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CENTRAL AMERICA
EDUCATION ACTION PLAN
FOR
GUATEMALA

SUMMARY

March 1985

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EDUCATION ACTION PLAN
FOR
GUATEMALA

SUMMARY
AND
WORKING DOCUMENT

MARCH 20, 1985

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FORWARD

The contents of this document represent the combined efforts of a team of specialists that complemented USAID/Guatemala's Education Office personnel in developing an action plan responsive to the National Bipartisan Commission on Central America's recommendations for the education sector. In addition to the Mission's education officer, team members included a representative from the LAC/DR/EST Office, A.I.D./Washington; a retired education officer; and the education officer from Guatemala.

The education officer and support personnel provided a thorough orientation of current and planned efforts consistent with the NBCCA recommendations, and assisted in the development of content related to vocational/technical education, other donor interventions, and the development of proposed projects and recommended funding levels.

The proposed projects and funding levels are hypothetical and depend on availability of funding and the project's success of surviving the rigors of the project development process.

This document is an INTERNAL WORKING DOCUMENT. The reader is asked to maintain its circulation within the A.I.D. Mission.

The objective of this document is to provide the Mission with a tentative plan which may be subject to further modifications and revisions prior to the actual commitment of resources which implies formal contacts and negotiations.

Best Available Document

INDEX

INTRODUCTION AND SUMMARY	1
A. Background	1
B. Principal Conclusions	1
C. Financial Implications of Proposed Education Action Plan Package	5
D. Topics for Policy Discussion	6
E. Regional Projects	7
F. Mission Staffing and Other Considerations	8
G. Required A.I.D./W Backstop Support	8
I. MISSION GOALS/OBJECTIVES AND DESCRIPTION OF OVERALL COUNTRY CONTEXT	9
A. The Setting	9
B. Mission Strategy	10
II. OVERVIEW OF THE EDUCATION SECTOR	13
A. Organization and Delivery of Services in the Formal Sector	13
B. Financing of Educational Services	14
III. PRIMARY EDUCATION	15
A. Overview of the Sector	15
B. Role of the Private Sector	16
C. Analysis of Available Services	17
D. Underlying Factors and Constraints	18
E. Role of A.I.D. and Other International Donors	20
F. Suggested A.I.D. Role in Primary Education, 1985-1989	21
G. Summary	23
IV. VOCATIONAL/TECHNICAL EDUCATION AND MANAGEMENT TRAINING	24
A. Summary of Services Provided	24
B. Role of the Private Sector	26
C. Analysis of Available Services	26
D. Underlying Factors/Constraints	29
E. Role of A.I.D. and Other International Donors	31
F. Suggested A.I.D. Role in Vocational/Technical Education, 1985-1990	31

V.	ADULT EDUCATION	32
A.	Overview of the Sector	32
B.	Role of the Private Sector	36
C.	Analysis of Available Services	36
D.	Underlying Factors/Constraints	38
E.	Role of A.I.D. and Other International Donors	38
F.	Suggested A.I.D. Role in Adult Education, 1985-1990	38
VI.	HIGHER EDUCATION	41
A.	Overview of the Sector	41
B.	Role of the Private Sector	46
C.	Analysis of Available Services	47
D.	Underlying Factors/Constraints	49
E.	Role of A.I.D. and Other International Donors	51
F.	Suggested A.I.D. Role in Higher Education, 1985-1990	53

ANNEXES:

1. Proposed Project Narratives for FY'85-'90
2. Proposed A.I.D./Peace Corps Collaboration in Guatemala
3. GOG-funded Projects in Primary Education
4. Comparison of A.I.D. Policy, LAC Regional Strategy, and Bipartisan Commission Recommendations with USAID/Guatemala Education Programs, Ongoing, and Planned
5. Methodology Used to Access Data and Information
6. Country Training Plan for Guatemala
7. Assessment of Achievement in Guatemala and Proposed Strategy for Development of a Qualitative Academic Measurement System.

INTRODUCTION AND SUMMARY

A. BACKGROUND

This document represents the combined efforts of LAC/DR/EST and USAID/Guatemala in response to the National Bipartisan Commission on Central America's recommendations for the education sector. These recommendations focus on primary education, vocational/technical training, higher education, adult education, and public administration. The Mission's Country Training Plan (CTP) will include participant training.

The objectives of the exercise are as follows:

- Compile a base of information for use in identifying and designing new projects as well as redesigning or expanding existing projects.
- Formulate concrete ideas that may be developed into PIDs, PPs, or PP amendments.
- Identify possible involvement/participation of Peace Corps Volunteers in ongoing/planned A.I.D. projects in the education sector.
- Develop a bibliography of useful references in the education sector for the A.I.D. Mission in Guatemala.

B. PRINCIPAL CONCLUSIONS OF THE EXERCISE IN GUATEMALA

The A.I.D. Mission in Guatemala already has begun to respond to the National Bipartisan Commission on Central America's recommendations for the education sector, as discussed below.

1. Primary Education

The NBCCA recommendations stressed the need for universal access at the primary level and institutionalization of programs which focus on the quality, relevance, and efficiency of educational services. Staff training, better use of school facilities, provision of appropriate didactic materials, especially textbooks, and complementary food nutritional programs were specifically given as viable activities.

The Mission's current Rural Primary Education Improvement Project (520-0282), authorized in late FY'84 and financed in part with FY'84 supplemental funds, constitutes a \$12.0 million intervention to institutionalize a quality bilingual education program in 400 rural schools of the Western Highlands, serving 240,000 indigenous children in grades one through four. Appropriate textbooks are being developed to meet the unique needs of Mayan descendants by providing a transitional program which allows children to learn academic content in their native language while they acquire the necessary skills in Spanish to receive all content eventually in the dominant language. A phased parent and community involvement effort is also part of the program design.

To complement this project, A.I.D. is in the process of preparing for initiation in FY'87 of a \$10.0 million Primary Education Management Improvement Project which, on a pilot basis, will explore options for decentralizing the Guatemalan school system in

three target areas in the Highlands. Under this project, more than 6,000 administrators and teachers will receive training related to the qualitative delivery of educational services, desks will be provided to students, didactic equipment will be purchased for each central school, and school facilities will be better used.

It is expected that these two interventions will be further enhanced by a comprehensive food supplement program currently being coordinated with the World Food Program for initiation in January 1986.

A proposed Rural Primary Education Improvement II Project (\$20 million), scheduled for FY'88-'90 initiation, will provide resources for follow-on activities and expansion to other identified target areas. The planned primary level interventions through the Rural Primary Education Improvement II Project include an initial radio education program designed to reach out-of-school children in remote inaccessible areas of the Guatemalan Highlands. Daily radio education programming will also reach those children already in school and the spin-off effect will enhance literacy and numeracy opportunities for indigenous parents in minority language areas.

Although the anticipated activities are planned mainly for improving the quality, relevance, and efficiency of rural primary education, the Mission does plan to improve the conditions of the school setting and improve access to the existing infrastructure. Limited resources will be used for construction purposes as they relate to improving education management. Classroom construction will be left to other donors but coordination of such activities within the Mission's target area is a top priority.

2. Vocational/Technical Education

The NBCCA recommendations for this education level emphasized the need for an expanded program in vocational/technical education with a special focus on vocational training in agriculture.

While the education action planning team reviewed this sector, it was decided subsequent to the planning exercise to postpone consideration of specific project activity in this sector until the Mission's private sector assessment, scheduled for later this FY, is completed.

3. Adult Education

The Commission recommended the creation of a Literacy Corps coordinated through the Peace Corps as a remedial effort for adults and children over 10 who have received no schooling at all.

We propose the following interventions in adult education consistent with the Jackson Plan:

- A \$700,000 FY'86 OPG with the Instituto Guatemalteco de Educacion Radiofonicas (IGER) to expand the Maestro en Casa project, a project designed to provide primary education equivalency through radio and community monitors. Additional materials and equipment will be provided, staff will be trained, and a planned program evaluation will be undertaken for developing nationwide coverage. The Federacion Guatemalteca de Escuelas Radiofonicas will be included in the project design since this organizations's rural radio stations can complement the efforts of IGER in the delivery of quality primary education equivalency services.

- An additional \$800,000 to be made available during FY'86 for expansion of the rural newspaper project, El Informador Rural, which will assist in maintaining literacy levels, increase communication in rural areas, and provide information practical to a rural agrarian society. Funding will be acquired through the reprogramming of the already obligated Integrated Nonformal Education Project.
- A local currency grant of \$400,000 to be provided for the production of literacy materials through the Ministry of Education (MOE) Departamento de Alfabetizacion y Educacion de Adultos. Although the program is presently a qualitative endeavor with the appropriate administrative structure, MOE budget constraints prohibit an appropriate level of effort to reach its target population, the indigenous groups, and areas of the country where illiteracy is the highest.
- As a follow-on to the FY'86 OPG with IGER, \$15.0 million provided during the FY'88-'90 period for the creation of a private sector Distance Education Foundation designed to provide educational services to citizens in rural areas.

The project would build on the models of dynamic private sector adult education programs currently underway in Colombia, Venezuela, and Honduras. The Foundation would offer a series of services including:

- A national commercial radio broadcast network that would be made available for educational radio broadcasting to schools, out-of-school children, and adult students.
- An open university that would provide alternative home-study university courses.
- A social marketing unit that would provide advertising assistance to development projects.
- Popular educational publications, such as the rural newspaper.

The Foundation would accept advertising and charge fees for its services to generate revenues and to become self-financing.

The current and planned activities are consistent with the Mission's development goals and are responsive to the NBCCA recommendation stressing literacy for adults and children over 10 years of age who have received no schooling at all.

4. Higher Education

The NBCCA recommendations support close partnerships with Central American governments and major universities for the purpose of improving the quality of education. To achieve this objective it was recommended that technical assistance be increased, libraries and laboratories be upgraded, junior faculty and young administrators

be given opportunities for training in the United States as well as in their home country, existing faculty and administrators be given training opportunities, and U.S. universities be paired with major Central American universities.

USAID/Guatemala presently has no ongoing activities in the area of higher education, but is planning a phased effort through four interventions:

- The Mission will provide \$300,000 to initiate a Rural Scholarship program in FY'85 for the purpose of recruitment, selection, and placement of potential indigenous leaders in higher education institutions in Guatemala and the United States.
- The second project complements the first by establishing a foundation for educational credit, EDUCREDITO, available to disadvantaged individuals, especially those from indigenous groups. This activity will begin during the FY'88-89 period with \$1.0 million the first year, and additional increments of \$1.0 million over the next two fiscal years.
- A third Mission project will provide \$5.0 million in FY'86 for the establishment of a Highlands Indigenous Institute in a pre-selected institution of higher education for the purpose of responding to the unique needs of the indigenous population which is 46 percent of the country's entire population.

If the ideal funding level is provided for implementing the Guatemala education action plan, a fourth Mission project could be financed with \$6.0 million. The Graduate Normal School Project constitutes the institutionalization of a degree-oriented, post-Normal School graduate program available to administrators and teachers interested in upgrading their skills through a credit-oriented recognized pensum of studies. Project implementation would begin during the FY'88-'90 period.

5. Participant Training

The Commission recommended 10,000 U.S. government-sponsored scholarships for Central Americans to study in the United States. Also recommended were 5,000 two- to four-year scholarships and 5,000 four- to six-year scholarships for pursuit of studies in the U.S. Special efforts should be made to recruit, select, and train young people from all economic and social classes.

The Mission's 1985-1989 Country Training Plan addresses the NBCCA recommendations through funding received from the Central American Place Scholars Program (CAPS). Participants will be selected in accordance with leadership potential and consistent with Mission development goals.

The Georgetown University Central America Student Program (CASP) will complement training opportunities for an additional select number of qualified Guatemalans.

C. FINANCIAL IMPLICATIONS OF THE MISSION'S PROPOSED EDUCATION ACTION PLAN PACKAGE

1. Primary Education

USAID/Guatemala initiated the Rural Primary Education Improvement Project with an FY'84 supplemental appropriation of \$4.0 million and an additional \$8.0 million in direct assistance provided for the LOP in FY'85. Current plans are to initiate the Primary Education Management Improvement Project with \$10.0 million for FY'87. The two projects will represent an initial \$20.0 million intervention consistent with the NBBCA recommendations and the Mission's development objectives.

We propose that in FY'89 the Mission develop its plan for a \$20.0 million follow-on project to expand the Rural Primary Education Improvement program, add the vital radio education component for reaching out-of-school children in remote rural areas of the Highlands, and provide mini-libraries for rural primary schools.

2. Adult Education

The Mission will reprogram the current nonformal education program which was funded with \$3.9 million in 1982. To complement this effort, the Mission also will initiate a \$700,000 adult primary education equivalency project in FY'85.

As a follow on to the adult primary education equivalency project, the Mission proposes to implement a National Distance Education Project, which will require \$15.0 million in D.A. funds. This endeavor to be carried out through the Guatemalan private sector, will be responsive to the needs of the country's rural population.

3. Higher Education

In higher education, the Mission plans four initial interventions totalling \$14.65 million:

- An FY'85 \$350,000 Rural Group Scholarship program.
- A \$3.0 million EDUCREDITO postsecondary loan and grant program available to the disadvantaged and those who meet established criteria. This program will begin during the FY'88-'90 period.
- A \$5.0 million Highlands Indigenous Institute to begin in FY'86.
- A \$6.0 million Graduate Normal School program, to begin during FY'88-'90, to provide administrators and teaching staff the opportunity to upgrade skills and receive an advanced degree with full credentials.

D. TOPICS FOR POLICY DISCUSSION

The A.I.D. Mission in Guatemala has determined that education is one of its top priorities since it is an essential ingredient in a total development strategy. Nevertheless, it also has been determined that in order to lay a solid foundation for the institutionalization of A.I.D. interventions in education, the Government of Guatemala must provide appropriate policies which give a successful intervention the legitimacy for support and continuation.

The topics that follow are those which the Mission feels are the essential policy issues:

- 1) The GOG provides only 1.7 percent of its GNP for education. It is the lowest contribution made by any country in Central America, yet Guatemala has more resources to draw from than its neighbors.

GOAL: The Mission will work with the GOG in a comprehensive analysis of school finance with the objective of reforming policy relative to priorities and the distribution of the GNP. The objective will be to raise the amount from 1.7 percent to at least the Central American average of 3.1 percent and, if possible, a bit higher since Guatemala has the second lowest primary-level enrollment rate in the Western Hemisphere.

- 2) The MOE has no policy regarding the distribution of available teaching slots in order to assure that bilingual teachers have access to a set percentage of the positions on an annual basis. The only binding commitments for such action are provided in the A.I.D. Contract Agreement for the current Bilingual Education Project. This short-term policy is only effective until the Project PACD. Over 46 percent of the population is indigenous and represents 22 Mayan languages. The children's home language is not Spanish and the culture has a major influence on the family as a whole. To affect significantly the nation's 85 percent drop-out rate by sixth grade, to reduce substantially the out-of-school primary school age total from 550,000, and to strive for the NBCCA goal of universal access, Guatemala needs more bilingual teachers.

GOAL: The Mission will assist the MOE in developing a formula for distribution of available teaching slots so that equity and access are built into the established standards, procedures, and policy. A strategy for increasing the number of positions for bilingual promoters and teachers in the Highlands also will be an objective of policy discussion.

- 3) Although the National Plan for Education supports decentralization and MOE has made a commitment to accelerate the process, the central office of the MOE has not yet taken the appropriate action to delegate authority to the regions and the local schools. The Mission's Primary Education Management Project contains contractual commitments which could become MOE policy for effective decentralization.

GOAL: The Mission will cooperate with MOE in the development of appropriate internal administrative policy for providing mechanisms that will make decentralization a reality.

The Mission is confident that the aforementioned policy issues can make a permanent impact on the quality of education and educational opportunity. A healthy school finance package, complemented by appropriate internal policies for the delivery of educational services in a cost-effective and equitable manner, are effective measures for the institutionalization of qualitative interventions.

E. REGIONAL PROJECTS

USAID/Guatemala has analyzed its development priorities, the NBCCA recommendations, and anticipated realistic allocation projections. An extensive analysis of all variables has led to the conclusion that some interventions are viable alternatives for meeting the identified needs, but cannot be totally financed by the Guatemala Mission. They are as follows:

- 1) Texts and other bibliographical resources are needed at every education level. A vast number of the most recognized resources are available only in English. Some valuable printed matter is inaccessible or unavailable on a timely basis. The cost to establish the local capability to respond to this need is not cost effective or desirable.

The Mission recommends that A.I.D./W establish a regional project to respond to this need. It is also recommended that it be organized and administered as was the RTAC project. USAID/Guatemala is amenable to the idea of Mission buy-ins to finance the program if the funds are not otherwise available.

- 2) Although it is recognized that higher education was an education level targeted by the NBCCA and that emphasis was placed on cooperative efforts with the nation's major universities, USAID/Guatemala has not ranked higher education as a top priority because: (a) funding for education is limited; and (b) primary education is the education sector's top priority.

The Mission is planning limited interventions in higher education and prefers that A.I.D./W develop and implement a regional or centrally funded project for significant interventions with the nation's public university. It is further recommended that the plan for such action be acceptable to the Mission and begin with the selection of U.S. universities that meet a pre-established set of qualifications before a university linkage is negotiated.

If A.I.D./W accepts such a proposal, the Mission feels that the top priorities should be as follows:

- a) Expansion of the CLASP Central American Peace Scholars program to provide more scholarships for university faculty and students who have demonstrated leadership ability and a commitment to democratic ideals

- b) Faculty exchanges between the U.S. and a local university.
- c) Financial assistance for studies to determine needs and priorities for institution-building.
- d) Financial assistance for improving the university's library.
- e) Financial assistance for development and implementation of off-campus programs.

If regional projects require Mission buy-ins, the cost of the Guatemala Action Plan package cost will be increased in accordance with the level of required effort and proportionate distribution of financial requirements.

F. MISSION STAFFING AND OTHER CONSIDERATIONS

It is expected that the current OHR staff will be increased by one PSC position in FY'87.

G. REQUIRED A.I.D./W BACKSTOP SUPPORT

The action plan portfolio contains a series of new initiatives in the areas of higher education, and adult literacy that will place heavy demands on A.I.D./W backstop support. The Mission recommends that LAC/DR/EST consider a Field Technical Support contractual arrangement to insure that field backstop requests are met in a timely and efficient manner.

I.

MISSION GOALS/OBJECTIVES AND DESCRIPTION
OF OVERALL COUNTRY CONTEXT

A. THE SETTING

Guatemala is the largest country in Central America and occupies a territory approximately the size of Virginia, with a surface area of 41,000 square miles. It is a country located on the northern end of the Central American isthmus bordering Mexico. Its rugged topography of mountainous area and numerous volcanoes is contrasted by rich arable lands on the Pacific coastal plains. Fifteen percent of the land is responsive to intensive husbandry while 27 percent is capable of moderate yields. The economy is basically agrarian with 60 percent of the workforce engaged in agriculture. Over one-fourth of the country's GNP is generated by exports such as coffee, sugar, and cotton.

Seventy-nine percent of the 7.8 million population lives in poverty, and most of the extremely poor are rural Indians of Mayan descent living in the Highlands. Most of these families rely on subsistence farming and supplement incomes with seasonal employment on the large plantations located in the southern section of the country. The indigenous culture, colorful folklore, and native customs are exemplified by the 22 Mayan languages spoken in a country where the dominant language is Spanish. Life expectancy of the Ladino of Spanish extraction is 59 years as compared with the indigenous group whose members may live to be 44. Although infant mortality is 76 per 1,000, over 85 percent of the population is malnourished, and only 50 percent receive vaccinations, it is projected that the population will reach 10 million within the next 10 years and 13 years thereafter will have reached 16 million. Only 18 percent of the women practice birth control.

Fifty-five percent of Guatemala's citizens are illiterate and 45 percent are 14 years old or younger. Over forty percent of the work force is either unemployed or underemployed. The economic recession, the earthquake of 1976, and widespread political violence have dealt a heavy blow to the country's productivity and stability. The large land owners have not been willing to diversify agriculture and make it more responsive to the export market. Small farmers have had to migrate to the lowlands because of civil unrest and thus are unable to cultivate their homelands; most do not have alternative sources of income. The nation's monetary unit, the quetzal, normally parallel with the dollar in exchange, is currently suffering a devaluation fluctuating anywhere from 2.5 to 3.0.

Given all the socioeconomic problems being faced by the people of Guatemala, the outlook is not totally bleak and negative. The nation is beginning to take the necessary measures to increase and diversify agricultural productivity, exploit its mineral resources, and promote the development of tourism as a major industry. Guatemala's varied agronomic conditions are compatible with the cultivation of almost any type of agricultural product, the Pacific lowlands are very fertile, and the other accessible areas are capable of producing many products for internal consumption and export. Many rich areas, 30 percent of the surface area, is still undeveloped. The country's Pacific and Atlantic coastlines have vast development potential as well as the network of railways and public roadways.

B. MISSION STRATEGY

The foregoing analysis demonstrates the basic development needs of Guatemala: return to a pattern of real long-term economic growth emphasizing greater participation of the poor in the benefits of that growth, and an immediate short-term stabilization program to meet the current severe economic recession. Achievement of these goals will depend upon three key objectives which provide the framework for the U.S. assistance strategy for Guatemala over this planning period:

- Increased rural incomes and productivity
- Reduced rate of population growth
- Balance of payments equilibrium at higher growth levels.

USAID/Guatemala's strategy is intended to stimulate broad-based, self-sustaining economic growth--growth with equity. Income redistribution per se is not a goal; however, growth alone will not alleviate the poverty found throughout Guatemala (per capita income for over 50 percent of the population is \$330 per annum.)* The strategy, therefore, is targeted on much greater participation in that growth by the rural poor; it combines the NBCCA objectives of economic growth and promotion of equity. Structural and policy changes will be necessary in many cases, and A.I.D. will continue policy dialogue with the Government of Guatemala (GOG) on these issues in the context of both project and nonproject assistance.

The strategy calls for the development of local institutional capacity, in both the public and private sectors, in order to make the development process self-sustaining. In addition, the strategy includes specific activities designed to demonstrate alternative development approaches and technologies which can be continued or replicated with non-A.I.D. resources.

The strategy objectives outlined are consistent with the strategy in the previous CDSS, but greater emphasis is now being put on private sector-oriented approaches and on resource flows for balance of payments support. Basically unchanged development assistance objectives are supported by much higher DA levels. For the overall program, especially given the quantum increase in proposed levels growing out of the NBCCA recommendations; the national policy framework assumes greater importance; now USAID will be in a much better position to engage in a meaningful policy dialogue.

The current program in support of CDSS objectives which emphasize the Highlands is tightly focused, highly targeted, and is demonstrating significant successes toward meeting the Mission's key rural development objectives. Of 10 active DA projects, nine are centered in the Highlands with significant overlap and direct impacts on the productivity and well-being of the Indian population. Projects include: farm-to-market

* -- 1984 GDP = Q9,900 million, 50% of the population receives 13% of the income; GDP for the poor is Q1,287 million.
-- 1984 population = 7.8 million, 50% of the population = 3.8 million (NOTE: The GOG National Economic Planning Council estimates that 56.3% of the population lives in a state of extreme poverty.)
-- Thus: Q1,287 = Q330 per capita income of poor.

road construction and maintenance; small scale irrigation and terracing; crop diversification and fruit and vegetable marketing; rural enterprises; rural electrification; rural primary education, including bilingual and nonformal education; village water systems and primary health care promoters; and family planning services within a nationwide program. Institution building and transfer of technology are major components of almost all projects.

Basic education and related skills training (nonformal education) contribute directly to agricultural development, lower fertility, and increased health and nutritional status. The facts in Guatemala are that 55 percent of the population is illiterate and only 25 percent of the population has completed 1-3 years of schooling.

"Agricultural productivity improves as farmers acquire basic education and they become both willing and able to adapt their traditional methods of farming to new techniques, to obtain and use information from extension systems, to use inputs efficiently, and to supplement farm income with other employment." (AID Policy Paper on Basic Education and Technical Training.)

World Bank studies also have shown a direct link between educational level and increased human productivity. These studies indicate that potential lifetime earnings for a person, who has successfully completed an equivalent fourth-grade education will be double that of an illiterate with no education but living under otherwise similar circumstances. Recent figures provide a deeply disturbing picture of the educational situation: 66 percent of all children in the 7-14 year-old age group live in rural areas but two thirds of them do not attend school. In the Highlands, less than 50 percent of the Indian population 7 to 14 years is even enrolled in school at all. At the secondary school level, nationwide, only 12 percent of all youth in the 15 to 20 year-old age group attended high school or vocational school. Of students entering first grade 92 percent do not complete sixth grade. Dramatic improvements in the "success rate" in rural primary education are essential to national development. The predominance of adult illiteracy, as well as the large number of rural children with limited or no educational opportunities, creates special problems for the implementation of developmental programs focused on rural areas. The need for rural non-formal education programs is increasingly apparent as the GOG tries to reach small farmers with agricultural information.

In addition to these problems, basic education attempts in Guatemala are frustrated by the linguistic barrier. The extremely high drop-out rate and failure rate in Indian areas is due principally to the fact that students are taught an irrelevant curriculum in a language (Spanish) almost totally foreign to them.

Following with the basic A.I.D. policy for the education sector, applicable where less than two-thirds of the eligible age group are completing at least four years of primary school, the strategy in the area of education during this planning period calls for assistance in making the basic education program effective in supporting economic and social development objectives. Emphasis will be on rural primary education with special attention directed at the bilingual education program to improve and expand its coverage among monolingual Indian children. A realistic goal will be 80 percent primary enrollment by 1987, requiring a 5 percent annual increase in enrollment over the five year planning period. USAID plans to reach 40 percent of the Indian children currently enrolled in school with bilingual programs over the planning period, with higher achievement indicators measuring impact.

Another area of concentration will be the management and planning of primary education programs by the Ministry of Education (MOE) where assistance will focus heavily on developing the human resources of the MOE itself (training teachers and administrative personnel) and further development of relevant teaching materials and curricula.

Nonformal education efforts will continue to occupy a place of importance in the USAID program over the next several years. Nonformal education has been proven to be an effective means of upgrading human resources in tradition-bound rural areas. Plans are to expand the coverage of the current nonformal education program to all departments with a predominantly Indian population.

USAID will work closely with MOE officials to develop and establish a national policy on education for Guatemala. Of priority concern will be the roles assigned to bilingual and nonformal programs within an overall education policy. USAID also will work to ensure that a commitment to comprehensive planning and administration is contained within that policy. Most importantly, USAID will seek agreement on a sharply higher budget level for education, remembering that the 1.7 percent of GDP spent on education is the lowest percentage in Central America.

While USAID will concentrate on improving the efficiency of the education system within available resources, close coordination with other donors will encourage expansion of those resources. For example, both the InterAmerican Development Bank (IDB) and the World Bank (IBRD) are programming assistance to construct more satellite schools under a system developed in prior USAID projects, and to build up the system for developing, printing, and distributing textbooks, long an area of A.I.D. work.

II.

OVERVIEW OF THE EDUCATION SECTOR

A. ORGANIZATION AND DELIVERY OF SERVICES IN THE FORMAL SECTOR

The Government of Guatemala has established an education system which is governed and regulated by statutes which clearly define the different levels, and their purpose and objectives in relation to other sectors. Education is divided into three distinct subsectors--scholastic, extrascholastic, and cultural--each of which makes provisions for the various age groups within the general population.

1. Scholastic

The first level of this subsector is pre-primary, offering kindergarten education to 4-6 years olds in urban areas and Spanish language instruction to children who speak indigenous languages. The latter program is based in rural areas of the western highlands. The second level of the scholastic program is primary education. It represents a Constitutionally guaranteed education which is compulsory, gratis, and offered for six years of study to children between the ages of seven and 14 years of age. Eighty-six percent of the 900,000+ students attend public schools while 14 percent are enrolled in private institutions. The urban area has 801 public and 417 private schools, while the rural area children may attend one of 5,227 public or 851 private schools.

The third level within the scholastic subsector is secondary education. It offers a three-year course of studies of a general academic nature and two or three years of varied studies. The private sector operates 62 percent of the nation's 1,067 secondary schools. Guatemala also provides pre-service training for individuals interested in pursuing the teaching profession. These opportunities are offered in the nation's 84 private and 30 public normal schools. The program of studies tends to be urban oriented and structured such that it becomes the natural vehicle for access to higher education.

Although the first three levels of the scholastic subsector are controlled by the Ministry of Education, the fourth--higher education--is an administrative responsibility of the National Autonomous University of San Carlos. Its jurisdiction also coordinates operation of four private universities: Mariano Galvez, Rafael Landivar, Del Valle, and Francisco Marroquin. San Carlos enrolls 78 percent of the country's higher education student population, while four other institutions enroll the remaining 22 percent.

Students at the university level may choose undergraduate degrees in architecture, economics, public accounting and auditing, business administration, law and notary public studies, chemistry and pharmacy, chemical biology, biology-dietician, psychology, philosophy, history, language and literature, pedagogy and education sciences, communication sciences, or various branches of engineering. Undergraduate degrees are also offered in dental surgery, surgical medicine, veterinary medicine, and zootechnics. At the intermediate level, students may pursue library sciences, secondary school teaching certification, philosophy, history and social studies, mathematics, biology, physics, English, French, and the fine arts. Most degrees require five to six years of study and only 15 percent of all students graduate.

2. Extrascholastic

This education activity substitutes or complements scholastic education. It is usually offered to the population between the ages of 10 and 45 years of age and is administered by institutions with no statutory dependency on the Ministry of Education. The programs offer training opportunities for unskilled workers, semiskilled workers, skilled labor, and highly skilled labor. Successful completion of required coursework entitles the participant to pursue advanced studies.

A second component of the extrascholastic subsector is a program established in 1973 to support or complement the activities of teachers, promoters, health personnel, community development personnel, and other trained individuals working in rural settings. The basic rural education program incorporates the adult population 15 years of age and older into the learning environment, reinforces what children who attend school learn, and provides incentives for the preschool population. The available national network includes five television channels, 88 radio stations, and written press media.

3. Cultural

This recently created education subsector provides for the preservation of cultural values and contributes to mutual understanding among the cultural groups of Guatemala. It also provides for the greater participation of rural populations and promotes artistic and recreational activities for the economically disadvantaged population by conducting cultural activities.

B. FINANCING OF EDUCATIONAL SERVICES

The Government of Guatemala budgets 1.7 percent of its GNP to education as compared to Costa Rica's 6.7 percent and other Central American countries whose average expenditure represents 3.0 percent of the GNP. Families who send their children to private schools must bear the full burden of education costs. The national university, however, does receive a percentage of the education budget for higher education. Additional entry fees are modest and symbolic. On the other hand, costs for vocational/technical education are high compared to other training programs. Nevertheless, the GOG has levied a one percent payroll tax to be used to finance training costs related to courses offered by INTECAP.

Expenses not absorbed by the GOG for public education are often absorbed by the teaching staff and/or parents of students. In urban areas the average contribution for school supplies represents an average of \$15 per child as compared to between \$3-5 in rural areas. Nevertheless, the total cost to a family for each child enrolled in a public primary school averages \$30 per year. Private school costs are significantly higher. In comparison, the GOG has been contributing an average of \$27 per pupil. This highlights the point the education is not a gratis opportunity offered by the state, accessible to all those interested in literacy and numeracy.

III.

PRIMARY EDUCATION

A. OVERVIEW

During 1984 USAID/Guatemala, through its education program, has made significant progress in impacting policy reform. As a result of a prior project in primary education, the Mission was able to persuade the Guatemalan government to lay the legal basis for implementing bilingual education nationwide resulting in a decree approving primary education through grade four in the vernacular languages and Spanish.

The Ministry of Education is also developing the legal bases for delegating responsibility and authority to the operational levels. The Western Highlands Directorates, established by law in 1977, will receive high priority and support within the National Development Plan for the Education Sector. Seven regional directorates will administer educational services through an accelerated administrative decentralization and improvement program of the Ministry of Education.

USAID/Guatemala has been asked to assist in the decentralization efforts and, as a result, plans to provide financial support for implementation of the Primary Education Management Project for the creation of three Regional Administration and Supervision Offices.

The goal is to establish a regional capability for assuring a more efficient use of existing school buildings, a more efficient placement of new teachers, a reassignment of current teachers to reduce student/teacher ratios, and the institutionalization of a flexible school calendar responsive to local migration patterns. As a result of this effort, the efficiency and quality of primary education will significantly improve.

The Mission's follow-on Rural Primary Education Improvement Project will also complement the MOE's efforts to improve the quality of educational services to pupils in Mayan indigenous areas. The principal goal of the National Bilingual Education Program (PRONEBI) is strengthening and institutionalizing an education system responsive to Indian citizens principally located in the Guatemalan Highlands. The project includes human resource development, materials development and application, and provision of school furniture and equipment as well as strengthening the administrative capacity, with vehicles and equipment to implement the project.

The aforementioned efforts along with those of other donors such as the World Bank and the InterAmerican Development Bank will complement GOG activities designed to improve educational services and institutionalize qualitative endeavors which emphasize equity, equal educational opportunity, efficiency, relevance, and access.

Primary education in Guatemala must be, assuredly, a priority. Over 545,000 school-age children in rural areas do not attend schools and more than 85 percent entering the first grade drop out before completing the four years of schooling. The desertion begins during the first year and by the time the group enters the second grade, there has already been a 45 percent decrease. Twenty-five percent of the second graders do not enter third grade and 20 percent of the third graders do not register for the fourth grade course of studies.

Children from rural areas repeat an average of 2.2 years of school and many who complete fourth grade are denied access to the fifth grade because of admission standards or lack of facilities. The cost to the taxpayer, in quetzales, is Q1,036 to produce a fourth grader, and Q10,335 to produce a sixth grader.

Nearly all teachers are certified but a very small percentage are properly trained to respond to the needs of the indigent population. Although 21,000 teachers are unemployed, the available cadre does not speak the Indian languages and is unwilling to accept the challenges of rural life and the scarcity of amenities. A total of 933 primary school teachers, of which 85 percent work in rural areas, do not possess a teaching certificate. Three hundred seventy noncertified teachers in the rural area work in public schools and 419 are employed in private schools.

Guatemala's 114 Normal Schools (30 public and 84 private institutions) graduate an average of 4,000 teachers annually for a market that demands only 700. Only six percent of the bilingual graduates of the principal normal schools are placed in bilingual schools.

GOG funds for school maintenance are minimal and teacher incentives are not a priority. School schedules are inflexible to seasonal and migration labor requirements. Teacher training is urban-oriented with an emphasis on academic, theoretical, nonpractical activities which tend to discourage youngsters early in their schooling experience. Furthermore, grading is subjective and objective achievement tests for evaluation are rarely administered. Parents and community rarely participate in school-related activities except those requiring manual labor or monetary contributions, and schools are locked at the end of the school day.

The Ministry of Education has been generally ineffective in the areas of planning and management. Institutionalization of positive efforts are hampered by a limited education budget that barely provides for the payment of subsistence salaries to education sector professionals. Delivery of services is centralized and consequently costly.

The net effects of a severe economic recession, an inadequate commitment to education, income inequities, and a lack of initiative to diversify production have created a situation in which children at the primary level do not have the opportunity to receive a quality education and therefore, opportunities for the disadvantaged at the secondary and postsecondary levels are limited at best.

B. ROLE OF THE PRIVATE SECTOR IN SERVICE DELIVERY, ESTABLISHING STANDARDS, GUIDING/ESTABLISHING TRAINING POLICY

The state sets the standards for public and private primary education and assumes the responsibility of providing compulsory and free education to children ages 7-14. The GOG education allocation, however, is limited and the demand for primary level institutions exceeds the MOEs capability to meet the annual population growth rate of 3.0 percent. Approximately 80 percent of the population is served by public institutions, and private schools absorb the remainder. In 1981, 4,700 teachers worked in the private schools and 19,148 were public employees.

At the pre-primary level the private sector serves 22,000 children ages 4-6 while the public sector responded to the needs of 78,000 preschoolers.

C. ANALYSIS OF AVAILABLE SERVICES

While the education system is beginning to respond to the needs of children, a concerted effort is still required to improve access, quality, efficiency, and relevance. Key issues are briefly summarized in the content that follows.

1. Access

Approximately 350,000 school-age children in Guatemala (25 percent) have no access to primary education and access is limited and uneven in distribution. Forty-four percent of rural primary schools offer only three grades of education; one-third of the rural schools offer six grades of coursework. Public and private schools offer pre-primary education to 4 percent of the children ages 4-6, and 90 percent of the kindergartens and nursery schools are in urban areas.

2. Relevance

The current primary level program is apparently not preparing rural students for roles as productive citizens in a predominantly agrarian society. Over 85 percent of the rural primary-level cohort drops out of school before completing fourth grade. This is caused by several reasons. Most teachers, because of their training, teach students urban-oriented, academic, theoretical content. If an academic course of studies does not address the realities of rural life, or teach the child new or innovative skills which will significantly increase production or income, the family may decide that four years of schooling per child is too great a sacrifice. (To help to correct this situation, a recently signed AID/GOG agreement is replacing monolingual Spanish programs with an innovative bilingual curriculum which responds to the rural student's needs and teaches skills necessary for survival in the Western Highlands.)

The average rural family in Guatemala also faces a loss of approximately Q190.00 in annual income for every productive child attending school full-time, plus at least Q19.00 in school-related expenses. In addition, only 17.2 of all eligible primary school graduates enter secondary school and only 5.9 percent of the eligible population are served by the higher education institutions. The realities of life indicate that for the rural indigenous child whose parents have economic problems sending him to elementary school stands little chance of attending school in urban centers where room and board are required and where part-time jobs to supplement family contributions are almost nonexistent.

3. Quality

Five hundred thousand children in Guatemala need bilingual education and current efforts by A.I.D., the GOG, and other donors will have reached approximately 40 percent of those enrolled in school by 1990. Only 13 of the country's 114 Normal Schools are training bilingual teachers and the MOE is currently hiring only about six percent of the available bilingual certified staff. Children are graded subjectively and supervision is nearly nonexistent since regional supervisors are assigned to over 80 schools and distance and transportation limit technical assistance.

Another important variable to consider is the fact that while the average pupil/teacher ratio is 34:1 in rural areas, it may be as high as 60:1 and, frequently, each teacher is assigned to three grade levels in one self-contained classroom without the assistance of a teacher aide or the appropriate teaching materials for organizing learning centers or small group exercises. Teacher absenteeism and tardiness because of poor

supervision also contribute to the inferior quality of education. Many do not live in the communities where they teach and arrive late Monday and leave early on Friday.

4. Efficiency

More than 80 percent of the rural first grade cohort does not complete the sixth grade and for those who do complete the primary level, it costs the GOG a 26-year investment in each. Guatemala also provides public financing for 30 Normal Schools when the country only needs approximately 700 graduates per year. Additionally, 14,000 teachers are unemployed.

While the Ministry of Education invests 12.6 percent of the national budget on all education, the National Autonomous University, if current legislation passes, will receive 5.0 percent of the GOG annual finances to provide education opportunities for mostly urban citizens.

School maintenance does not appear to be a priority. The MOE continues to contribute counterpart funds to complement International Finance Institution loan monies, but current estimates indicate that at least 2,400 schools are beyond repair and 5,800 need substantial repair. The combined total represents 50 percent of all existing classrooms.

D. UNDERLYING FACTORS AND CONSTRAINTS

The literacy rate in Guatemala is 46.6 percent. The government allocates half the amount of the GNP percentage other countries in Central American set aside for education, yet it is the largest country and has the most resources for such an investment.

As a general rule, classrooms do not provide a conducive learning atmosphere. Ventilation and illumination are inadequate. Deterioration of walls, windows, doors, and the exterior structure is often depressing. There may or may not be a chalkboard, chalk, eraser, textbooks, didactic equipment, charts, book shelves, paper, or pencils. Space is inadequate: 300,000 student desks are needed as are 13,000 new classrooms. Only 5.0 percent of the MOE budget is set aside for materials, supplies, and equipment and nearly all (98.9 percent) is needed to pay teachers' salaries. Many times materials and supplies are not distributed because of administrative problems.

To understand better why the Guatemalan education system has not been responsive to the needs of school age citizens, one must analyze contributing factors and realities.

1. GOG Commitment to Education

When a government only sets aside 1.7 percent of its budget for education, finances 30 Normal Schools, and allocates 5.0 percent of its total budget for higher education, it is time to analyze where the priorities lie and, if in fact, human resource investments are a priority.

2. Private Sector Commitment

Do the 5.0 percent in economic power really want to contribute to educating rural citizens?

3. Family Financial Constraints

Subsistence farmers migrate with their children to the southern plantations to supplement income during harvest time, yet the private schools provided by the plantation owners are those which need the most upgrading. Parents have expressed concern about a private system which does not provide qualitative education to the future leadership of the country. Although legislation mandates the provision of private schools for migrant children, often the laws are not adhered to by plantation owners.

4. Lack of Teacher Incentives

The average monthly wage for a rural teacher is Q150-250, or \$156 per month. Since the MOE does not provide the necessary didactic materials and supplies for children, the teacher invests a substantial amount of his monthly salary on essential teaching materials. The MOE, in addition, does not currently provide incentives or nonmonetary fringe benefits to attract teachers to rural areas. Teacher incentives are lacking and distance education at the university level has not been a serious consideration until recently. Therefore, most professionals assigned to rural areas seek jobs in urban centers where there is access to higher learning and the amenities not found in rural areas.

5. Parent and Community Involvement

Traditionally parents have not been given the opportunity to contribute significantly to their children's education. Until they are allowed to feel like adequate participants in and beneficiaries of the school which their children attend there will be no genuine commitment to school maintenance, fundraising, community contributions, or sincere conscientiousness regarding the value of the school in development-related activities. The school must become the responsibility of the community not of the state.

6. Inadequate Data for Decision Making

Statistics compared among various donors and the MOE indicate that a concerted effort must be made to develop a reliable data base which can be used with confidence for decision making at all levels. In most cases data from one document are not consistent with those from any other.

7. Subjective Achievement Measures

The MOE does not provide or require teachers to use standards of achievement or measures which are validated and reliable. Teachers subjectively decide the progress of a student and assign grades according to popularity or social influence. Until the education system responds with an objective system which is fair to the student it will be impossible to ascertain a child's academic progress (cognitive as well as affective and motor facility aspects) and prescribe appropriate learning activities.

8. Education Management

One of the most visible constraints in project design and timely implementation is inadequate management. The problem begins in the MOE central offices and continues to the supervisor and the school director. Planning, implementation, and evaluation occur on a crisis basis.

Contracts are not written and handled in a timely manner, school supplies and materials are not delivered, textbooks remain in the MOE's warehouse because of slow decision-making and logistical support, personnel per diem and other reimbursements are slow to be allocated, vehicle maintenance is of low priority, and so forth.

9. The Castellanization Movement

Until recently, the GOG did not recognize that its indigenous citizens representing 22 Mayan languages and possessing a rich cultural heritage, deserved respectable education.

Through A.I.D. Mission efforts, bilingual education is helping to humanize schools. Children and adults are beginning to benefit from an appropriate education program which allows for cultural respect and provides access to Spanish without destroying self-concepts and families. Thirteen of the Highland Normal Schools are training bilingual teachers, the MOE has recently adopted a national plan for bilingual education, and a team of experts is developing the appropriate didactic materials for the early primary school grades.

E. THE ROLE OF A.I.D. AND OTHER INTERNATIONAL DONORS IN PRIMARY EDUCATION

A.I.D., the World Bank, and the IDB, operating in close collaboration with one another, have been and will continue to be key donors in primary education in Guatemala. Together they are addressing a number of the key constraints identified above. A brief description of current interventions follows. Further detail on A.I.D., World Bank, and IDB interventions in primary education, along with a listing of GOG projects in primary education, may be found in Annex 3.

A.I.D.'s current focus is the Guatemala Highlands area. The Rural Primary Education Improvement Project--a combined \$12 million grant/loan authorized in late CY 1984 and financed in part with FY 1984 supplemental funds--builds on a successful \$1.9 million grant which resulted in the development of a bilingual curriculum and texts in the four key Mayan languages of Quiche, Mam, Cakchiquel, and Kekchi for the first three grades. Other important components of this project include the selection, training, and placement of bilingual teachers in 40 Highlands schools, and the passing of legislation making bilingual education mandatory. The current project supports the institutionalization of activities initiated under the prior grant by: (1) financing the creation of a permanent implementation unit within the Ministry of Education for bilingual education; (2) supporting the development of teachers' guides as well as the purchase of desks, blackboards, and other equipment for project schools; (4) continuing support for training at all levels (in-service as well as university level); and (5) supporting the creation of a research and evaluation unit within the MOE which will support the institutionalization of bilingual primary education activities. The project proposes to extend bilingual education from 40 to 400 schools and in the process serve 240,000 Indian children living in the Guatemalan Highlands.

Under the Primary Education Management Project, targeted for authorization this FY, the Mission proposes to respond to the MOE's request for assistance in decentralizing education administrative and support mechanisms at the primary level and to strengthen its primary education supervision system. This project builds on previous efforts in this area carried out under the Educational Administration Project. One of Guatemala's seven educational regions has been targeted for assistance under this project. Proposed

outcomes of the \$1.6 million pilot project include the creation of three regional supervision and program support centers, the organization of 15 new school district supervision offices, strengthening of all 68 existing school district supervisions and all 13 existing departmental supervisions within project areas, and technical and administrative training of staff at all levels. The project proposes to assist in improving educational efficiency by supporting a more efficient use of existing school buildings, the institutionalization of a flexible school calendar responsive to local migration patterns, a more efficient placement of new teachers, and reassignment of current teachers.

World Bank activities in education complement those being carried out by A.I.D. Through its Basic Education Project, a \$18.5 million loan approved in 1983, the Bank is assisting the MOE to improve educational quality and to expand access at the primary level. The project supports the creation of a National Textbook Program to provide all rural students with free school textbooks. In addition, assistance is being provided in the construction and upgrading of 375 classrooms.

The Bank is financing the construction of 30 new schools, the addition of new classrooms to 30 existing schools, repairing 35 schools, and completing 15 schools currently under construction. In addition, financing will be provided for furnishing some 400 classrooms. The target areas include the marginal sections of Guatemala City and the municipalities of Villa Nueva, Mixco, and Chinautla within the Department of Guatemala.

IDB, like the World Bank, is targeting a major portion of its assistance toward infrastructure improvement. Under its Rural Primary Education Development Project--a \$28 million loan which began in 1983--the IDB is assisting the MOE to build and furnish 293 rural primary schools. In addition, through the project, the IDB proposes to assist the MOE to introduce a new curriculum adapted to the requirements of rural areas, to institutionalize teacher training and reorganize the Normal School curriculum, and to train school teachers and principals.

F. SUGGESTED A.I.D. ROLE IN PRIMARY EDUCATION, 1985-1989

Efforts of the GOG, A.I.D., and other donors are assuredly making an impact on the quality of education. As resources become more scarce and as management improves, the country's leadership is becoming more concerned about recurrent costs, school finance, institutionalization, socioeconomic implications of primary education on the development of the country, and the negative effects of not investing in the human capital that stimulates growth and enhances stabilization.

The current economic crisis, coupled with civil unrest, have required, more than ever before, that Guatemala's educators and international finance institutions design a short-term plan to respond to immediate needs, and a long-range plan which assures human resource development, institution-building, equity, justice, and a sincere concern for human rights.

The challenge for Guatemalan society is one which requires a strategy where there are no losers. The solutions are not easy ones nor will they occur automatically. Joint efforts, sincere concern, and the willingness of people to negotiate viable solutions will provide the setting for nonviolent action.

An investment in primary education is an investment in the stable future of democratic societies. The lessons of the past are evidence that education enhances the development of a productive workforce and a healthy community.

The A.I.D. Mission in Guatemala not only will contribute to solutions but also will assist in coordinating the efforts of other donors willing to contribute their resources toward solid, long-lasting solutions.

An analysis of priorities, commitments, and a strategy for sound investments which reap the greatest impact in primary education has resulted in the conclusion that A.I.D. must provide continuity through cost-effective interventions that improve educational services and expand programs. A.I.D. must concentrate its resources on improving the quality of education and the elimination of conditions counterproductive to the enhancement of access and equity.

The Mission's action plan, in accordance with development goals and responsive to the National Bipartisan Commission on Central America's recommendations for the education sector, is as follows:

1) Continued implementation of the Primary Education Improvement Project through FY'95

Current efforts will require that a follow-on project be developed during FY'87 for initiation during FY'88. Projected costs in development assistance for the new project are \$20.0 million and will include a radio education component to complement follow-on activities of the current Primary Education Improvement Project, as well as mini-libraries for rural schools. Under this project, access to bilingual education will be extended to 80 percent of the Indian primary school age population.

2) An \$10.0 million Primary Education Management program to be initiated in FY'87.

It is anticipated that in addition to the one regional center under the pilot project, the project will expand to establish one or more regional centers in strategic locations of rural Guatemala.

These interventions, complemented by a nationwide School Lunch Program (see description below) will address the Mission's priorities and be responsive to the NBCCA recommendations as well as A.I.D.'s strategy for the education sector.

3) School Lunch Programs

Studies have shown that mental retardation is often directly related to malnourishment, and Maslow's theory of the hierarchy of needs stresses the importance of addressing physiological needs before attempting to address the psychological and pedagogical concerns of the individual. A sound body permits the development of a sound mind. If the aforementioned efforts to attract Guatemalan children to school and to increase retention rates are to succeed, the qualitative efforts of the academic programs must be tied to a program which provides the rural child with the nourishment necessary to enable learning to take place. Children in rural

Guatemala come to school hungry. The school snack can provide the incentive to stay in school.

A recent contact with the World Food Program indicated strong interest in developing cooperative pilot efforts in this area linked to Mission Primary Education Programs. Parents and the community would contribute under such a program as little as Q2.00 per year per child. Together with GOG and other donor contributions these monies can purchase commodities and develop and distribute educational literature which educates parents regarding the importance of a balanced meal and how to improve family gardens and raise small animals for supplementing the daily diet. These activities also can be linked to the radio program and practical activities planned for the child's school experience.

The results of an initial two-year program will be compared with schools with no refaccion or school snack. The hypothesis is that enrollment and retention will increase in schools which provide quality educational services complemented with a food program.

G. SUMMARY

The Mission's integrated approach over the next five to 10 years at an estimated cost of \$42.0 million (excluding the nourishment program which would be financed by the World Food Program) will improve the quality and efficiency of education in rural Guatemala by making the school experience more relevant to the disadvantaged and the indigenous child who has historically been excluded.

IV.

VOCATIONAL/TECHNICAL EDUCATION AND MANAGEMENT TRAINING

A. SUMMARY OF SERVICES PROVIDED

1. Ministry of Education (MOE)

Vocational/technical and management training services in Guatemala are classified in two broad categories--formal and nonformal. The Ministry of Education is responsible for providing and overseeing formal vocational/technical educational services. The National Training and Productivity Institute (INTECAP) is the main institution responsible for providing occupational skills training to the unskilled and semiskilled labor force. The National Community Development Program (DESCOM) provides training in artisanry and crafts. One public and four private universities and a few private institutes and associations provide most management training services.

The MOE has two secondary level programs: Prevocational and Basic and Vocational or Diversified. The Prevocational/Basic provides three years of education which emphasize academic skills and introduce students to industrial, commercial, agricultural, and service vocational tracks. The expected entry level age is 13; 36 national institutes provide these services. In addition, some strictly academic MOE institutes and Normal Schools provide services to university-oriented and elementary education students.

The Vocational or Diversified offers training for generic industrial, agricultural, commercial, and service occupations.

The expected entry-level age is 16; completion of the former program is a requirement. Most available tracks are of three years duration; seven national institutes provide these services. Academic institutes and Normal Schools also provide educational services at this level. The following table shows the coverage of the foregoing programs over a five-year period.

Table IV-1

COVERAGE OF MOE SECONDARY PROGRAMS, 1983-1987

<u>Year</u>	<u>Enrollment</u>
1983	190,115
1984	192,469
1985	194,637
1986	197,503*
1987	201,000*

* Projected

Source: Combined data from Estadísticas Educativas, 1984, DDE-USIPE; and Los Perfiles Educativos de América Latina, 1984, OAS.

It must be pointed out that currently the enrollment ratio in the MOE secondary education program is only 16.0 percent. The annual MOE budget for vocational/technical education is approximately \$5.5 million. The Ministries of Agriculture and Health and the National Forestry Institute have their own vocational/technical schools which serve approximately 550 individuals per year at the secondary level.

2. National Training and Productivity Institute (INTECAP)

In addition to the MOE, INTECAP is responsible for vocational/technical programs. INTECAP's services are classified as nonformal even though program offerings can be highly structured, progressive, and certification oriented.

INTECAP is a semi-autonomous institution financed through a one percent payroll tax levied on the private sector. INTECAP is the largest provider of training services, with an annual budget of nearly \$7.0 million. In 1984 INTECAP's programs had a total of 31,179 participants; 3,178 were enrolled in apprenticeship programs; 9,274 enrolled in semiskilled occupational programs; and 18,727 in skill-upgrading programs. In terms of economic activity and occupation, 7,570 participants were from the primary (agriculture) sector and received training in areas such as animal care control, fruit culture, horticulture, agricultural equipment mechanics, export crop production, operation of mechanical equipment, soil conservation, etc. The majority (15,374) of the participants received secondary (industrial) sector courses such as graphic arts, industrial sewing, carpentry, photomechanics, operation of industrial looms, civil construction, automechanics, electricity, welding, operation of industrial machinery (lathes, drills, planes) diesel engines, industrial security, etc. About 8,000 participants received tertiary (commerce, service) sector training such as counter sales, bank telling, bar tending, cooking, restaurant management, tourism guidance, etc.

3. Community Development Program (DESCOM)

With an annual budget of \$2.5 million, DESCOM provides training to 270 individuals in artisanry occupations such as wood carving, ceramics, leather work, etc. In addition, DESCOM upgrades the skills of approximately 300 already established artisans. Courses for the former group last nine months and can be considered full time; courses for the latter group last 20 full days. In addition, about 20,000 rural community members receive hands-on training through participation in rural infrastructure projects such as bridges, schools, roads, water tanks, etc.

4. Management Training Programs

INTECAP offers some short-term management training courses; however, the five local universities provide most management training programs. The National Managers Association and other private institutes provide management courses which vary from 10 to 120 hours in marketing, human relations/leadership, use of computers/data processing, cost accounting, production organization, personnel management, and the like. Enrollment in these courses in 1984 was nearly 5,000.

It is estimated that local universities are producing an average of 250 graduates in management fields per year.

B. ROLE OF THE PRIVATE SECTOR

Overall training policies and strategies are determined by the state; however, private sector institutions are free to choose their offerings, design their programs, and, in general, have ample latitude to plan and execute training programs.

The MOE follows national plans set by the planning council and the MOE's planning office with little input from the private sector. INTECAP, on the other hand, does respond to private sector concerns. For example, of a 12-member Board of Directors, six are from the private sector and three from the labor sector. As INTECAP's budget is provided by the private sector, its programs generally tend to be well orchestrated with private sector manpower needs.

The autonomous national university in the past oversaw management training programs of the four private universities and advanced private institutes. Recently, however, legislative changes conceded academic autonomy to the private universities. In real terms, private universities have enjoyed a great deal of academic freedom.

C. ANALYSIS OF AVAILABLE SERVICES

1. MOE

a. Quality

The factors which merit careful analysis to determine the quality of the MOE's services are: (1) quality of instructors; (2) quality of shop facilities; (3) quality of courses/materials; and (4) quality of pupil services. Obviously a careful analysis is beyond the scope of a broad planning exercise; therefore, the information on quality provided herein is to be considered tentative.

- Instructors:

MOE wages for vocational/technical instructors (who are developed on-the-job) are not competitive with private sector wages; consequently, the MOE probably does not attract the most qualified instructors. Moreover, the MOE does not have the capacity to upgrade the skills of its instructors and its efforts to contract training services have produced discouraging results. For example, Universidad de San Carlos (public institution) was contracted to train MOE vocational/technical instructors under a World Bank loan. Evaluation reports clearly point out that the training provided was inadequate--instructors have not reached expected minimum proficiency standards. MOE supervisors do not have the capacity to support/improve the work of instructors; neither instructors nor supervisors have had adequate training in vocational/technical instruction.

- Shop Facilities:

The quality of shop facilities of MOE institutes is not considered adequate; equipment is either too sophisticated, obsolete, or in short supply. Furthermore, the MOE does not provide sufficient funding to its institutes to maintain, replace, or renovate equipment. The largest, and by far the best, MOE vocational/technical institute (located in Guatemala City) has been using its original equipment for 25 years. This institute, which began operations in 1960, has an annual budget of about \$400,000, of which \$323,000 (81 percent) is used for salaries. Only \$18,000 is available for expendable instructional materials and \$6,000 for equipment maintenance per year. The rest of the budget (\$53,000) is used for direct operating expenses.

- Courses:

The quality of courses/materials is questionable as there are no pre-established standards or procedures to oversee the course development process. The MOE has little funding to acquire course packages and materials available from commercial suppliers. Expendable materials are scarce. Course evaluations are used mainly to measure skill-attainment level of students; mechanisms to use course evaluation results to guide modifications or improvements of courses are unknown.

- Pupil Services:

There are few pupil services per se; there are no established vocational counseling services, placement, or tracer systems.

- b. Efficiency

The physical facilities of the prevocational or basic MOE program are underused. Some of the 36 institutes in this program have low enrollment levels; all institutes under this program are used at the most five hours per day. On the other hand, the physical facilities of the vocational or diversified MOE program are used an average

of eight hours per day, five days a week during nine months. Most MOE institutes under this program offer three consecutive annual courses in nine occupational tracks (construction drafting, refrigeration/air conditioning, industrial maintenance, etc.)

The annual number of graduates from the MOE vocational program is 240. Most of these graduates can be considered nearly skilled. The dropout rate for this program is 15 percent.

There are no unit cost studies available thus it is difficult to ascertain the cost-efficiency of MOE programs. The major financial problem of MOE programs is the high budget proportion of fixed/recurrent costs.

c. Relevance

The prevocational program apparently is not properly preparing students to obtain jobs because: (1) minimum entry-level skill requirements have not been determined; (2) the institutes do not have the capacity to respond to skill requirements; (3) many graduates tend to pursue further education; and (4) no effort is made to place graduates in jobs. As indicated earlier, this program merely introduces students to occupational tracks. The vocational program is designed to produce graduates with labor market skills, although training tends to be generic rather than job-specific.

The MOE currently does not have a management information system to guide its course offerings; rather, it has adopted a manpower lag-demand-training approach. Labor market studies are not used to determine course offerings. Instead, the nine generic tracks follow industrial expansion and labor shortage patterns.

Access is a key problem faced by the MOE vocational program. Nearly 3,000 students annually apply for admission but only 500 are admitted. With an output of only 240 annual graduates in only nine generic tracks, the expontaneous placement ratio must be high.

2. INTECAP Services

a. Quality

INTECAP's wage scales are more favorable than those of the MOE; accordingly, the former institution is better able to recruit and retain qualified instructors. INTECAP does have an in-service training program and has even trained MOE instructors in the past. INTECAP belongs to CINTERFOR, the regional ILO service institution which provides outstanding course prototypes and facilitates exchanges of instructors for training purposes. Countries like Colombia, Venezuela, Brazil in the region, and Germany, Israel, and Italy outside CINTERFOR's area of influence have contributed with technical assistance and training for INTECAP instructors and shop supervisors. In general terms, it can be said that INTECAP's instruction (instructors, courses, materials) is of an acceptable quality.

b. Efficiency

The plant capacity of INTECAP is considerable; it can be said that this institution overinvested in physical facilities as its operating budget does not allow full use of the installed capacity. For example, the typical training center can accommodate 20 groups of participants per year for its regular center-based program, but only nine groups are served. Similarly, 30 groups of workplace-based participants can be served annually but only 15 groups are served.

Unlike the MOE, INTECAP manages to devote about 30 percent of its budget for direct training costs other than salaries and uses more than 95 percent of its budget annually.

INTECAP offers a wide array of very short courses; this increases unit costs and limits the use of available funds for well-targeted, well defined, large output courses. The average participant cost for INTECAP is \$200; however, the hourly cost is Q11, which is comparatively high.

c. Relevance

INTECAP's offerings depend on a constant probe of effective labor market demand. A network of advisory councils is in place, although guild areas are emphasized instead of specific occupational tracks. INTECAP offerings are reasonably flexible and responsive. This is the main reason why instruction costs are high. INTECAP must balance flexibility/responsiveness with efficiency by improving its management information system in order to detect the market demands where social training costs exceed social benefits. As explained earlier, INTECAP's funding is derived from a private sector payroll tax and three-fourths of its Board of Directors represent the private sector. Because of this, INTECAP's offerings tend to be quite appropriate to manpower requirements. The most successful programs of INTECAP, from a social investment/social return point of view, are the combined center/workplace and workplace/center skills-upgrading programs. Apprenticeship and outreach programs are also considered relevant but comparatively more costly.

D. UNDERLYING FACTORS/CONSTRAINTS

1. Structural

The size of the Guatemalan Labor force is about 2.4 million and approximately 68,000 individuals enter the labor force annually. The labor force is divided as follows: (a) unskilled, 1.6 million or 67 percent; (b) semiskilled, 530,000 or 22 percent; (c) skilled, 240,000 or 10 percent; and (e) highly skilled, 24,000 or 1 percent. Assuming that 67 percent of annual labor force entrants are unskilled and 22 percent are semiskilled, the annual population eligible for training by the MOE and INTECAP is 60,520. Combined, MOE and INTECAP annual services cover roughly 55 percent of the eligible population. In terms of the quality of training skills, however, (i.e., provision of entry level skills for semiskilled and skilled occupations) the combined output of MOE and INTECAP represents only one-third of the potential demand.

It could be argued that the effective demand for training is lower than the size of the annual groups entering the labor force, unskilled and semiskilled. In the primary sector, for example, it is traditional for labor force entrants to acquire survival skills (e.g., manual harvesting) which are developed on the job. Furthermore, it can be argued

that there are no training incentive for the unskilled labor force as the average wages at such level are low (\$3.25 per day in agriculture, Q110.00 per month in services, commerce, and industry). This situation perpetuates a circle of low skills--low productivity, low wages, low savings, low human resources investment--and the proportion of unskilled and semiskilled (low productivity) workers tends to increase.

Guatemala's socioeconomic system is obviously stressed by lack of social mobility as traditional development strategies have not produced desirable minimum productivity and income distribution effects. Accordingly, training services need to be expanded as part of new development options even though, from an economic point of view, the social costs initially may override social returns. Development experiences in growing economies (e.g., Taiwan, Hong Kong, Singapore, South Korea, Poland, Spain, Greece, Panama) indicate that overinvestments in human development can be compensated and that, in fact, a supply of skilled manpower can generate its own demand.

Guatemala's economy is in a state of stagnation, just beginning to recuperate from recent negative economic growth. Currently, total unemployment is high (40 percent) much of which is structural (there are more labor force entrants than there are jobs.) It is expected that economic growth in Guatemala will move from 3.5 to 4.0 percent per year over the medium run. Historical series indicate that employment in semiskilled and skilled occupations should then expand at a rate of 2.2 to 2.6 percent, which is sufficient to warrant approximately a 25 percent increased output by INTECAP and a 40 percent increased output by the MOE.

2. Institutional

Neither the MOE nor INTECAP have the outreach infrastructure needed to serve their potential clientele, especially in the agriculture and industrial sectors, although it must be recognized that INTECAP is making efforts to expand its services to rural areas. Moreover, neither the MOE nor INTECAP have a follow-up service system. Much training is actually underused, especially at the semiskilled level as (self-employed) trainees have no means to apply their acquired skills to increase productivity. INTECAP is beginning to provide follow-up services such as financial and credit management, product diversification, marketing, etc.

INTECAP is much more advanced than the MOE regarding deployment of a management information system (MIS); however, neither institution has adequate information for selection, design, or evaluation of their offerings. INTECAP has some general trade advisory councils and obtains planning inputs from its Board of Directors private sector representatives, indeed a good start. Lacking are MIS elements such as sampling of career choices of incoming trainees, graduate tracer mechanisms, specific occupation advisory committees, and continuous labor market surveys.

Another serious difficulty faced by multisector institutions such as INTECAP is duplication of efforts at the semiskilled level. There is prima facie evidence of duplication between offerings of INTECAP and DESCOM. Likewise, there may be duplication of efforts at the skilled level between MOE and INTECAP offerings in some trades. A labor market demand/training needs clearinghouse or multi-institutional information service is lacking. There is also poor interinstitutional articulation; for example, INTECAP has been unable to tap effectively credit, marketing, a promotional services available through other public agencies. Flexible interinstitution resource coordination mechanisms are needed. Some progress is being made, however, through joint regional planning exercises and information services provided by the multisector nonformal education program.

Finally, there are three key institutional deficiencies which affect all public institutions, particularly the MOE--lack of properly trained administrators, technicians, and instructors; a poor administrative structure; and lack of capital outlay. Lack of qualified personnel is a serious pervasive problem in the public sector, with the MOE and the Ministry of Health being more notorious for their human factor inefficiency. Administrative practices and procedures are cumbersome and slow; process rather than product is emphasized. Budget preparation and execution mechanisms are very outdated and most programs follow/conform to budget patterns rather than the more logical opposite practice. INTECAP, the Public Administration Institute (INAP), and the Municipal Development Institute (INFOM) are notable exceptions.

E. ROLE OF A.I.D. AND OTHER INTERNATIONAL DONORS IN ADDRESSING KEY CONSTRAINTS

In the last 10 years, the main donors in vocational/technical and skills training have been the World Bank (\$14.5 million follow-up for MOE prevocational education) and IDB (\$8.6 million loan for INTECAP's expansion). INTECAP also has received assistance from the government of Germany (\$5.0 million over the last five years), Italian private firms (\$500,000 over the last five years), and, to a lesser extent, from private and public institutions of Colombia, Venezuela, and Israel. The World Bank and IDB loans have emphasized infrastructure and equipment needed for expansion; other aid has consisted of technical assistance, staff training, equipment, and materials. The International Labor Office (ILO) has provided continued technical assistance to INTECAP through CITERFOC (ILO regional office) and related programs such as PREALC.

Management training activities have not received direct funding from other donors; however, IDB has provided loans to a local university for general expansion of physical facilities and the ASHA program has provided approximately \$1 million per year to another university for construction of facilities used for industrial engineering and industrial administration programs, among others.

F. SUGGESTED A.I.D. ROLE IN VOCATIONAL/TECHNICAL EDUCATION, 1985-1990

While a number of ideas for potential projects have arisen as a part of the Education Action Planning Exercise, the Mission has decided to await the results of a private sector assessment, to be initiated later this FY, before making any decisions on potential project activities in this area.

V.

ADULT EDUCATION

A. OVERVIEW OF THE SECTOR

In this section, the educational status of the adult population of Guatemala is reviewed, followed by a brief analysis of three different kinds of educational services that are offered in Guatemala to attempt to alleviate the educational deficiencies of the adult population. These three categories of services are: (1) literacy campaigns, (2) extension information services, and (3) adult primary school equivalency programs.

A majority of the adult population of Guatemala has received little or no formal schooling. Even the two most fundamental academic skills--basic literacy and numeracy--are nonexistent in over half of the adult population. These two skills, plus basic knowledge of academic subjects such as science, history, and geography are important prerequisites for economic and social mobility as well as for informed participation in democratic political processes. Completion of at least four years of primary education has been shown to have significant direct impact on agricultural productivity, health, fertility, and nutritional status of adults as they go through life. In Guatemala, 75 percent of the adult population over 30 years of age has not reached this critical fourth grade threshold.

1. Illiteracy

Illiteracy affects about half of the population. Of the total estimated 1980 population of 7,262,000, 4,061,000 (about 56 percent) are 15 years of age or older. Among this adult population, 2,209,000 (about 54 percent) are illiterate. The distribution of this illiteracy is shown on the following table.

Table V-1
ILLITERACY IN
ADULTS 15 YEARS AND OLDER
 (1980)

	<u>Number of</u> <u>Illiterates</u>	<u>% Illiterate</u>
Urban	422,000	19
Rural	1,787,000	89
Male	937,000	42
Female	1,273,000	58
Non-Indigenous	1,043,000	47
Indigenous	1,167,000	53

Source: Plan Nacional de Alfabetizacion, El Maestro (No. 3, Marzo, 1982), Ministry of Education.

The problem of adult illiteracy is not being solved by attrition, as it is in countries where primary school enrollments are high. In Guatemala, 46 percent of school-age children are not in school. As a result, there are 200,000 new adult illiterates each year.

This problem has stubbornly resisted massive adult literacy campaigns. Between 1950 and 1964, there were at least 11 national literacy campaigns, graduating a total of about 100,000 new readers. Between 1965 and 1979 a Ministry of Education National Literacy Program that graduated 270,000. A massive National Literacy Plan between 1981 and 1984 was intended to reduce adult illiteracy from 54 percent to 17 percent. The campaign ultimately achieved a reduction of only about 4 percent, from 54-50 percent, by graduating 300,000 students. Discouraged, the Government of Guatemala disbanded the Movimiento Guatemalteco de Alfabetizacion that had been created to run the literacy campaign, returned the responsibility for adult literacy programs to the Direcion de Alfabetizacion and Educacion de Adultos in the Ministry of Education, and slashed the budget for literacy training to less than 300,000 quetzales for 1985. This small Ministry of Education program continues to make ambitious plans, but work has all but ceased because of the lack of funds to print new literacy materials.

2. Adult Primary Education

Because the lack of access to formal primary education that continues to effect much of the population of Guatemala, the number of adults with no or incomplete primary education is very high, as seen in Table V-2.

Table V-2

ACADEMIC ACHIEVEMENT OF ADULT POPULATION OVER 30 YEARS

<u>Years of Schooling Completed</u>	<u>Percent of Population</u>
0	55
1	3
2	8
3	9
4	4
5	2
6	8
Secondary	6
University	2
Unknown	3

Source: 1983 National Census Data

Table V-2 shows that of the total adult population over 30 years of age, 55 percent have never attended school at all, only 25 percent have completed the fourth grade, and 19 percent have completed the sixth grade. Eighty one percent of the adult population, in other words, has not completed primary school.

An approach which is proving to be a successful alternative to literacy campaigns is adult primary school equivalency. A number of small programs in Guatemala are offering accelerated coursework for adults that leads to a primary school completion certificate. The programs use varied delivery systems but share a number of common features. First, their costs are extremely low because the traditional educational infrastructure--schools and certified teachers--is not used. Second, they offer an officially recognized academic credential which has value in obtaining access to further educational opportunities, new employment possibilities, credit, and leadership status in local communities. Third, they allow the adult learner to study during his/her spare time, reducing the opportunity costs of study. Fourth, they provide the learner with far more substantive information than do literacy campaigns. Besides offering basic literacy and numeracy skills, these programs provide instruction in the full primary school core curriculum subjects, including science, history, geography, and language arts. Fifth, these programs seem to be able to sustain the interest and motivation of adult learners, experiencing low drop-out rates of 5-30 percent. Finally, several of these programs are entirely self-financing; many charge learners only a modest fee to recover some of their costs.

Programs of this sort currently operating in Guatemala include:

- The Programa de Educacion de Adultos por Correspondencia of the Ministry of Education, enrolling 20,000 people.
- The Escuelas Nocturnas Program of the Ministry of Education, enrolling 25,000 adults.
- The Primaria Acelerada correspondence programs of the Instituto Evangelico America Latina, enrolling 2,000 adults.
- The radio-based Maestro en Casa project of the Instituto Guatemalteco de Educacion Radiofonica (IGER), enrolling about 6,000, and providing primary level instruction in Kekchi, Quiche, and Spanish.

All of these programs have very small budgets. All report that public demand far exceeds their ability to provide the services.

3. Extension Education Services

Extension services provide practical information in various areas related to daily life in rural Guatemala. Examples of these public information and nonformal education services are:

- DIGESA, the Agricultural Service Division of the Ministry of Education, which provides training designed to increase agricultural productivity of the rural population through a network of agronomists, agricultural extension agents, promoters, and home economists.
- DGSS, the General Directorate for Health Services of the Ministry of Health, which provides public health instruction to the population through its staff of rural health technicians, nurses' aides, and midwives.
- The Community Development Unit of the Government of Guatemala, which provides training and assistance in the development of small infrastructure projects at the community level.
- DIGESEPE, the veterinary sciences unit of the Ministry of Agriculture, which provides training in animal care.

It is estimated that these and other extension education programs reach up to 175,000 adults per year.

The A.I.D. Integrated Nonformal Education Project is expanding the capability of the GOG National Board for Nonformal Education to provide support services to these and other extension education programs. The project provides free access to radio and print media resources and production staff to help development programs and agencies with outreach activities to expand their coverage and impact.

B. ROLE OF THE PRIVATE SECTOR

Most adult education and literacy training has been accomplished by the public sector. Literacy training and night schools have been run by the Ministry of Education. Extension education is run by the Ministries of Health and Agriculture. The National Board for Nonformal Education is an agency of the Ministry of Education.

A number of small adult education activities, including the successful primary school equivalency programs described above, are operated by PVOs. Many of these PVOs receive money from U.S. and European church groups.

The commercial private sector has had only one major opportunity to participate in education. In the massive 1981-1984 Plan Nacional de Alfabetizacion, the private mass media were asked to cooperate. Both the television and radio industries responded generously, providing programming and air time to support the literacy campaign.

In light of this one positive experience with the commercial private sector, and successful efforts to enlist voluntary private sector support for adult education programs in Colombia, Venezuela, and Honduras, attention should be given to creating an appropriate mechanism for involving Guatemalan private sector leaders in new adult education programs. Adult education programs can have considerable public relations and political impact which can make them appealing to the enlightened self interest of progressive businessmen. Providing an appropriate mechanism--an adult education foundation--might mobilize considerable support from the private sector.

In general, experience in other Latin American countries (Colombia, Venezuela, the Dominican Republic, and Bolivia, for example) shows that most successful adult education services are provided by the private sector. There are few examples of successful public sector adult education programs.

C. ANALYSIS OF AVAILABLE SERVICES

1. Access

Access to the different adult education services is unevenly distributed. All of the adult education services examined in this analysis attempt consciously to provide services to the neediest segments of the population--poor people living in rural areas. Most use paraprofessional field staff, often volunteers, and low-cost delivery media to reach the largest possible audience at the lowest possible cost. In general, they seem to be successful in providing access to Spanish-speaking rural poor people, but are experiencing difficulties in their attempts to reach people from indigenous minorities because of the high cost of providing multiple services in the different languages.

The fundamental access problem of adult education services, however, is not one of inequitable distribution, but simply of scale. Except for the massive literacy campaign of 1981-84, adult education programs in Guatemala suffer from budget constraints that make it impossible for them to reach a significant proportion of the millions of Guatemalans requiring educational services. All of the different programs discussed above, including the recent literacy campaign, have reached, at most, 15 percent of the population of the country.

2. Quality

The adult education programs reviewed in this analysis are of variable quality. Judged by highly professional standards of programs such as those of the large national private sector adult education programs of Colombia and Venezuela, the educational materials, instructional services, radio programs, infrastructure, equipment, and administrative capability of the Guatemalan programs are unsophisticated, in some cases even amateurish. Quality is best judged, however, by effectiveness. Clearly, the repeated literacy campaigns were poorly conceived and poorly executed, and they failed to attract and retain students or achieve the intended learning impact. On the other hand, some of the adult primary equivalency programs, in spite of their lack of professional polish, must be regarded as being of adequate quality because of their high retention rates and the growing demand for their services.

3. Efficiency

All adult education programs are inexpensive compared with formal educational programs, but high drop-out rates can make them inefficient. The massive literacy campaigns have cost as little as one to eight quetzles per enrollee, but the cost per completer is higher because of high drop-out rates. Even for completers, the amount of skill and information retained is questionable. Many adults who gain some minimal literacy skills by participating in a campaign drift back into illiteracy because of the lack of reading materials in the rural environment or follow-up study opportunities.

The adult primary school equivalency programs are more expensive, costing from Q17-32 per student per year. But the evidence concerning the economic payoff of primary education from many research studies indicates that this type of program is a very sound long-term investment that will pay abundant returns in increased productivity and occupational mobility for adult learners.

4. Relevance

Since participation in adult education programs is voluntary, the material must be perceived as relevant, useful, and interesting by learners. Extension education services are clearly the most directly relevant to the information needs of adult learners, but they provide only information of a very specific, finite utility--not the cognitive tools enabling the learner to continue to expand his/her information base and skills.

Literacy campaigns sometimes transmit relevant substantive information in areas such as health, nutrition, and national history. How much of this information is really relevant and therefore retained and applied by learners is questionable.

Adult primary equivalency programs provide both cognitive skills (literacy and numeracy) and specific substantive information (history, science, etc.). It would take a very detailed evaluation to determine how much of this information is specifically relevant to the information needs of adult learners, but it is clear from the growing demand for these programs and from the low dropout rates that the overall package is seen by adult learners as relevant and as a good investment.

D. UNDERLYING FACTORS/CONSTRAINTS

A number of constraints limit the adequate delivery of adult education services in Guatemala:

1. Cultural and linguistic diversity make the development and delivery of adult education services much more difficult than in a more culturally and linguistically homogenous setting, such as exists in other countries of Central America.
2. Geographical and topographical factors make it extremely difficult to provide educational materials and supervision to a large proportion of the population which lives in highly dispersed, very remote communities.
3. Lack of collaboration between public and private sectors makes it difficult to develop cooperative programs. PVOs working in education and the private mass media are distrustful of the Ministry of Education and prefer to work independently. The commercial private sector has had little opportunity or encouragement to become involved in educational programs.
4. Financial limitations are a major constraint. PVO projects with successful instructional programs are confined by their small budgets. Most could greatly expand the number of people they serve if they could expand their budgets. All are aware of considerable unmet demand.

E. ROLE OF A.I.D. AND OTHER INTERNATIONAL DONORS IN ADDRESSING KEY CONSTRAINTS

A.I.D. has been the leading donor in the development of adult nonformal education services in Guatemala. The early Basic Village Education and Basic Rural Education projects developed, tested, and implemented practical extension education services for rural families using experimental, low-cost delivery systems. These projects led to the current \$3 million Integrated Nonformal Education program. Other donors active in support of PVO projects on a smaller scale include German and Austrian church groups who have supported the IGER program, and the Instituto Evangelico Latino America receives money from U.S. churches.

F. SUGGESTED A.I.D. ROLE IN ADULT EDUCATION, 1985-1989

Four activities are suggested to expand A.I.D. participation in adult education and literacy activities, in response to the Jackson Plan priority in this area.

1. Adult Primary Education

A \$700,000 OPG is recommended for the Instituto Guatemalteco de Educacion Radiofonico, the best of the adult primary education equivalency programs in Guatemala. The purposes of the grant will be: (1) to expand effective coverage of the Maestro en Casa project; (2) to upgrade printing equipment to permit better quality, lower cost, and higher volume production of print materials for the program; (3) to

provide training for IGER staff; and (4) to evaluate the program and develop a plan for eventual effective coverage on a massive scale of the entire population of Guatemala.

The Federacion Guatemalteca de Escuelas Radiofonicas is a loose organization of rural radio stations that attempt to provide educational broadcasting in different parts of the country. The Federacion has largely ceased to function because of financial and security problems. The constituent stations, however, are still in operation, and with financial support it would be feasible to revive the Federation and use it as an initial distribution network for adult primary equivalency broadcast lessons in coordination with IGER.

2. El Informador Rural

Publication of the rural newspaper, El Informador Rural, should be greatly expanded. The purposes of this activity are: (1) to provide a popular print medium for rural readers so that literacy levels will be maintained and improved through practice, (2) to provide an incentive for illiterates to learn to read, and (3) to provide a new communication medium for providing development-oriented information to the rural population of Guatemala. This activity can be accomplished by reprogramming funds already obligated through the Integrated Nonformal Education project. The reprogramming will provide for: (1) expanded circulation to at least 500,000 copies and increased the frequency of publication from monthly to biweekly, (2) technical assistance and staff training in agricultural journalism, and (3) development of a plan for gradual incorporation of private sector participation in the publication of the newspaper and for eventual transfer of the newspaper from the Ministry of Education to an appropriate private sector organization. Approximately \$800,000 will need to be reprogrammed for these purposes.

3. Publication of Literacy Materials

A local currency grant of approximately \$400,000 could be provided for the production of literacy materials to the Ministry of Education's Departamento de Alfabetizacion y Educacion de Adultos. This department is attempting to run a national literacy program in a serious, professional, permanent fashion, and places highest priority on offering literacy training to indigenous groups and departments of the country where illiteracy is the highest. The program is handicapped, however, by an extremely tight budget which provides virtually nothing for printing the standard literacy book, Amanacer. A grant for this purpose would save this struggling program from complete oblivion and would maintain the momentum of the only serious literacy program presently operating in the country.

4. Private Sector Distance Education Foundation

A project for possible future-year funding is the development of a private sector distance education foundation. This foundation would build on the models of dynamic private sector adult education projects in Colombia, Venezuela, and Honduras. The foundation would be developed to mobilize the participation of interested businessmen, and would offer a series of services, including: (1) a national commercial radio broadcast network that would be made available for educational radio broadcasting to schools, out-of-school children, and adult students; (2) an open university that would provide alternative home-study university courses to adults without access to a formal university program; (3) a social marketing unit that would provide advertising assistance to development projects needing widespread public information and promotion support; and (4) popular educational publications, such as the rural newspaper, that would be

produced and distributed throughout the country. This foundation would accept advertising and would charge fees for its services in order to generate revenues and become self-financing. This project would cost \$15 million over a seven-year period.

VI.

HIGHER EDUCATION

A. OVERVIEW OF THE SECTOR

Guatemala has five universities; the largest is the public, state-supported, Universidad de San Carlos de Guatemala. The other four are private institutions. In relation to enrollment and physical plant, the four private universities are: Universidad Rafael Landivar, Universidad Mariano Galvez, Universidad Francisco Marroquin, and Universidad del Valle de Guatemala. All of the private universities have been in existence since 1962. All but the Universidad Francisco Marroquin, have constructed new physical plants since they were founded. Universidad Francisco Marroquin is starting to build a new campus using their own resources and a grant from the American Hospitals and Schools Abroad Program.

All of the Guatemalan universities have experienced a phenomenal growth in student enrollment, program offerings, extension and branch facilities and services, and construction of physical plants. Actually, Universidad de San Carlos, with 49,000 students, has reached its enrollment capacity at the campus which was built in early 1960. Universidad Mariano Galvez has passed its original goal of 3,500 students and now has 4,000 students enrolled. Universidad del Valle also is at its goal of 1,200 students, and Universidad Francisco Marroquin is at its capacity at its present site. Universidad Rafael Landivar has not reached its goal for student enrollment and has room for expansion. Preliminary enrollment figures indicate that over 60,000 students will be enrolled in all five universities this year. Universidad de San Carlos will have approximately 80 percent of the enrollment, with the remaining 20 percent in the four private universities.

The public university, Universidad de San Carlos, is governed by the Constitution of Guatemala and internal regulations of the University. The four private universities are governed by the Consejo de la Enseñanza Privada Superior. The Council is presided over by the Minister of Education and includes two delegates from the Universidad de San Carlos, two delegates from the private universities, and two members not affiliated with universities who are named by the presidents of the professional colleges.

This Council is responsible for approving the organization of private universities, preparing reports to the Chief of State regarding private universities, supervising the private universities, and applying sanctions when required.

1. Universidad de San Carlos de Guatemala

USAC was founded in 1676 and is the oldest and largest public university in Central America. It is state supported, receiving 2.5 percent of the education budget of the Government of Guatemala. The new Guatemalan constitution contemplates an increase of the percentage to 5 percent. USAC is a decentralized autonomous institution with its own legal identity. It is authorized and responsible for organizing and developing higher education instruction as a public institution of the state.

USAC is organized in 10 faculties and five schools, offering nondegree diplomas, licenciatura, and postgraduate degrees. The faculties are: Economic Science, Juridical

and Social Science, Humanities, Medical Science, Dentistry, Agronomy, Veterinary Medicine, Architecture, Chemistry and Pharmacy, and Engineering. The schools include Political Science, Psychology, Social Work, History, and Communication Science.

There has been an overwhelming increase in enrollment in recent years, to the extent that the principal USAC campus in Guatemala City is at its capacity. Enrollment in 1969 was 11,319 students; in 1978 it increased to 34,217, an increase of 67 percent. Enrollment in 1984 was 49,000.

Admission to USAC is granted to those who have successfully completed an authorized Guatemalan Ministry of Education Secondary School Program or its equivalent. The minimum grade for passing is 51 points on a 100 point scale. Tuition is charged according to nationality; for Guatemalans, the student fee is Q20 and tuition is Q60 per year.

USAC has eight regional centers located in the cities of Quetzaltenango, Coban, Huehuetenango, Jalapa, Chiquimula, Escuintla, Mazatenango, and Monterrico. As an outreach service, the Faculty of Humanities also offers a program for Secondary School Professors in 16 departments with 4,200 students enrolled in this program.

Many of the full-time USAC professors are products of the LASPAU program; for example, in the Faculty of Agronomy over 15 full-time professors earned their master's degree under the LASPAU program. The University of New Mexico also has been providing professors to teach in a faculty improvement program, which is now the subject of a proposal designed to increase internal efficiency. If approved and financed, the University of New Mexico will continue to provide visiting professors to teach graduate-level courses at USAC. In addition, Fulbright scholars have had assignments over the years at USAC.

ROCAP assisted in reorganizing the School of Veterinary Medicine. USAID/Guatemala also assisted USAC in library improvement and audiovisual aids.

2. Universidad del Valle de Guatemala

UV is a private, nonsectarian, co-educational institution of higher learning dedicated to undergraduate and graduate training in sciences, humanities, social sciences, and education. UV was authorized to conduct classes in January 1966, and is composed of the Institute of Research and four teaching faculties: the University College, the School of Science and Humanities, the School of Social Sciences, and the School of Education. Diploma and degree programs for licenciatura and master's degrees are offered in most schools and additional graduate programs are being planned between FY'87 and FY'90.

The student body attracts the majority of its students from Central America, with 90 percent from Guatemala. Others are from South America, Europe, and the United States. Except for the School of Education, which has a special Saturday program for in-service teachers which upgrades skills and grants an advanced diploma, the student body is young and comes primarily from the the upper income class.

Approximately 58 percent of the students receive some sort of financial assistance, either through a scholarship work/study program or a system of reduced fees and scholarship. This allows for a more diversified socioeconomic background among the students at UV than found at most private universities. It also accounts for the fact that

some 90 percent of the students, excluding special programs, are able to dedicate themselves full-time to their studies. Approximately 30 percent of the UV graduates go on to graduate study.

Enrollment at UV in 1983 was 1,181 in all programs, except the Special Education program on Saturday which enrolled 536 students. Between 1974 and 1983 enrollment increased from 459 to 1,181--a 39 percent increase.

For admission to degree programs, students must have completed their secondary education in Guatemala or have the equivalent. UV administers its own admissions test of verbal and numerical skills. Grading practices are based on a numerical system with 100 as maximum and 51 as minimum passing. Tuition charges are Q1,600 per academic year.

UV is located in Guatemala City and there are no branch campuses. Approximately 88 percent of the faculty is part-time, and, in addition to teaching responsibilities, they have administrative, research, and counseling responsibilities.

UV has extensive contacts within the international educational and research community. It maintains institutional relations and makes individual arrangements for development of programs and for guest professors. It has developed programs for such institutions as the Organization of American States, for short- and long-term periods, such as master's Level, for participants from all over Latin America. UV has Institutional relations for visiting professors from a number of U.S. Universities, such as the University of Southern Illinois, and research institutions, such as the Center for Communicable Diseases in Atlanta, Georgia. UV also has been the recipient of financial support in the form of grants and/or loans from such foundations as IDB, USAID/G, ASHA, and OAS.

UV has an ongoing research program that is financed, in part, through external sources. There are currently six active programs:

- 1) Bean Virus study. This two-year study is being carried out with the cooperation of Dr. Dennis Gonsalvez of Cornell University. A grant of \$150,000 from the Office of the Science Advisor, A.I.D./W, supports this project.
- 2) Study of an aquatic fern, with the possible development of a botanical larvacide for the anopheles mosquito larvae. This is a three-year study with financing from the National Academy of Science using A.I.D./W funds.
- 3) Study of cotton pests. This study involves the expenditures of about Q100,000 per year provided by the Consejo Nacional de Algodon of Guatemala. In addition to studying the cotton pest, fertilizer and pesticide applications are being studied.
- 4) Study of the cardamom virus. This study is similar to the one on the bean virus and Dr. Dennis Gonsalvez of Cornell University is also working on this study. This study costs about Q50,000 per year and the money is provided by the Cardamom Growers Association of Guatemala.

- 5) Use of natural products for industrial purposes. UV research already has helped one Guatemalan paint industry to develop a process to extract oil from the rubber tree seed which can be used in the manufacture of paints instead of using linseed oil which has to be imported. Work is continuing in this field. As financing becomes available, other studies will be initiated or expanded.
- 6) Study of preschool children in El Amparo, a marginal area of the city of Guatemala. UV is carrying on a longitudinal study in this marginal area, and now the University of Pennsylvania is conducting research in the same area, using UV's data and gathering more to study longitudinally the mental and physical development of the child in relation to the nature of the child's home and community environment.

A token grant of about \$2,985 is being provided by the University of Pennsylvania for this research.

UV also has several studies in the social sciences pending availability of outside financing--one in archeology and one in the training of rural teachers of Indian children.

3. Universidad Francisco Marroquin

UFM was founded in August 1971 as a private, nonsectarian co-educational institution. It is organized in 16 schools offering nondegree, undergraduate, and graduate degrees. The nondegree, diploma programs are for Secondary School Professors, Systems Analysis, Computer Programming, Political Studies, Technicians in Communication Science, and Administration of Human Resources. Undergraduate degrees are in Law, Architecture, Economics and Business Administration, Information and Computer Science, Medicine, Dentistry, Theology, Psychology, and Public Accounting and Auditing. Master's degrees are in Economics and Business Administration, Social Sciences, Clinical and Medical Psychology, Medicine, Computers, and Industrial Psychology. Doctoral degrees are in Clinical and Medical Psychology.

UFM is located in Guatemala City and has no branch campuses. The student body mainly comes from Guatemala City, from upper- and middle-income families, and students are expected to be full-time, leaving little time for working while studying.

Enrollment for 1984 was 2,857. Compared with the 1972 enrollment of 206 students, this represents more than a 14-fold increase. Students who are admitted to UFM have completed a certified secondary education program in Guatemala or its equivalent. An adapted version translated from English, of the Differential Aptitude Test, administered by the Universidad del Valle de Guatemala, is administered to all applicants for admission. In addition, a personal interview is required for all applicants.

Grading practices range from 100 as the maximum to 61 as the minimum passing grade.

Tuition ranges from Q1600 to Q2500 per year, depending upon the school and program a student enrolls in.

The faculty is composed of a few full-time professors with, like all other Guatemalan higher educational institutions, the vast majority of professors being part-time.

UFM has had a program with Arizona State University, for a summer program taught in Guatemala for U.S. students. In addition, it has extensive international connections for guest professors for workshops, conferences, and seminars.

American Hospitals and Schools Abroad Program recently approved a grant for UFM for development of a new campus.

4. Universidad Rafael Landivar

URL was founded in October 1961, and was the first private university in Guatemala to offer instruction at the university level. Classes started in January 1962 in the schools of Economics, Law, and Humanities. URL is composed of seven schools offering nondegree diplomas, licenciatura, master's, and doctoral degrees. The academic division of URL manages all of the schools, which include Architecture, Economic Science, Juridical and Social Sciences, Humanities, Engineering, Agricultural Sciences, and Political Science. All of the schools, except Juridical and Social Sciences, have programs at the technical level.

Admission to URL is granted to those who have successfully completed an authorized Guatemalan Ministry of Education Secondary School Program or its equivalent. There are no admission examinations. To pass a course a student must earn at least 61 points on a 100-point scale. Up to two make-up examinations are allowed.

Tuition is based on the number of credits a student takes in a semester. Academic subjects are Q4.00 per credit, per month and laboratory classes are Q7.00 per month. A student taking 20 credits per semester, six in laboratory and 14 in academic classes, pays Q98.00 per month, or Q490.00 per semester, plus fees.

Enrollments for 1983 were 7,524. This represents an increase of 70 percent since 1983. Classes are held from early in the morning until late at night. The area of studies with the largest number of students is Humanities. The student body is young, from middle-upper income families.

A new campus was completed in Guatemala City in 1976. There also are branch campuses in Zacapa, Cuilapa, Jutiapa, Quetzaltenango, and Antigua.

URL has linkages abroad and with higher education institutions in the United States, such as Tulane and Loyola in New Orleans, and Virginia Polytechnic Institute and State University.

The major assistance which URL has received for physical and institutional development has been from IDB. Over the years, USAID/Guatemala and ROCAP have sponsored various programs at URL.

5. Universidad Mariano Galvez de Guatemala

UMG was founded in January 1966 as a private, nonsectarian, co-educational institution of higher education. UMG includes nine schools offering both the licenciatura degree program and diploma programs. The licenciatura programs are in Economics, Public Accounting and Auditing, Business Administration, Computer Science, Law, Civil Engineering, Theology, Architecture, and Education. The diploma programs are for Topography, Pharmaceutical Representation, Secondary School Teaching, Fine Arts Professor, Administrative Assistant, Christian Education Professor, Computer Programming, and Systems Analysis.

Admission to UMG is granted to those who have successfully completed an authorized Guatemalan Ministry of Education Secondary School Program. There are no admission examinations. The attrition rate is low. To pass a course a student must earn 51 points on a scale of 100. Up to two make-up examinations are allowed.

Tuition for all courses is charged on a monthly basis for 10 months, varying from Q460 to Q660 depending on the course of studies. Enrollment for 1985 is 4,000, representing a 66 percent increase since 1975. Most classes are held in the evening.

UMG has a new campus in Guatemala City and nine branches in the Departments of Baja and Alta Verapaz, Izabal, Escuintla, El Progreso, San Marcos, Guatemala, and El Peten.

The student body is young, from middle-to-lower income families, with the majority employed in activities directly related to their studies.

Some very limited foreign assistance has been provided to equip a chemistry laboratory. Construction and furnishing of the new campus has been done through UMG's own resources, using credit from local banks.

B. ROLE OF THE PRIVATE SECTOR

The private sector plays an important role in the delivery of higher education in Guatemala. Four of the five universities have been founded on the initiative of the private sector to give students an alternative to the public university. Through the initiative of the private sector and the enlightened Minister of Education in January 1966, control of private universities was transferred from that of the public university to the Consejo de la Enseñanza Privada Superior. This transfer was a major step toward opening the way to a healthy competition among the Universities to respond to the needs of Guatemala.

Since 1962, four private universities have been established and the enrollment has increased in all five universities from approximately 7,000 students to over 60,000, with the largest enrollment in the public university. Not only has there been a phenomenal growth in enrollment but also in offerings. Many technical-level programs have been designed to meet the demands of the private as well as the public sectors of Guatemala. Although the traditional classic careers have prevailed, new careers have been instituted and postgraduate programs have been introduced. In-service training has become part of the offerings at most of the universities in the form of short-term courses, workshops, seminars, and conferences. Research centers have been started in some of the universities, offering services to the private and public sector institutions of Guatemala.

Standards at the universities have been set by their governing boards; however, feedback from the private and public sectors have guided these boards in their decisions. The marketplace has been the proving grounds to test the standards that these institutions have set for themselves. Some of the private universities have higher standards than others.

Likewise, the same marketplace has influenced higher education policy. When institutions find that their graduates are not being sought, placed, or are entering fields other than in which they have been educated and trained, then policy decisions have to be made to determine the reasons. If a program is not meeting the needs because instruction is of low quality or inappropriate, then what may be required is a

reorganization of the curriculum and retraining of the professors. If there are no jobs available--the market is saturated--the policy decision probably will be to close the program.

The practice of checking with the marketplace before offering new programs is practiced in most of the universities. Many of the professors are also practitioners in their profession and have an understanding for what is needed and what should be taught.

These professors, their students conducting studies in the public and private sectors, their graduates, and being in contact with the real world, are all sources of feedback to guide an institution in its development.

Perhaps there is little direct evidence to support the thesis that the private and public sectors have a role in service delivery, establishing standards, and in guiding/establishing higher education policy, but it is there, perhaps indirectly, in the milieu of the marketplace.

C. ANALYSIS OF AVAILABLE SERVICES

It is difficult to assess the four variables in this section--access, efficiency, quality, and relevance--of the Guatemalan higher education system without some hard evidence in the form of studies, surveys, or research by competent people to base one's judgment on. Since none are available, the following is offered based on limited opinions from interviews and experience in the field.

1. Access

Access to higher education has been phenomenal in the past 23 years in Guatemala. From one traditional national university, there are now five major universities and other institutions on the higher education level not covered in this report. These institutions together have an enrollment of more than 60,000 students--up from 7,000 in 1962.

All the private universities, except the Universidad del Valle, enroll the majority of their students in late afternoon and evening programs. Most of the students are employed full-time, or at least partially employed, and study after work. As demands for admission have increased, new physical facilities have been built. All of the universities except the Universidad Francisco Marroquin have a new campus. Universidad Francisco Marroquin will start construction on its new campus during 1985.

To provide access to those aspiring to study at the higher education level, three of the universities have opened branches and extensions in many parts of Guatemala. These branches and extensions range from newly built physical facilities to existing facilities, in most cases public or private schools in the communities. Universidad de San Carlos has eight regional centers and 16 extension programs. Universidad Rafael Landivar has five branches and Universidad Mariano Galvez has nine branch campuses. All have special Saturday programs.

Creating branches and extensions and offering classes on Saturdays indicates that these institutions are attempting to provide access to students--where they are and when they can study. Although great strides have been taken to provide access to higher education in Guatemala there are a number of constraints to access. These are detailed in the section below on constraints.

2. Efficiency

Since internal efficiency is measured by such indicators as repetition rates, drop out rates, class size, teacher contact hours, and other factors, it would appear that the National University is internally inefficient. External efficiency on the other hand is measured by the impact of the educational institutions' operations on the economy and society as a whole. Although these variables have not been studied at this time, it appears that the universities have provided the majority of the leadership in both the private and public sectors of Guatemala, thus giving the system a semblance of external efficiency.

One test of internal efficiency is the number of graduates from an institution compared with its enrollment. Universidad de San Carlos has had an average enrollment for the past 10 years of over 32,000 students and during this same period has had an average annual graduation of 1,379 students--this represents .043 percent of the enrollment, a very low rate.

3. Quality

The quality of graduates from the higher education institutions and the faculties and schools within the institutions varies with each institution. Reflecting on the quality, several known variables come into play, such as minimum passing grades, make-up exams, admission testing, and the policy of the institution. Of the five institutions, two have admission examinations; two have a minimum passing grade of 61 points on a scale of 100; three have 51 points as a minimum passing grade; one does not allow make-up exams; four allow make-up exams, some up to two make-up exams. The policy of one institution is that the students must maintain an overall average of 70 to stay in school, the others do not maintain such a policy. Another requires a student who fails a course to repeat it; no make-up exam is allowed.

The foregoing is evidence that the quality of education is a concern of each institution and it is being treated by them as they see their role in providing quality education to their students and to the society as a whole.

4. Relevance

One way to prove relevance of a program at a higher educational institution is in the marketplace. If the program that is offered reflects a need in the job market and the curriculum is designed to prepare one to obtain a job to fill the need and be able to perform well in the job, then the program offered can be considered relevant.

Many of the new programs that are being offered in the Guatemalan universities today reflect the needs of the job market.

Most of the professionals designing the curriculum are practitioners in the field for which they are designing the program. In addition, many have students, graduates, colleagues, and others with whom they can confer with to obtain opinions and feedback regarding their curriculum design. Those interviewed for this exercise confirmed that they use the techniques previously mentioned to try to design a relevant program. The real test remains in the marketplace.

D. UNDERLYING FACTORS/CONSTRAINTS

A number of underlying factors/constraints affect the quality, efficiency, and relevance of higher education in Guatemala. A brief summary of these factors follows.

1. Shortage of Textbooks in Spanish, Library and Documentation Center Holdings, Laboratory Equipment, and Farm Machinery for Practical Work

Since the phase-out of the A.I.D./RTAC program in Mexico in 1974, few English language books have been translated into Spanish in the Latin American Region. The majority of the textbooks that are available now come from Spain, Argentina, Colombia, Mexico, and the United States. All are very expensive, and most are out of reach of all except the most affluent students. The majority of the students, especially in the Universidad San Carlos, still are subjected to the system of buying teachers notes.

The A.I.D./RTAC program was also a major source for increasing library holdings. Since this project terminated, very few library books are being donated and, as with textbooks, these books are also very expensive. Research reports for documentation centers for Schools of Agriculture are also scarce. In many instances faculty members study in a land grant college in the United States, where there is such a vast amount of research material available, and then return to documentation centers in Guatemala which are literally bare. This not only deprives the professors of the opportunity to keep up with the research going on in their field, but also is reflected in their teaching and research assignments.

Laboratory equipment for almost any type of lab is also lacking. At the Universidad de San Carlos, School of Agriculture, the physical space is allocated for labs, but most are almost devoid of equipment.

Also at San Carlos, two farms are available for student practical work experiences. The equipment, however, is either nonexistent or is so old that it is almost useless.

2. Lack of Qualified Teaching Staff

Coupled with the shortages mentioned above is the problem of qualified staff. Several factors contribute to this constraint: part-time faculty, low faculty salaries, and scarce economic resources.

The majority of the professors in all of the universities in Guatemala are part-time. This implies not only that they spend little time on campus in addition to their teaching assignments, but also that preparation time, grading papers, consulting with students, and university activities are all sandwiched between their other daily activities. This reflects on their performance as an instructor which, at its best, results in a less than desirable teaching performance.

Low faculty salaries is another contributing factor to unqualified teaching staff. Hourly or part-time rates are generally low and do not attract the highly qualified professional who, for the most part, can earn considerably more in their profession other than by teaching. The highly qualified professional who teaches usually does so to enhance his position in the community (It is prestigious to be a member of a university teaching staff or to hold an administrative position, even if the pay is low.) Nonetheless, most of the part-time professors teach to augment their income.

One of the major reasons for this condition is because of the limited resources that most of the universities have for their operational expenses, which include professors' salaries. The private universities depend on the income generated from student fees and tuition to defray their operational expenses. Even though the building programs of the universities have had external assistance in the form mostly of loans, these capital costs have to be repaid, again using student fees and tuition as their major source of financing. If student fees and tuition are increased, this will then effect the access to higher education for many aspiring students. The state-supported Universidad de San Carlos, with an income based on 2.5 percent of the operational budget of the nation, feels that this is insufficient and has asked that this amount be increased to 5.0 percent, and be fixed in the new constitution.

3. Access Limited to Those Students With Financial Means

Except for the affluent who attend principally two of the four private universities, most of the students work to support themselves and their families as well as to pay their expenses for their university studies. This means that aspiring, qualified students who do not have financial means are excluded from participation in the higher level of education, or that they go to the Universidad de San Carlos where the tuition and fees are so moderate that almost anyone can afford them. The problem at San Carlos is that in addition to many other things, the classrooms for most of the first-year courses are huge and accommodate 100-200 students. How can a professor reach 100-200 students? How does one survive in this teaching-learning setting?

4. Physical Facilities Capacity Being Reached

The University of San Carlos, in a special report to the members of Congress, indicates that their physical facilities capacity has just about been reached. Even though many of the classrooms can accommodate 100-200 students, space is at a premium. There is some room for expansion at the Regional Centers or by building new classrooms at the campus in Guatemala City, but to expand requires a large capital investment.

A building program is underway at Universidad Francisco Marroquin with the assistance of a substantial grant from the American Hospitals and Schools Abroad Program which they will not have to repay to start their construction program. Until their new campus is constructed, however, they will be able to accommodate few new students, unless they arrange for rented or loaned facilities.

Universidad Mariano Galvez surpassed its goal of 3,500 students by 500 which required them to return to their old campus to accommodate some of their students. The possibility of initiating a morning program to accommodate the enrollment was discussed during our interviews, but was dismissed based on a previous effort which was forced to close because of lack of students. The reason given was that their students have to work to pay for their education and evening work is scarce; consequently, students who were not otherwise financially able to pay for their studies plus living expenses had to go to work and study in the evening.

University del Valle has reached its goal of 1,200 students, and as it expands its building program, the maximum probably will be increased. UV does not have an evening program, principally because of lack of demand and a shortage of qualified professors.

Universidad Rafael Landivar has room for expansion both in its evening and day program. The problem of attracting more students is acute; more students are needed to meet their operational expenses and also to pay their interest and now (starting late last year) principal on their IDB loan.

5. Principal Source of Income for Most Private Universities is from Tuition and Student Fees

Except for the Universidad de San Carlos, which is state-supported, the Guatemalan universities depend on student fees and tuition to operate their institutions. Unless the income is increased by raising fees and tuition, the universities will have difficulties paying for their operational expenses and the interest and principal on their loans. Raising student fees and tuition immediately results in limiting access to education.

Instead of raising tuition and fees, Guatemalan university officials will need to look for alternate means of financing, or to limit their enrollment to the current maximum accommodations. External financing, such as through IDB, is a partial answer; however, use of such financing implies long-range repayment commitments. Grant financing as has been received by Universidad del Valle and Universidad Francisco Marroquin is one answer to the problem. Possible creation of a foundation to receive donations, like Universidad del Valle has done, is another possible solution.

E. ROLE OF A.I.D. AND OTHER INTERNATIONAL DONORS IN HIGHER EDUCATION IN GUATEMALA

1. USAID/Guatemala

A master's degree program at the Universidad del Valle de Guatemala was partially financed through USAID/G starting in 1982 through funding for 18 scholarships for qualified personnel of the Ministry of Education. This was a two-year course, plus thesis in Educational Administration. In addition to the 18 scholarships for MOE personnel, other qualified graduate students interested in Educational Administration entered the program. The first group of students completed their courses and some completed their thesis and have graduated. Others, like in most higher education institutions in Guatemala, are still working on their thesis. The program is continuing without the scholarship support originally granted.

This is an excellent example of a program which can be carried on in-country to satisfy identified needs for a group of educators who do not have the language qualifications to study in the United States and also to allow them to continue in their positions, applying what they have learned while they are studying.

In the late 1960s and early 1970s, Universidad de San Carlos received assistance from ROCAP, through the Oklahoma State University, to reorganize the School of Veterinary Medicine. The project included technical assistance from staff and faculty of Oklahoma State, training at Oklahoma State campus, and commodities.

The Universidad del Valle de Guatemala has been the recipient of a number of grants from American Hospital and Schools abroad Program (AHSA). The most recent, January 1985, is for \$850,000. This grant is for the construction of applied and advanced science laboratories. Another recent grant for UV of \$700,000 in July 1984 was for Architectural and engineering services, construction services for the social sciences and

education building, equipment and books, staff development including a U.S. visiting professor, and assistance for Guatemalan students to study in the United States.

The Universidad Francisco Marroquin has recently been advised of an approval of \$1,000,000, for the development of a new campus.

The Office of the Science Advisor A.I.D./W provided grant assistance to the Universidad del Valle in the amount of \$156,612. The purpose of the grant is to discover new approaches of purification and immunological techniques for characterizing and diagnosing plant viruses infecting beans in Latin America. USAID/G Rural Development section monitors this grant.

The Mission's cultural affairs section is proposing several programs: a two-year plus language training Fullbright program in the U.S. for graduates of Normal Schools, and for others, a three-year program in any field. This program has not been approved as yet, but approval is anticipated for this year. The new aspect of this program includes language training.

In an enhanced Fullbright/LASPAU program for university professors, three Guatemalan professors are beginning their studies this month. The innovation here is that it is at the undergraduate level. In the regular graduate-level Fullbright program, 15 persons have been nominated and probably 12 will be accepted; more are expected for 1986. Usually, 50 percent of those awarded these scholarships come from the Humanities area.

Another program in faculty improvement is for U.S. professors to teach in Guatemala. Advanced research grants for U.S. personnel are also being provided. Another program in conjunction with USAID/G is a four-six-week workshop/seminar in curriculum development.

The mid-level, professional, public service program usually grants one to three scholarships per year. The mid-level, 30-day international visits usually are provided 17 persons per year.

USAID/G's training office also provides training opportunities through the following:

- LASPAU: Three M.S.-level scholarships in various fields of agriculture.
- IIE: Three mid-career fellowships in various private sector fields. All three Fellows studied at the University of Indiana. The training included academic training and practical training similar to Guatemalan situations.
- PARTNERS OF AMERICA: 15 trainees were sent to the University of Alabama for a one-month program. The courses were given in Spanish. This program was for small business persons.
- OAS: Four students were chosen to finish their B.S. degrees in the United States. These four students were selected from the Guatemalan private universities.

- CUIDES: One-year technical training and practical work for 10 students. Students studied in Florida and Puerto Rico. All were from INTECAP or the Universidad Rafael Landivar. The distribution of students was:

Data Processing	1	Food Processing	1
Tourism	2	Speech Problems	1
Energy	1	Small enterprise	2
Agriculture Fruit Crops	1	Livestock	1

- CENTRAL AMERICAN PEACE SCHOLARSHIP PROJECT (CAPS): The program and training office of USAID/G has prepared a new training proposal for five years called CAPS. This proposal was sent to A.I.D./W March 15, 1985, for approval. This is a major nontraditional training initiative recommended by the National Bipartisan Commission on Central America (NBCCA). The proposed scholarship program responds directly to both USAID and GOG's development strategies. This proposal targets CAPS resources toward closing human capacity and workforce gaps across a range of functional areas critical to the support of democratic processes as well as of economic and domestic development objectives. Its particular focus is on upgrading skills and opportunities among Guatemala's indigenous, female, and economically/socially disadvantaged groups.

2. InterAmerican Development Bank Intervention

IDB assistance has been provided in the past--1974-78--to both the Universidad del Valle and Universidad Rafael Landivar, in the form of loans and nonreimbursable funds. UV received \$377,000 in nonreimbursable funds for program development and teacher training. Together UV and URL received \$46,300,000 for university development and expansion, both academic and physical plant. The 10-year period of paying only the interest terminated late last year and now both institutions are paying interest and principal.

No assistance is being provided at present. An application for new assistance has been made by UV and URL, but their application cannot be acted upon at present and probably not for two years. (IDB has a policy that no new programs can be undertaken when there is an ongoing project in the sector, in this case education, which has less than 50 percent of the loan disbursed, or 75 percent obligated. IDB has a \$28,000,000 loan project with the GOG, MOE, and no disbursements or obligations have been made against this loan as yet.)

F. SUGGESTED A.I.D. ROLE IN HIGHER EDUCATION, 1985-1989

U.S. involvement in higher education in Guatemala has principally been training in the United States under LASPAU, USIS programs, CBI, and others, and training in Guatemala by providing funds for scholarships to a master's degree program for MOE personnel at the Universidad del Valle.

Since past assistance has been limited, it is suggested that A.I.D.'s role be one of carefully selecting projects that are identified by the institutions to meet identified needs.

Four projects are suggested:

1) Indigenous Scholarship Program

This project, to begin in FY'85, would provide scholarships (grant) to indigenous secondary school graduates to study in Guatemalan or United States universities.

2) EDUCREDITO Foundation

This activity, to be carved out during the FY'88-'90 period, would create a foundation to manage a fund for educational credit for studies in Guatemala to provide access to higher education for highly motivated indigenous persons.

3) Highlands Indigenous Institute

This project, to begin in FY'86, would provide funding for research, design of courses, programs, workshops, seminars, and development of materials, including books in indigenous languages, cultural aspects, etc. Another alternative could be the creation of a Centro Pedagógico Superior in the Highlands for accomplishing the objectives of the indigenous studies program.

4) Higher Education Textbooks, Library Books, and Documentation Center Documents

This would reactivate the A.I.D./RTAC program to provide high quality, translated English language textbooks and library books in Spanish to students. Rather than a separate project, it is recommended that this be established as a regional activity.

ANNEX 1
PROPOSED PROJECT NARRATIVES

PRIMARY EDUCATION

PROPOSED PROJECT TO BEGIN DURING FY'88-'90

PROJECT TITLE: Rural Primary Education Improvement II

PROJECT FUNDING: \$20 million

FUNCTIONAL ACCOUNT: Education and Human Resources

PURPOSE: To improve the quality and relevance of primary education in Guatemala.

MAJOR DEVELOPMENT PROBLEM:

Monolingual Indian children in Guatemala traditionally have been taught only Spanish. Fifty percent of those Indian children who enroll in school drop out by the end of first grade. Lack of communication between the Spanish-speaking teacher and the Indian student is one of the basic factors accounting for this high drop-out rate. Between 1979 and 1984, A.I.D. supported the GOG in the development of an experimental bilingual education project in Spanish and the country's four major Mayan languages--Mam, Quiche, Cakchiquel, and Kekchi--spoken by 80 percent of Guatemala's indigenous population. The project was successful in reducing student drop-out and in improving academic achievement. The positive results of the project prompted the GOG to modify its educational law to allow the use of Indian languages at the primary school level. Project results also led to a reform in Guatemala's new constitution which for the first time in 400 years calls for primary instruction in Mayan languages as well as in Spanish. In December 1984, A.I.D. extended a \$12 million loan/grant to the GOG to institutionalize bilingual education in primary schools in the indigenous Highlands.

PROPOSED PROJECT:

The Rural Primary Improvement II Project will provide the continuity and follow-on activities for the phased institutionalization of bilingual education in rural Guatemala. The current Rural Education Improvement I Project has introduced bilingual education to 400 schools reaching 40 percent of the Indian children enrolled in school. The proposed project will cover an additional 40 percent of this group. It also will include an experimental component designed to deliver primary education via radio to remote minority indigenous language areas.

The project will emphasize establishment of an education achievement measurement system to determine objectively the academic progress of children. Parent and community involvement activities will enhance the promotion of the community school concept for the purpose of returning the ownership and responsibility for education to its rightful place--the community. Bilingual education pre-service and in-service teacher training will continue to be priorities. Materials reproduction and distribution will complement phase one progress. Bilingual textbooks (pre-primary through fourth grade) will be printed and supplied to approximately 240,000 Indian students. In addition, portable mini-libraries consisting of "bookshelves on wheels" which can be moved from one classroom to another and which will contain academic and practical information appropriate for primary level students and teachers, will be installed in all project schools.

The phased institutionalization of bilingual education will progressively place financial responsibility for the program on the GOG. The Mission goal is to assist in establishing quality educational services on a nationwide basis by 1993.

57

PRIMARY EDUCATION
PROPOSED FY'87 PROJECT

PROJECT TITLE: Primary Education Management

PROJECT FUNDING: \$10.0 million

FUNCTIONAL ACCOUNT: Education and Human Resources

PURPOSE: To support the implementation of an administrative development program in the Ministry of Education concentrating on (1) strengthening its organization, information management, program planning, and budgeting; and (2) a regional organization scheme to place management functions closer to rural school sites.

MAJOR DEVELOPMENT PROBLEM:

As discussed in the CDSS, current and follow-up bilingual education programs address the problem of ineffective participation by monolingual Indian children in rural primary education services which in turn contributes to low access and internal efficiency problems in rural education programs. The nonformal education program is aimed at reaching large numbers of heretofore educational marginal rural individuals. Since management and logistic constraints affect all levels of education and constitute one of the most critical impediments to strengthening the quality and efficiency of the educational system, strong management improvement programs are needed as well.

Through the Education Administration Project (520-0259), USAID identified serious constraints to primary education program planning and management. At the central government level, for example: (1) office functions are poorly defined and there has been no effective organization chart for the MOE since 1982; (2) program implementation is burdened with excessive and contraproductive regulations and paper work; (3) there is little coordination between divisions and operational programs for the purpose of achieving global objectives; (4) the capacity to process, analyze, disseminate, and use information is very weak; (5) there is little delegation of authority, resulting in slow decision making and program actions; and (6) the MOE has no well-organized or staffed management or technical/pedagogical offices.

At the field level, educational supervisors lack necessary resources to carry out their responsibilities efficiently. Rural school buildings are only used half-day; student/teacher ratios, especially at the grade three through six levels, are often less than 1/20; and only 29 percent of middle-level managers have university-level training. These factors, coupled with inadequate supervision of rural schools, result in the poor performance of the existing primary educational system.

PROPOSED PROJECT:

The Primary Education Management Project will build upon the previous efforts of the Educational Administration Project and continue the effort of improving the management capabilities of the MOE. At the central level, the project will conduct a full-scale institutional analysis of the MOE and help to develop a complete management information system.

Actions to be studied include: (1) reducing the number of years for primary school from six to four; (2) introducing double sessions for buildings currently used only half-days; (3) improving the teacher/student ratio to a level of 1/40; (4) introducing a flexible school calendar for migrant children; and (5) enacting a national evaluation reform to reduce student repetition. The project will lay the groundwork for a national education reform. It will then prepare educational supervisors for the reform. The project will be organized into the following main activities:

1. Research and Analysis: Studies designed to identify areas for efficient improvement in the current primary education system will be carried out during the first phase of the project.
2. Planning: The project will support MOE planning efforts to carry out recommendations for improving the efficiency of the existing system. In support of decentralization, a microplanning system will be developed and deployed by seven regional offices.
3. Management Information: Through the implementation of the above studies, the project will help the MOE to improve its ability to gather, process, and analyze education statistics and enhance the application of information to the planning process. Seven regional offices will develop the capability to gather, process, and use information.
4. Financial Management: The project will improve the MOE's financial management process and identify mechanisms to make budgeting more responsive to program implementation needs. Seven regional offices will establish systems and procedures necessary to delegate budgeting and fiscal responsibilities to the regional operational level.
5. Professional Development for Regional and District Educational Supervisors and Administrators: The project will support the development of an improved regional educational supervision system. Regional and district supervisors and principals will be trained by the in-service training unit created under the Educational Administration Project. Emphasis will be given to personnel administration, planning/budgeting, and curriculum development.

Training will consist mainly of short-term, in-service courses as well as long-term, academic, in-service training in Guatemala. Some individuals will undertake short-term and long-term academic training in U.S. and third country universities. Local academic training will strengthen the capacity of local private universities to implement specific and broad programs aimed at public sector personnel.

TARGET POPULATION:

1. Direct beneficiaries are 7,000 school principals who will undergo school administration training and will receive better support services, 300 supervisors at the next higher level, and 250 central administrators who will be trained in modern management practices.
2. The indirect beneficiaries of this project are 30,000 teachers who will receive better support services, and 850,000 pupils enrolled in primary schools who will receive improved programs are.

ADULT EDUCATION
PROPOSED FY'85 PROJECT

PROJECT TITLE: Adult Primary Education Equivalency

PROJECT FUNDING: \$700,000

FUNCTIONAL ACCOUNT: Education and Human Resources

PURPOSE: To provide primary school instruction and certification to young people and adults who do not have access to formal primary education.

MAJOR DEVELOPMENT PROBLEM:

The great majority of adults in Guatemala have received little or no formal schooling. Furthermore, a series of ambitious adult literacy campaigns over the last 20 years has failed to provide even minimal basic education skills to a significant proportion of the adult population. The two most fundamental academic skills--basic literacy and numeracy--are nonexistent in over half of the adult population of the country. These two skills, plus knowledge of basic academic subjects such as science, history, and geography are critical prerequisites for economic and social mobility as well as for informed participation in democratic political processes. In Guatemala, 75 percent of the adult population over 30 years of age has not reached this critical fourth grade threshold level of primary school achievement.

PROPOSED PROJECT:

Primary school equivalency coursework for adults will be provided using a combination of radio classes, printed lesson sheets, and weekly meetings of community learning groups. Adult learners will be able to enter the program at their own particular level of academic achievement, and will be able to progress through the program at their own pace. At the end of the program, they will receive an official primary school diploma, an important credential for obtaining better employment, access to credit, and access to other educational opportunities. Experience with this model in Guatemala and other countries has shown that dropout and repetition rates are low, learning gains can exceed the gains achieved in formal classroom instruction, and a significant part of the program's costs can be recovered by charging students a modest fee. Costs are low because the expensive components of traditional formal education--school buildings and certified salaried teachers--are not required. Because the program is implemented in the private sector, staff and funding continuity are maximized.

It is anticipated that the project will generate considerable demand for adult primary education services, and that greater capacity will be needed to meet this growing demand. The project will further expand the delivery of adult primary education services by: (1) training an expanded staff of adult education professionals and administrators; (2) improving production and transmission capability to cover the entire country with high quality educational radio programming; (3) improving the capability to produce large

quantities of printed educational materials at low cost; and (4) improving the linkages between the adult primary education service and other educational opportunities, especially in the vocational education area. It is planned that the capability of IGER will be expanded.

RELATIONSHIP OF PROJECT TO A.I.D., COUNTRY STRATEGY:

This project is consistent with A.I.D.'s policy advocating completion of at least four years of primary education, which has a significant and permanent impact on agricultural productivity, health status, fertility, and the nutritional status of adults.

TARGET POPULATION:

The target population is the 75 percent of the adult population of Guatemala who have not completed primary school. The project also will benefit children and young people living in communities which do not offer convenient access to a formal primary school.

REQUEST FOR DELEGATION OF PID APPROVAL AUTHORITY:

REQUEST FOR DE

Since this project will be carried out by a private voluntary organization, and overall funding is within the present delegation of authority to the field for PVO activities, USAID foresees no need to request the subject delegation.

SPECIAL CONCERNS:

This project, to begin in 1986, will provide grant funding to the Instituto Guatemalteco de Educación Radiofónica (IGER), an established private voluntary organization which is presently providing adult primary school education by radio in Guatemala on a limited scale. Grant assistance in the amount of \$700,00 will provide funding for this organization to expand its coverage and improve its services.

**ADULT EDUCATION
PROPOSED PROJECT**

PROJECT TITLE: Rural Newspaper Project

PROJECT FUNDING: \$800,000 (reprogramming within Integrated NFE Project)

FUNCTIONAL ACCOUNT: Education and Human Resources

PURPOSE: To provide a practical and entertaining newspaper for rural readers that will: (1) motivate rural people to acquire and/or improve their reading skills, and (2) provide practical written and graphic information on important development-related practices and programs.

MAJOR DEVELOPMENT PROBLEM:

Formal and nonformal education programs for the rural population of Guatemala take place in an information vacuum. There is virtually no printed information available that is appropriate for rural readers. As a result, children graduating from primary school and adults in literacy campaigns and other adult education programs have nothing to read. As a result, they drift back into illiteracy and do not benefit from whatever basic education skills they may have acquired.

PROPOSED PROJECT:

This project will use reprogrammed funds for the ongoing Integrated Nonformal Education project to expand and improve the rural newspaper, El Informador Rural, that is presently published on a small scale by the project. The newspaper will provide practical informational articles with pictures about agriculture, health, nutrition, home economics, and community development. The content, writing style, and format will be specifically designed for new readers. In addition to educational material, the newspaper will contain entertainment features, stories, and letters from readers designed to make it enjoyable and interesting for all members of rural families.

The newspaper will develop a strategy for eventual transfer to the Private Sector Distance Education Foundation, where it will come to serve as an important advertising medium for rural and farm-related business in addition to its educational functions.

ADULT EDUCATION

PROPOSED PROJECT TO BEGIN DURING FY'88-'90

PROJECT TITLE: Distance Education Foundation

PROJECT FUNDING: \$15 million

FUNCTIONAL ACCOUNT: Education and Human Resources

PURPOSE: To provide flexible and low-cost educational opportunities to support the economic and social mobility of Guatemalan adults.

MAJOR DEVELOPMENT PROBLEM:

Eighty-one percent of the population of Guatemala has not completed primary school. The formal education system, while gradually expanding its services, still does not reach the majority of the population with effective services. Furthermore, because of the cultural and linguistic diversity of the population and its geographical dispersion, it is unlikely that traditional formal education services beyond the primary level will ever effectively and economically reach a significant proportion of the rural population. The great majority of Guatemalans outside of a few urban centers have virtually no access to secondary, vocational, and university-level education. Furthermore, the secondary, vocational, and university programs that are available in urban centers are generally too costly and urban-oriented to be relevant to the needs of the majority of the population.

PROPOSED PROJECT:

This project will build on successful experience with private sector educational foundations in Colombia, Venezuela, and Costa Rica, using modern distance education technologies, to provide a variety of low-cost alternative instructional services. With substantial A.I.D. grant funding, an organization of Guatemalan industrialists and private sector leaders will be brought together to manage and promote an adult education foundation. Experience in other Latin American countries has shown that adult education services can have considerable public relations, developmental, and political impact which make them appealing to the enlightened self-interest of progressive businesspeople.

The foundation will offer a variety of services, including: (1) a national radio network that will provide educational radio broadcasting for classroom use, for out-of-school children and youths, and for adult education services; (2) an open university that will provide alternative home-study courses for adults and young people who have no access to formal university or vocational education services; (3) a social marketing program that will provide advertising support to development programs that have public information and promotional components; and (4) publication of popular educational print materials, such as a rural newspaper, that will be produced and distributed throughout the country. This foundation will accept commercial advertising and will charge modest fees for its services in order to generate revenue and eventually become self-supporting.

The project will provide funding for: (1) training of professional educational and administrative staff, (2) technical assistance in program development and evaluation, (3) construction of facilities, and (4) distance education delivery media, including print production equipment and radio transmission capability.

TARGET AUDIENCE:

The target population is the 81 percent of the population of Guatemala that has had insufficient access to educational services. The educational services that will be provided cover the full range of services offered by the formal system, including primary, secondary, vocational, and university education. The services provided by the distance education foundation will offer low-cost flexible programs designed primarily for study at home. It will be designed to provide instruction that is relevant to the needs of the rural and disadvantaged sectors of the population who do not have access to formal, full-time instructional services. As a result, both the delivery system and the content will be considerably different from those offered by existing educational institutions.

HIGHER EDUCATION
PROPOSED 1985 PROJECT

PROJECT TITLE: Rural Scholarship Program
PROJECT FUNDING: \$300,000
FUNCTIONAL ACCOUNT: Education and Human Resources
PURPOSE: To develop a cadre of professional leaders from Guatemala's socially and economically disadvantaged groups.

MAJOR DEVELOPMENT PROBLEM:

An examination of almost any sector of Guatemalan society--political, economic, professional--evidences the extremely limited participation of socially and economically disadvantaged groups. This produces the curious phenomena of a large segment of Guatemala's population only marginally represented in the progressive development of those institutions that daily affect their lives. The problem is identified in the NBCCA report and is discussed at length in the Project Paper for the Central American Peace Scholarship (CAPS) program.

To date, scholarship opportunities for disadvantaged students have been minimal. Guatemala universities have limited endowments for scholarship, and the scholarships that are awarded to eligible rural participants do not cover the basic expenses. This trend has tended to discourage rural participants from pursuing higher education goals which are a requisite for entering the country's economic mainstream.

USAID views the CAPS program as a means to address this problem. U.S. university degrees, however, are not automatically recognized by Guatemalan professional accreditation organizations. Scholarship recipients who successfully complete U.S. training must then complete a thesis under an academic program at a local university if they are to be awarded a licenciatura and thus receive local professional credentials. Only after receiving the local professional accreditation will the scholarship recipient be allowed to practice his/her profession. Given scarce resources, the universities do not currently have scholarships available for this accreditation process.

PROPOSED PROJECT

The CAPS program was designed to provide scholarship and training opportunities to develop a cadre of leaders among Guatemala's socially and economically disadvantaged groups. Although significant short-term opportunities will continue to be offered, USAID has decided to stress long-term training at the graduate and undergraduate levels.

Funding from the CAPS project will be used primarily for studies in the U.S. Local funding should be made available to allow undergraduate scholarship recipients who undertake studies in the U.S. to return to a Guatemalan university and complete a professional degree. The proposed Rural Scholarship Program would be considered a "buy-in" to the CAPS project. It will be funded through a Cooperative Agreement with one or more local universities willing to offer a complete transfer of credit for all higher education studies completed in the U.S.

The project will follow the CAPS guidelines regarding areas of study. While scholarships will be available for studies in the traditional areas of health, agriculture, education, and demography, they also will be provided for studies in the social sciences. USAID plans to take special care in the social sciences and to assure that scholarships are awarded for areas of study which will lead to real job opportunities in Guatemala. It is essential that training be congruent with demands of the local labor market.

RELATIONSHIP OF PROJECT TO A.I.D. COUNTRY STRATEGY:

This project is responsive to the Mission goal of increasing productivity and rural incomes. The World Bank has amply documented the direct relationship that exists between increased levels of education and increased productivity and income.

In addition, the project responds to the NBCCA Report and subsequent Congressional mandate to provide university-level scholarships for Central American students from socially and economically disadvantaged backgrounds. It should be noted that the project was developed by the Central American Education Action Plan Team which recently completed its work in Guatemala.

TARGET GROUP:

Beneficiaries of this project will be identified through a national testing program administered to rural high school seniors. Talented Indian and Ladino students scoring highest on the test will then be personally interviewed by a USAID committee to evaluate their leadership potential and economic need. Those selected to receive a scholarship will undertake undergraduate studies at a local university followed by two years of undergraduate study in the U.S. It is expected that scholarship recipients will receive a licenciatura degree from a Guatemalan university as well as a B.A./B.S. degree from a U.S. university.

REQUEST FOR DELEGATION OF PID APPROVAL AUTHORITY:

Since this project will be carried out by a local university and the present delegation of authority to USAID/Guatemala covers the overall funding level of the project, USAID will approve this project in the field. The project supports and follows the guidelines established in the CAPS Project Paper. There are no policy issues requiring AID/W resolution.

SPECIAL CONCERNS:

The project will make a special effort to recruit the most qualified female candidates for this scholarship program. It is estimated that at least one-fourth of all scholarships will be available to talented rural female high school graduates.

PARTICIPANT TRAINING:

Fifty participants will receive an average of three years of undergraduate training in Guatemala under this project at a cost of \$300,000. The maximum scholarship an individual will receive over a three-year period is \$6,000.

HIGHER EDUCATION
PROPOSED FY'86 PROJECT

PROJECT TITLE: Highlands Indigenous Institute
PROJECT FUNDING: \$5,000,000
FUNCTIONAL ACCOUNT: Education and Human Resources
PURPOSE: To develop a new institute of higher education, specifically designed to provide educational services to respond to the unique needs of the indigenous communities and cultures of Guatemala.

MAJOR DEVELOPMENT PROBLEM:

The Government of Guatemala has recently recognized the importance of improving educational services at the primary school level for the indigenous population. Approximately 2.5 percent of indigenous primary school graduates go on to secondary school. Of this population, less than 1 percent graduate from secondary school. One reason for the lack of continuation of study has been the limited opportunity to pursue higher education, particularly among peoples primarily engaged in agriculture and living in rural areas. In addition, the formal academic environment has adhered to a rigorous teaching schedule, and higher education institutions traditionally located in Guatemala City have been unwilling to adjust their classroom scheduling for a perceived small student population.

PROPOSED PROJECT:

The Highlands Indigenous Institute's primary function will be to provide specialized training to a new generation of young Indian leaders so that they will be equipped to work as advocates of programs of effective indigenous participation in economic development. It will provide a mix of traditional and nontraditional, long- and short-term academic services.

The project will provide funding for faculty training, construction of specialized facilities, operating expenses on a diminishing basis, scholarships for disadvantaged students, and technical assistance in program development. It is expected that a Cooperative Agreement will be awarded to a Guatemalan private university in Quetzaltenango and to a collaborating U.S. university. Quetzaltenango is becoming the development center of the Highlands and is the most appropriate site for the Highlands Indigenous Institute.

The Institute will establish a network with the 13 high schools in Guatemala with predominantly Indian enrollments. The most talented Indian graduates will be given merit scholarships to pursue academic studies at the university level. Experience has shown that, given the opportunity, these students are willing to travel to a regional university in Quetzaltenango for weekend studies to upgrade their professional skills. It is expected that they will serve as role models in their local communities as part of an emerging generation of Indian leaders positioned to take their place in the social, economic, and political development of Guatemala.

RELATIONSHIP OF PROJECT TO A.I.D. COUNTRY STRATEGY:

Increased opportunities for higher education among Guatemala's indigenous community are necessary to achieve a broad-based increase in productivity and income in keeping with the Mission's goals.

It should be emphasized that this project was developed by the Central American Action Planning Team in response to the NBCCA recommendation to strengthen Central American universities in close partnership with U.S. universities. The Mission has identified this project as an effective way of responding to the unique sociocultural context of Guatemala and at the same time the NBCCA mandate on higher education.

TARGET POPULATION:

Direct beneficiaries will be approximately 2,000 indigenous leaders trained in long- and short-term courses at the Institute over the seven-year life of the project. Indirect beneficiaries will be all people of indigenous culture living in Guatemala, whose economic and cultural interests will be advanced by the new generation of leaders trained at the Institute.

REQUEST FOR DELEGATION OF PID APPROVAL AUTHORITY:

This project is fully consistent with NBCCA recommendations to train economically and socially disadvantaged students and to strengthen Central American universities through technical assistance, improvement of libraries and laboratories, university staff development, and the establishment of academic ties with U.S. universities. The Mission affirms that there are no policy issues requiring A.I.D./W review and requests delegation of authority to the USAID Director to approve the project.

SPECIAL CONCERNS:

Traditionally, the number of Indian women who undertake university studies has been limited because of economic and cultural factors. Indian women constitute approximately one-third of the enrollment of Indian students at the secondary level. The project will contact this group of female students and offer incentives for them to continue their education. In addition, the project will offer in-service training to those female Indian promoters, educators, and technicians who are already engaged in development-related activities in the Highlands. Such in-service training will support their respective areas of specialization.

HIGHER EDUCATION

PROPOSED PROJECT TO BE INITIATED DURING FY'88-'90

PROJECT TITLE: EDUCREDITO Foundation for Higher Education for Indigenous Graduates of Secondary School

PROJECT FUNDING: \$3,000,000

FUNCTIONAL ACCOUNT: Education and Human Resources

PURPOSE: To help indigenous graduates of secondary schools gain access to higher education institutions by providing credit to defray expenses, both living and educational, while studying at a higher education institution.

MAJOR DEVELOPMENT PROBLEM:

The problem which this project would attempt to address is, again, that of providing access to the indigenous population of Guatemala who have insufficient economic means to pursue postsecondary education. It is estimated that all costs--room and board, clothing, books, tuition, fees, and other expenses are approximately Q3,000 per year. Most Guatemalan students require six years to complete an undergraduate program, five years to complete their course work, and one year to complete their thesis.

PROPOSED PROJECT:

This project is designed to assist those secondary school graduates from the indigenous segment of the Guatemalan population who have the qualifications and the ability, but not the economic resources, required to complete a university program.

This project would provide funding for all costs up to Q3,000 per year for 200 indigenous secondary school graduates for six years, so that they could complete all the requirements of a university program. Twenty persons would enter the program each year for 10 years. The life of the program would be 15 years to allow two groups of 100 to enter and complete all university requirements.

The funds would be loaned on a basis similar to the NDEA program in the United States, where the recipient can repay the loan on the basis of service--for each year of service in an indigenous area, an amount equal to that borrowed in one year would be paid off. Fields of study would be the choice of the borrower; however, preference would be given to those choosing fields which would develop leaders in social, economic, political, and development areas.

HIGHER EDUCATION

PROPOSED PROJECT TO BE INITIATED DURING FY'88-'90

PROJECT TITLE: Graduate Normal School

PROJECT FUNDING: \$6.0 million

FUNCTIONAL ACCOUNT: Education and Human Resources

PURPOSE: To provide postgraduate credit opportunities to administrators and teachers desiring to upgrade skills related to their education field.

MAJOR DEVELOPMENT PROBLEM:

Guatemalan higher education institutions do not offer rural educators education opportunities consistent with their needs and aspirations. There is no credit-oriented training package offered which allows an administrator or a teacher the opportunity to earn an advanced degree once they leave the Normal School. Training seminars or short-term courses provide certificates of completion which carry little weight as indicators of academic achievement or as recognized diplomas for the purpose of increasing salaries. University courses offered to rural education personnel, in general, do not reflect realities and are often more theoretical than practical.

PROPOSED PROJECT:

This project will provide the mechanism whereby Normal School graduates could pursue a meaningful, credit-oriented, postgraduate degree. Content would be relevant to rural education. Teachers would have access to state-of-the-art content and methodology, and administrative personnel who do not have the corresponding degree would have access to a program to upgrade their skills.

Topics to be addressed in training would include curriculum development, evaluation, research, planning, administration, and bilingual education.

TARGET POPULATION:

Rural school teachers, principals, educational supervisors, and master teachers.

HIGHER EDUCATION
PROPOSED REGIONAL PROJECT

PROJECT TITLE: Higher Education Textbooks, Library Books, and Documentation Center Documents

PROJECT FUNDING: \$3,000,000

FUNCTIONAL ACCOUNT: Education and Human Resources

PURPOSE: To reactivate the A.I.D./RTAC program to provide high quality, translated English-language textbooks and library books in Spanish to students and libraries, and to provide documents to documentation centers, principally in agriculture.

MAJOR DEVELOPMENT PROBLEM:

There is a dearth of translated English-language textbooks and library books, and research documents in any language. Since the phase-out of the A.I.D./RTAC (Regional Technical Aids Center) program in Mexico in 1974, few English language books have been translated into Spanish in the Latin American region. The majority of the textbooks that are available now come from Spain, Argentina, Colombia, Mexico, and the United States. All are very expensive, and most are out of reach of all but the most affluent students. The majority of the students, especially in the Universidad de San Carlos, still are subjected to the system of buying teachers' notes.

RTAC was a highly successful 20-year project which translated and distributed almost 10,000,000 copies of technical and other books to Latin American libraries, educational institutions, and other cultural centers. In addition, RTCA helped to establish cooperative bookstores in a number of universities throughout the region. RTAC was located in Mexico City. Project efforts opened up new markets for Latin American textbook publishers and modernized curricula by substituting texts for antiquated lecture notes.

Since the project ended, very few library are being donated and, as with textbooks, these books are very expensive. Research reports for documentation centers for schools of agriculture are also scarce. Many faculty members undergo study in a land grant college in the United States where there is a vast amount of research material available. They return to Guatemalan documentation centers and find them literally bare. This not only deprives these professors of the opportunity to keep up with the research in their field, but it is also reflected in their teaching and research assignments of their students.

PROPOSED PROJECT:

This proposed multiyear project will provide approximately 250,000 textbooks and library books to Guatemalan libraries and bookstores. This project would be part of a regional program, as the same problem exists throughout the Spanish-speaking countries of Latin America. It is envisioned that to operate this project successfully, the RTAC program would have to be reactivated, probably in Mexico, since the infrastructure required for a project of this nature--translators, publishers, printers, distribution system, and other

supporting activities--has already been created for the previous project. Funding for this project could be both on a regional and country basis. The regional funding would cover the expenses of the RTAC office and all of its activities, and the country funding would be for the purchase of books for distribution to the universities in Guatemala. The funding suggested for this project covers only the country portion.

ANNEX 2

PROPOSED A.I.D./PEACE CORPS COLLABORATION IN GUATEMALA

PROPOSED A.I.D./PEACE CORPS COLLABORATION IN GUATEMALA

Peace Corps projects in the education sector in Guatemala have been phased out. Activities in the past have included projects with school gardens and early development of bilingual curriculum. Security problems and a lack of appropriate opportunities, however, have caused these and all other education-related activities to be eliminated.

Local Peace Corps staff are not opposed to possible future Peace Corps collaboration with A.I.D. in the education sector, but there are several obstacles to joint activities in the immediate future. The Highlands are presently closed to new Volunteer assignments for security reasons, yet the Highlands is where the Peace Corps feels education projects should take place. Also, the Peace Corps argues that professional level human resources in the education sector are reasonably well developed in Guatemala, and Peace Corps policy precludes placing Volunteers in jobs where a Guatemalan might be found to perform the same task.

An approach similar to what is being done in Honduras is agreeable in principle to Peace Corps in Guatemala: A.I.D. will bring new projects to the attention of the Peace Corps before final plans are made for staffing and procurement of technical services. For the most part, this means that PIDs or draft PIDs, or even new project narratives would be sent to the Peace Corps. A.I.D. will invite Peace Corps to review new projects and suggest positions into which new or current Volunteers could be placed.

This approach will require a serious mutual commitment on the part of the Peace Corps and A.I.D. to involve Volunteers more directly in A.I.D. activities. If this commitment exists, the approach offers a good way to match the interests and resources of the two organizations.*

Since the Guatemala CAAP for education is still in draft form and since there is time for planning the necessary logistical support, the Mission is not ready to propose a concrete plan for A.I.D./Peace Corps collaboration. The suggestions that follow, however, are examples of possible collaborative efforts once projects are approved and funding levels determined.

Top priority will be given to involving Peace Corps Volunteers in primary education, vocational/technical skills training, and adult education. Peace Corps involvement in higher education will require a limited scope and very specific technical assistance collaboration in a select number of technical areas.

1. Recommended A.I.D./Peace Corps Collaboration in Primary Education

The following recommendations for Peace Corps involvement in primary education minimize the risk factor referred to above and provide the alternatives for meaningful involvement of Peace Corps Volunteers in the implementation of A.I.D. projects.

* The above observations are based on a conversation between Richard Martin of the A.I.D. CAAP team and Frances Asturias of Guatemala Peace Corps headquarters on March 13, 1985.

a. Bilingual Education

Peace Corps Volunteers can assist Mission and Ministry of Education personnel to develop, implement, and evaluate training packages for administrators, teachers, and bilingual education promoters. Emphasis should be placed on transfer of training methodology to Guatemalan trainers, transfer of education technology for adaptation to local needs, and skills upgrading for better use of audiovisual aids and equipment. These cooperative activities will assist the MOE in the institutionalization of cost-effective decentralized training activities in regional and satellite schools.

Since parent and community involvement in primary education activities will be enhanced and promoted, Peace Corps Volunteers also can share leadership skills, teach effective public relations, assist in resource identification, mobilization, and use, as well as with the development of a phased implementation plan. The objective will be to institutionalize activities which do not threaten school staff or place the community in delicate or unrealistic roles.

Implementation of planned activities should be carried out by Guatemalan professionals. Peace Corps Volunteers will provide secondary support roles and maintain a low profile. Feedback from field activities will be discussed and will serve as the basis for improving materials and training activities. Volunteers will not travel to unsafe regions, replace the teacher, or perform field-based activities. This strategy not only minimizes risks but also gives activities the continuity and support necessary for institutionalization of training consistent with the MOE's national bilingual education plan.

b. Primary Education Management Improvement

The Mission's plan is to assist the MOE in the establishment of three regional centers for the purpose of effectively beginning to decentralize the education system, providing better services, maximizing the use of available resources, and upgrading the skills of the country's human resources.

The Peace Corps can be an effective partner in planning, implementing, and evaluating this phased five-year effort. Peace Corps Volunteers with appropriate skills and experience can work in Mission offices as well as in the Ministry of Education. Field work should be limited to the regional offices and only when the safety of a Volunteer is secured. Low profile secondary roles should be strategically and jointly planned such that Guatemalans are comfortable with U.S. technical assistance.

c. Radio Education

This is one aspect of the Mission's development thrust where Peace Corps Volunteers can become very much involved while maintaining low visibility. From the onset, Volunteers can initiate cooperative studies to determine the most appropriate strategies for the phased implementation of the radio education activities which will reach out-of-school youngsters.

Once needs are identified, the strategy determined, and the plan accepted by the MOE, Peace Corps Volunteers can assist with logistical support, technical assistance in training, radio programming, and planning for the delivery of services. As feedback is received from the target areas, specialists can collaborate with Guatemalan

professionals to improve delivery of services to the target areas. There will be little need for travel to rural areas if the feedback system is properly implemented. As a result, security risks will be minimal and impact will be significant.

d. Selection of Development-related Expertise

The Mission and Peace Corps/Guatemala should identify the types of expertise needed for collaboration in U.S. primary education interventions. In addition to professionals with expertise in leadership training, primary education, curriculum development, evaluation, management, education administration, education technology, agronomy, animal science, engineering, architecture, communications, rural development, radio education, distance education, management information systems, industrial arts, home economics, artisan crafts, manual arts, and appropriate technology, there also may be other specialties which could be given consideration.

2. Recommended A.I.D./Peace Corps Collaboration in Adult Education

The Integrated Nonformal Education Project could use two Volunteers specialized in agricultural journalism to work on improving the Informador Rural by developing new sections of interest to indigenous readers. Two others could be used to work on local community radio production and on social marketing (advertising) approaches to promoting development projects.

The MOE Direccion de Alfabetizacion y Education de Adultos could use a Volunteer to work on promotion and training of Volunteers to work on literacy training with indigenous groups in the Highlands.

The Instituto Guatemalteco de Educacion Radiofonica could use two Volunteers--a radio engineer and an adult education specialist--to assist in the expansion of the Maestro de Casa program by helping to expand coverage, training new field staff, and developing services for indigenous adults.

3. Other Considerations

a. Recruitment, Screening, and Selection of Volunteers

The Mission, in collaboration with Peace Corps/Guatemala and the MOE, should develop criteria for the recruitment, screening, and selection of Volunteers with the necessary expertise. In addition to professional skills, the Volunteers should bring the human sensitivity required for working with the people of Guatemala. The task at hand requires the selection of individuals who promote and enhance the acceptance of U.S. technical assistance without creating unacceptable international relations.

b. Orientation and Cross-cultural Training

Peace Corps Volunteers assigned to work in A.I.D.-financed education activities should receive a thorough orientation to the cultural diversity of Guatemala as well as a comprehensive background relative to the country's history and current events. All Volunteers should receive more language training than usual since collaborative efforts will be with professionals and in areas which require a more advanced vocabulary. Effective communication is very important.

Guatemalan professionals should assist with the orientations and periodically provide constructive feedback which can be used for further Peace Corps Volunteer training.

c. Provision of Logistical Support to Peace Corps Volunteers

The Mission and Peace Corps should develop a plan for Volunteer involvement which includes the logistical support necessary for effective delivery of technical assistance. The plan should provide for the purchase of materials, per diem, travel, equipment, supplies, and any other assistance which enhances the qualitative delivery of expertise at all levels and in any area of Guatemala.

ANNEX 3
GOG-FUNDED PROJECTS IN PRIMARY EDUCATION

1. Primary School System Improvement (FY'68-74)

An \$8.3 million project for the purpose of establishing a pilot school program to improve rural primary education. Funding was also included for limited construction and purchase of schools equipment.

2. Education and Human Resources Development (FY'75-82)

A \$7.0 million loan to implement integrated problem-solving methodology in primary schools located in priority development areas of rural Guatemala.

3. Primary School Reconstruction (FY'77-83)

A \$5.2 million emergency loan for the purpose of restoring and improving educational opportunities for children ages 7-12 residing in 12 departments most severely affected by the 1976 earthquake.

4. Education Administration (FY'81-85)

A project which was initiated in 1983 for the purposes of improving technical, administrative, and planning capacity of key managers within the MOE and in regional administrative positions. The GOG provided Q499.8 thousand and A.I.D. contributed \$1.1 million.

5. Bilingual Education (FY'82-85)

An A.I.D. \$1.94 million and GOG Q1.3 million project to provide bilingual education to indigenous children of the Highland departments of El Quiche, Chimaltenango, Huehuetenango, and Alta Verapaz. The project included the designing of bilingual curriculum, prototype textbooks for Grades 1-3 for the four key Mayan languages, teacher training, and institutionalization of bilingual education in the MOE.

6. Rural Primary Education Improvement (FY'84-90)

Recently authorized, this six-year \$12,000,000 project (\$8.7 loan and \$3.3 million grant) builds on the experiences of the pilot Bilingual Education Project and provides for the gradual expansion of bilingual education. In Guatemala the five components of the project include: research and evaluation, curriculum development, training, bilingual education materials, and administration and supervision. The project's objective is to strengthen and institutionalize an education system responsive to the expectations and necessities of Mayan indigenous groups whose principal languages are Quiche, Mam, Cakchiquel, and Kelchi and who live in the Guatemalan Highlands. Under the project, bilingual curricula and materials development will be completed and pilot tested for Grade 4. The number of Highland primary schools participating in the bilingual program will be expanded from 40 to 400. The project will affect 260,000 Indian children, or 40 percent of the Highlands primary school-age population.

7. Primary Education Management

The most recent plan for a Mission intervention in primary education is the Primary Education Management Project. The purpose is to improve the Guatemalan Ministry of Education's rural primary management capacity by strengthening its supervision system and decentralize administrative and instructional support mechanisms in three of seven regions within Guatemala. Over the life of the project, A.I.D. will

provide the MOE with \$4 million in grant funds and \$6 million in loan funds; the expected GOG counterpart is Q5.6 million. Project activities will achieve a more efficient use of existing school buildings, a more efficient placement of new teachers and reassignment of current teachers to reduce student/teacher ratio, and the institutionalization of a flexible school calendar responsive to local migration patterns.

B. WORLD BANK

The World Bank has been particularly active in primary education in the areas of textbook development and distribution, teacher training, and, to a certain extent, classroom construction. Unlike A.I.D., the IBRD has provided direct support for education in urban marginal areas.

Listed below are two ongoing IBRD projects--the Basic Education Project and the Urban Marginal Primary Education Development Project.

1. Basic Education Project

A \$31.1 million project jointly funded by the World Bank and the GOG for the purpose of textbook development and distribution, teacher training, research and evaluation, school construction, school repairs, and improvement of the MOE management information system. The project will develop and print six million textbooks, train 6,000 school principals, 200 supervisors, and 15,000 school teachers. Twelve thousand student places will be created for children living in marginal areas of Guatemala City. Seventy-five classrooms will be constructed and 300 classrooms will be upgraded. Funding breakdown: GOG \$17.7 million and the World Bank \$18.0 million. Period: 1983-1987.

A project whose objectives are to construct 30 new schools, add 10 percent classrooms to 30 existing schools, repair 35 schools, complete 15 schools currently under construction, and furnish 400 classrooms. The target areas are the marginal sections of Guatemala City and the municipalities of Villa Nueva, Mixco, and Chinuatla within the department of Guatemala. This activity was initiated in 1984 and is financed with Q19.4 million of external IBRD assistance and Q13.7 million counterpart.

2. Other World Bank Support

The World Bank has in prior years provided \$4.23 million in loans for reconstructing schools demolished or ruined by the 1976 earthquake. A \$6.3 million loan in the early 1970s financed the construction of a secondary teacher training institute.

C. INTERAMERICAN DEVELOPMENT BANK

The IDB, like the World Bank, is complementing A.I.D.'s efforts by targeting on classroom facilities construction and repair. Listed below is a summary of the Programa de Desarrollo de Educacion Primaria Rural which is currently underway.

1. Rural Primary Education Development

A joint project of the GOG (\$7.2 million) and the IDB (\$28.0 million) for the purpose of overcoming various deficiencies in primary education, particularly in rural areas. A four-year effort beginning in 1983 and including the following activities: (a) introduction of a new curriculum adapted to the requirements of the area and the school; (b) institutionalization of teacher training; (c) reorganization of Normal School

curriculum; (d) training for school teachers and principals; (e) supply of didactic materials and equipment.

To achieve the aforementioned objectives, the project will construct 173 school buildings, expand 40 existing schools, and make repairs; provide school furniture, materials, and equipment for 551 classrooms; provide 34 libraries to finished schools; build and equip 922 school shops; train 1,612 practicing teachers, 551 principals, 1,212 industrial arts instructors, 121 agriculture instructors, 280 extension workers, 400 monitors, 8 radio programmers, 8 education materials specialists, 3 educational broadcasters, and 120 bilingual promoters; expand the two-shift system; assist the MOE in developing a flexible school calendar; provide special services for migration and coverage populations; and provide distance education.

D. UNDP

While not a major actor in terms of funding, the UNDP, through a \$943,000 grant, has financed studies, research, and pre-design of supervision projects, decentralization programs, construction, development of a management information system, curriculum development, education innovation, and institution building. This is an ongoing activity of USIPE, the MOE's planning unit, which began in 1983.

E. GOG-FUNDED PROJECTS FOR PRIMAY EDUCATION WHICH COMPLEMENT A.I.D. AND OTHER DONOR INTERVENTIONS

The GOG has developed and financed a series of projects for the purpose of improving the quality of education increasing access, improving the efficiency of the education system, and providing relevant services. A brief description of these projects follows:

- Education Primaria Urbana

A project to address the needs of 7-12 year-olds living in urban areas. The objective of this 1984, Q23.0 million effort was to enroll 330,000 children and graduate 33,000 from the sixth grade. This nationwide program is currently being implemented by the MOE without external assistance.

- Educacion Primaria Rural

A nationwide program to address the needs of Guatemala's rural 7-12 years-olds. The MOE objective is to enroll 480,000 children and graduate 21,000 from the sixth grade. This 1984 project is financed with Q25 million and no external assistance.

- Escuela Unitaria

A nationwide effort initiated in 1984 with GOG funding. Its objective is to transform schools with less than six grades gradually to complete schools with six levels and offer access to children who heretofore had been unable to finish grade school.

- Formacion de Maestros Para Educacion Primaria

An effort initiated in 1983 with GOG Q3.6 million with the objective of appropriately training future teachers for their role as primary schools teachers. The project will be instituted in 25 Normal Schools throughout Guatemala.

- Produccion de Material Educativo, Cultural y Cientifico

A Q415.3 thousand program for Guatemala City whose objective is to produce 250,00 textbooks, 200,000 workbooks, and 120,000 information booklets relative to audiovisual aids.

- Produccion de Mobiliario y Equipo

A GOG-financed Q210.0 thousand effort to manufacture desks, teacher's desks, blackboards, and other school furniture in the Guatemala City schools.

- Reparacion y Mantenimiento de Edificios de Educacion Primaria Urbana

A GOG-financed 1983 project to invest Q474.4 thousand in the repair of urban schools.

- Reparacion y Mantenimiento de Edificios de Educacion Primaria Rural

A nationwide GOG-financed effort which began in 1983 with the objective of repairing primary schools; Q161.8 thousand are budgeted for this effort.

- Construccion de Escuelas Primarias Urbanas

A GOG-financed program to construct primary schools in 14 departments. Q15.2 thousand is financing activities for fulfilling this objective.

- Consturccion de Escuelas primarias Rurales

A Q6.5 million effort initiated in 1984 by the GOG to construct primary schools in six departments of Guatemala (El Progreso, Guatemala, Sacatepequez, Quetzaltenango, and San Marcos).

- Reposicion de Aulas Temporales para Educacion Primaria Rural

To construct 50 classrooms as replacement for temporary ones. A GOG-financed activity carried out in 1984. Funding: Q443.8 thousand.

- Construccion de Escuelas Rurals

A community self-help school construction project financed by the GOG in 1983. The goal was to construct 101 classrooms for 42 schools with an investment of Q420 thousand.

- Construccion, Reparacion y Ampliacion de Escuelas Primarias Rurales

A Q17.0 million GOG project to construct 501 new classrooms and repair and expand 40 schools. This 1983 project benefitted 20 departments.

- Reparacion y Ampliacion de Escuelas Primarias Urbanas

An ongoing effort of the GOG to repair and expand primary schools in urban areas. Funding: Q5.7 million.

- Escuelas Para Sordos "Fray Pedro Ponce de Leon

A GOG-financed project initiated in 1984 with the purpose of teaching deaf children internal language and oral communication. This program will reach 50,000 blind children ages 7-12 and 13-15.

- Plan de Escuelas Asciadas a La UNESCO

A project with the objective of providing children ages 7-12 and 13-15 an orientation of international affairs as they relate to peace and human rights. Status: ongoing.

- Educacion Integral Popular

A project designed to reach children ages 5-6 and 7-12, youngsters ages 13-15 and 15-20. The objective is to provide education opportunities to citizens living in the marginal sections of Guatemala City.

ANNEX 4

COMPARISON
A.I.D. POLICY
LAC REGIONAL
LAC/DR/EST
BIPARTISAN COMMISSION
USAID/GUATEMALA

25

BASIC EDUCATION
\$130,000,000

(Basic and Adult Education)

A.I.D. Policy

1. Priority given to improvements in efficiency & quality rather than expanding access.
2. Increase number of students completing system.
3. System expansion (increase in access) only where significant progress made on improving efficiency.
4. Improve access for girls, rural, urban poor.
5. Encourage decentralized management, local participation, & diversified sponsorship of schools.
6. Encourage improvement in educational administration & management of resources.

LAC Strategy

1. Emphasize support for primary education in regions where lack of education (e.g., less than 50% literacy rates; less than 90% primary enrollment rates) acts as a significant constraint to development.
2. Recommend primary education support in:
 - a. Educational administration
 - b. Teacher training
 - c. Materials development
3. Preschool education to be subject of continuing research.

LAC/DR/EST Kissinger Briefing Documents

1. Targeted & moderate reform directed toward improving efficiency, quality, relevance, & administrative managerial effectiveness.
2. First priority is intensive action toward quality improvement.
3. Vehicles for quality improvement are:
 - a. Improved teacher training
 - b. Provision of upgraded teaching material
 - c. Use of modern educational administration methods
 - d. Infrastructure development in some cases

Bipartisan Commission Recommendations

1. Realistic objective for the 1980s--universal access to primary education.
2. Poor educational quality/content has little relevance to practical needs of students:
 - a. Poorly trained & motivated teachers
 - b. Inadequate physical facilities
 - c. Inadequate textbooks, teachers' guides, & basic educational materials.
3. Promote educational reform.

USAID/Guatemala Ongoing Program-Future Program

- A. ONGOING PROGRAM
 1. Bilingual Education II Project (\$12.0 million)
Consistent with:
 - AID Policy: 1,2,4
 - LAC: 1,2b.,5
 - LAC/DR/EST: 1,2,3a.b.
 - NBCCA: 2a.c.,3,4,5
- B. FUTURE PROGRAMS:
 1. Bilingual Education II (\$20.0 million)
 - AID Policy: 1,2,4
 - LAC: 1,2b.c.,5
 - LAC/DR/EST: 1,2,3a.b.,4c.
 - NBCCA: 2.a.c.,3,4,5
 2. Primary Education Management Improvement I Project (\$10.0 million)
 - AID Policy: 1,2,3,4,5,6
 - LAC: 1,2a.b.,4
 - LAC/DR/EST: 1;2;3a.,c.d.;4b.
 - NBCCA: 2,a.b.,3,4

76

BASIC EDUCATION
(continued)

<u>A.I.D. Policy</u>	<u>LAC Strategy</u>	<u>LAC/DR/EST Kissinger Briefing Documents</u>	<u>Bipartisan Commission Recommendations</u>
7. Encourage improvements in technical & material support for local initiatives.	4. Carefully planned & designed support to analyze & improve administrative, logistical, financial, & other support systems to include data management & other specialized training of administrative & financial management staff.	4. Other ideas for quality improvement: a. Regional materials center b. Special programs for Central American administrators. c. Use of mass media & other tested innovations. d. Pertinent research on education, including advances in pre-school education.	4. Institution building oriented toward increasing quality & broadening availability of formal educational programs. 5. First priority to nutrition programs.
8. Encourage policy discussions & reform initiatives of other donors.	5. Continue to finance a few carefully designed experimental projects that will improve instructional applications of modern communications media & other cost-effective mechanisms such as paraprofessionals in areas where distances & geographical isolation serve as serious constraints to basic education.		
9. Encourage community involvement in establishing & maintaining schools.			
10. Assist LDCs to examine efficiency of education system as a whole.			

USAID/Guatemala
Ongoing Program-
Future Program

VOCATIONAL/
TECHNICAL TRAINING

<u>A.I.D. Policy</u>	<u>LAC Strategy</u>	<u>LAC/DR/EST Kissinger Briefing Documents</u>	<u>Bipartisan Commission Recommendations</u>	<u>USAID/Guatemala Ongoing Program- Future Program</u>
<ol style="list-style-type: none">1. Adolescents and adults: vocational education & skills training related to employment & improving productivity.2. Promote employers' involvement & participation in planning & implementing training programs.3. Formal Sector: in-service training with strong & direct employer role in implementing training programs.4. Informal Sector: nonformal approach with as direct a role as possible for FVOs & local producer's associations.	<ol style="list-style-type: none">1. Shift to marked emphasis on skills training & employment generation coupled with targeted human resource development primary through provision of flexible training opportunities plus focussed outreach activities.2. Top priority for development of more extensive & effective skills training, arrangements, & institutions.3. Specific areas to be supported:<ol style="list-style-type: none">a. Improving flexibility & capability of selected skills institutions. Establishments to provide job-specific training for new workers & to upgrade skills of existing workers.	<ol style="list-style-type: none">1. Expand access to relevant skills training & vocational education in formal & nonformal settings including in-plant training.2. Coordinate training with private sector needs.3. Improve caliber of instruction, primarily by fostering greater involvement of private sector.4. Emphasize expansion of skills training institutions supported by payroll tax in close collaboration with private sector.	<ol style="list-style-type: none">1. Expanded program of secondary level technical & vocational education.2. Vocational training in agriculture.3. In business & public administration, increased support for INCAE.	<ol style="list-style-type: none">A. <u>ONGOING PROGRAMS</u> NoneB. <u>FUTURE PROGRAMS</u> Pending results of private sector assessment scheduled for late FY'85.

VOCATIONAL/
TECHNICAL TRAINING
(continued)

A.I.D. Policy

5. Support initiatives of community organizations (including groups of employers) for specific vocational & technical training.
6. Encourage flexibility in mechanisms for service delivery.
7. Encourage service agency approach: intermediate institution provides technical support & expertise but does not initiate training.
8. Encourage training for women.
 - a. Promote greater coordination of skills training activities with private sector in managing & administering programs & executing in-service skills training activities.

LAC Strategy

- c. Encourage adoption & transfer of skills training curricula, instructional materials, training aids, & other relevant training technology in countries where needed.
5. Develop programs for private sector participation in setting employment standards, assessment of the labor market, & judging products of training.
6. No quantitative expansion of installed facilities.
7. Early introduction of prevocational education.

LAC/DR/EST
Kissinger Briefing
Documents

Bipartisan Commission
Recommendations

USAID/Guatemala
Ongoing Program-
Future Program

	<u>A.I.D. Policy</u>	<u>LAC Strategy</u>	<u>LAC/DR/EST Kissinger Briefing Documents</u>	<u>Bipartisan Commission Recommendations</u>	<u>USAID/Guatemala Ongoing Program- Future Program</u>
<u>HIGHER EDUCATION</u> (\$80,000,000)	Not addressed, except via participant training.	<ol style="list-style-type: none"> 1. Institutional support for universities seen as very costly. 2. Only significant investment in higher education in area of business management & administration. 3. Propose to finance staff training & limited physical plant construction for a few selected institutions in the region to provide high quality undergraduate & MBA-level programs in business administration & related disciplines. 	<ol style="list-style-type: none"> 1. Educational reform at postsecondary, but not indicated. 2. Concentrate on upgrading administrators & faculty in a few carefully selected institutions. 3. Increase participant training, T.A., & exchange programs using host country, U.S., & 3rd country facilities. 	<ol style="list-style-type: none"> 1. With Central American governments & universities, develop long-term plan to strengthen major universities (focusing on quality improvements). 2. Vehicles: <ol style="list-style-type: none"> a. Technical assistance b. Improvements in libraries & labs. c. Recruitment & training of junior faculty & young administrators. d. Refresher training & upgrading of existing faculty & administrative staff. 	<ol style="list-style-type: none"> A. <u>ONGOING PROGRAM</u> None B. <u>FUTURE PROGRAMS</u> <ol style="list-style-type: none"> 1. <u>Rural Scholarship Program</u> (\$300,000) -LAC/DR/EST: 1,3 -NBCCA: 2f. 2. <u>EDUCREDITO</u> (\$3.0 million) -LAC/DR/EST: 2,3 -NBCCA: 2.f. 3. <u>Highlands Indigenous Institute</u> (\$5.0 million) -LAC/DR/EST: 2,3 -NBCCA: 1,2a.b.c.d.

40

A.I.D. Policy

LAC Strategy

LAC/DR/EST
Kissinger Briefing
Documents

Bipartisan Commission
Recommendations

USAID/Guatemala
Ongoing Program-
Future Program

HIGHER EDUCATION
(continued)

- e. Pairing U.S. & Central American universities.
 - f. Significant expansion of opportunities for faculty, students, & administrators to visit U.S.
3. Constraints include:
- a. Over-extended facilities.
 - b. Over-emphasis on traditional skills at expense of applied disciplines.
 - c. Poorly trained instructors.
 - d. High attrition rates.
 - e. High politicization.
5. Graduate Normal School
(\$6.0 million)
- LAC/DR/EST: 1
-NBCCA: 1,2a.f.

	<u>A.I.D. Policy</u>	<u>LAC Strategy</u>	<u>LAC/DR/EST Kissinger Briefing Documents</u>	<u>Bipartisan Commission Recommendations</u>	<u>USAID/Guatemala Ongoing Program- Future Program</u>
<u>ADULT EDUCATION</u> \$130,000,000 (Basic and Adult Education)	Not directly addressed; only through technical training.	<ol style="list-style-type: none"> 1. Willingness to support programs directed toward reducing "pockets" of illiteracy, especially among marginal groups. 2. In basic education for adults, provide support through other adult-oriented programs in agriculture, health, nutrition, & population planning. 	Not addressed.	Creation through the Peace Corps of a Literacy Corps as a remedial effort for adults & children over 10 who have received no schooling.	<ol style="list-style-type: none"> A. <u>ONGOING PROGRAMS</u> <ol style="list-style-type: none"> 1. <u>Nonformal Education</u> (\$3.8 million) Reprogrammed -LAC: 1 B. <u>FUTURE PROGRAMS</u> <ol style="list-style-type: none"> 1. <u>Adult Literacy Skills</u> CPG (\$700,000) -LAC: 1,2 2. <u>National Distance Education Foundation</u> (\$15.0 million) -LAC: 1

Best Available Document

92

	<u>A.I.D. Policy</u>	<u>LAC Strategy</u>	<u>LAC/DR/EST Kissinger Briefing Documents</u>	<u>Bipartisan Commission Recommendations</u>	<u>USAID/Guatemala Ongoing Program- Future Program</u>
<u>PARTICIPANT TRAINING</u>	<ol style="list-style-type: none"> 1. Participant training to be encouraged for three purposes: <ol style="list-style-type: none"> a. Staff development for AID-assisted projects. b. Strengthening of key development institutions. c. Establishment of local training capabilities. 2. AID policy does not encourage: <ol style="list-style-type: none"> a. General participant training which is not linked to specific development objectives. b. Training of teaching faculty in technical fields of disciplines not judged. 	<ol style="list-style-type: none"> 1. Careful targeting of participant training. 2. Stress flexibility to assure top- & mid-level resource development in areas not necessarily embraced in the respective sectoral programs, but which can be vital in the development process. 3. Encouragement of active participation of private sector in administering programs & in sharing costs of some participant training. 	Not addressed.	<ol style="list-style-type: none"> 1. A program of 10,000 government-sponsored scholarships to bring Central American students to the U.S. 2. 5,000 four- to six-year university scholarships. 3. 5,000 two- to four-year vocational/technical scholarships. 4. Program should involve: <ol style="list-style-type: none"> a. Careful targetting to encourage participation by young people from all economic & social classes. b. Maintenance of existing admission standards by providing intensive English & other training as part of the program. 	<ol style="list-style-type: none"> A. <u>ONGOING PROGRAMS</u> All items consistent with AID Policy & LAC Regional Strategy -LAC Training Initiatives -CBI Scholarship Program B. <u>FUTURE PROGRAMS</u> 1. <u>CLASP "CAPS" Program</u> (\$__ million) Consistent with: <ul style="list-style-type: none"> -AID Policy: 1a,b,c.,3,4,6,9 -LAC: 1,2 -NBCCA: 1,2,3,4a,b,c,d,e.

Best Available Document

PARTICIPANT TRAINING
(continued)

A.I.D. Policy

LAC Strategy

LAC/DR/EST
Kissinger Briefing
Documents

Bipartisan Commission
Recommendations

USAID/Guatemala
Ongoing Program
Future Program

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|---|---|
| <p>c. Training which could otherwise be accomplished cost-effectively in local training activities.</p> <p>3. Encourage training opportunities for women.</p> <p>4. Training in U.S. to be limited to fields in which training is not available locally, for which U.S. training is cost-effective, or which support other strategic considerations such as exposure of key leaders to U.S. institutions & practices.</p> <p>5. Long-term academic training in U.S. institutions should be concentrated on graduate training.</p> | <p>c. Mechanisms to encourage graduates to return to home countries after completing education.</p> <p>d. Arrangements by which Central American countries bear some program cost.</p> <p>e. Availability of 100 to 200 scholarships to mid-career public service officials & a further 100 for university faculty exchanges.</p> |
|---|---|

94

PARTICIPANT TRAINING
(continued)

A.I.D. Policy

LAC Strategy

LAC/DR/EST
Kissinger Briefing
Documents

Bipartisan Commission
Recommendations

USAID/Guatemala
Ongoing Program-
Future Program

6. In some specialized technical fields, a B.A., A.A., or certificate may be appropriate.
7. Nonspecialized undergraduate training in U.S. is not encouraged & should be supported only as a limited & interim response for countries which have not yet developed local training capacity at this level.
8. With few exceptions, AID support for academic training in U.S. institutions will be limited to 3 academic years.
9. Local & internal short-term training is encouraged.

87

	<u>A.I.D. Policy</u>	<u>LAC Strategy</u>	<u>LAC/DR/EST Kissinger Briefing Documents</u>	<u>Bipartisan Commission Recommendations</u>	<u>USAID/Guatemala Ongoing Program- Future Program</u>
<u>PARTICIPANT TRAINING</u> (continued)	<p>10. Provisions for post-training follow-up & professional support.</p> <p>11. Encourage privately sponsored training.</p> <p>12. Private sector views should be sought & included in assessments of needs & establishment of priorities.</p>				
<u>PUBLIC ADMINISTRATION</u>	Not Addressed	Not addressed	Not addressed	*** Must insert NBCCA rec. for Public Administration.	<p>A. <u>ONGOING PROGRAM</u> None</p> <p>B. <u>FUTURE PROGRAMS</u></p> <p><u>Public Sector Project (\$3.0 million)</u> NBCCA: Must list recommendations consistent with proposed project.</p>

ANNEX 6
COUNTRY TRAINING PLAN FOR GUATEMALA

February 1985

TABLE OF CONTENTS

	<u>Page</u>
<u>SECTION I</u>	
A. Background	1
B. General Strategy	1
C. Issues Identification	3
1. Adherence to Jackson Plan Rationale	3
2. Focus on the Target Groups	3
3. Language Problems	4
4. Cost Sharing	4
5. Obligating Mode	4
6. Contracting	4
7. Macro-Economic and Policy Promotion	5
8. Gray Amendment	5
9. Administrative Costs of Technical Committees	5
10. Coordination with USIS and ROCAP	5
11. Program Management and Mission Staffing	5
12. Evaluation	6

SECTION II - FY 1985 - FY 1989 OPERATIONAL OUTLINE

Functional Organization Chart	9
A. Opening Statement	10
B. Selection Committee	10
C. Contractor	11
D. Technical Committees	11
1. Special Concerns Committee	11
2. Public Sector Committee	13
3. Private Sector Committee	14
4. Academic Sector Committee	15
5. Special Program Committee	17

SECTION III - FY 1985 COUNTRY SPECIFIC TRAINING PROGRAM

A. Opening Statement	21
1. Area of Concentration: Education.	21
2. Area of Concentration: Health and Population	22
3. Area of Concentration: Agriculture	23
4. Area of Concentration: Private Sector	24
B. Special Training Programs	25

SECTION I

A. Background

The Central American Peace Scholarship (CAPS) Project is a major non-traditional training initiative recommended by the National Bipartisan Commission on Central America (NECCA). STATE 9534 dated January 11, 1985 (Annex A) announced the DAEC approval of the AID/W project paper encompassing the total AID involvement in the program. This cable also provided guidance for the preparation of individual country five-year plans and specific FY 1985 Action Plan. GUATEMALA 1057, dated January 30, 1985 (Annex B) explained this Mission's Operational Plan for the five-year program and requested funding for the specific FY 1985 initiative. This paper includes the outline of the Five-Year Operational Plan as Section II and the Specific FY 1985 Action Plan as Section III. Additionally, as part of Section I, it provides this background statement, a brief strategy outline, and a section identifying issues. Strategy and issue statements are deliberately brief as this paper is intended principally to provide the framework of the five-year operational outline and the specific FY 1985 Action Plan so as to permit allocation and use of 1985 funds. A more elaborate treatment of strategy and issues will be included in the country training plan (CTP) for 1986-1989 to be submitted at a later date. Nevertheless, the FY 1985 Action Plan has been carefully considered in terms of existing strategy and wider Jackson Plan and CAPS objectives as outlined in the AID/W project paper (PP). The Mission is convinced it is not only operationally feasible but also thoroughly consistent with all of these and is particularly responsive in the degree to which it involves indigenous and disadvantaged persons and women, and is aimed toward both basic human needs and the promotion of a more vigorous private sector.

B. General Strategy

The proposed scholarship program responds directly to both USAID and the Government of Guatemala's development strategies. Over the past decade, the Guatemalan Government has focused increasingly on the seriousness of the country's socio-economic problems, identifying the wide inequities in income and other indicators of well-being which exist between the modern sector and the traditional agricultural economy. Successful national plans as well as annual budgets have been consistently over-optimistic about the capacity to implement develop-

ment programs. Training plans have identified critical institutional weaknesses in the area of project design and execution, particularly inadequate technical capability and limited administrative capacity. These factors as well as budget realities have constrained national growth.

Recognizing this overriding reality and working in the context of the larger Jackson Plan rationale for promotion of democratic processes, USAID is targeting CAPS resources toward closing human capacity and work force gaps across a range of functional areas critical to the support of democratic processes as well as of economic and domestic development objectives. Its particular focus is on upgrading skills and opportunities among Guatemala's indigenous, female and economically/socially disadvantaged groups. Toward this, the Mission's operational plan establishes five separate technical committees charged with recruitment and nomination activities. Each of these committees has appropriate Mission and both public and private sector Guatemalan representation. An overall coordination and final selection approval committee controlled by the Mission is to ensure the smooth functioning of the program and adherence to the larger program rationale. For the CTP the Mission also plans to employ the services of a master contractor directed to processing, placement and support of participants in the States, and follow-up on their return. Even though the criteria for each technical committee promotes training for socially and economically disadvantaged Guatemalans and mandates strong participation by indigenous citizens and women, one of the five technical committees (the Special Concerns Committee) has this as an exclusive action area. The remaining committees cover as separate target areas (1) the private sector, (2) the academic sector, (3) the public sector (with particular focus on policy reforms, fiscal and monetary soundness, and efficiency of operations), and (4) special cases, principally private individuals as walk-ins and training in support of the objective of promoting the growth of democratic ideals and processes.

To further ensure adherence to the larger strategy and logic, the CTP developing the final four years of the program will set forth non-binding but precise budget and short-term/long-term guidelines for each targeted functional area. In response to Agency, Congressional and Mission desires for a rapid start-up, a separate FY 1985 program (Section III) has been developed and, subject to the timely availability of funds, is ready to begin sending participants to the States in May 1985. Briefly, some 240 participants in ten short-term programs are intended and 20 more should begin long-term training in various

101

disciplines, five each in education, agriculture, private sector promotion, and health and population. A very large percentage of these are women and/or indigenous citizens. FYI, as part of the evaluation process for the short-term first year participants, the Mission will be asking cooperating institutions and contractors to identify individuals who may be capable of longer term training. End FYI.

To help obviate language and culture shock problems and to facilitate processing, the Mission is employing a group training concept (fifteen to thirty persons in each group) and has arranged for all short-term training in this first year at least to be in Spanish. Although the first year program is being managed separately from the final four, considerable care has been taken to ensure it is compatible with the spirit and strategy of the whole. Arrangements for contracting and S&T/IT support for the implementation of the FY 1985 program are nearing planning completion and are pending availability of funds.

C. Issues Identification

Global program issues have been covered in the AID/Washington approved regional project paper. Additionally, GUATEMALA 1057 (Annex B) covers a range of Guatemala-specific issues preliminary to proceeding with first year funding and implementation. As noted in GUATEMALA 1057, the Mission believes treatment of the early crucial issues to date is adequate and the FY 1985 program should proceed. However, as we develop the CTP for the final four years, we plan a more in-depth look at the range of issues and concerns important to overall program success, including the following:

1. Adherence to Jackson Plan Rationale

Beyond the social and economic rationale for training programs, the Jackson Plan (and NBCCA) identified sound training as a way to increase the appeal of and support to democratic processes. While this has always been an unspoken premise of AID programs, the Mission is structuring selection and training activities with a more direct eye to achieving this result.

2. Focus on the Target Groups

The Mission will be monitoring first year performance carefully to build on lessons learned to identify effective ways to press for continued inclusion of a high percentage of

102

participants from the target groups, including women, indigenous Guatemalans and socially/economically deprived persons. Concentration on these target groups is viewed as particularly valid not only for social and economic development purposes, but also as support to the growth and extension of democratic processes. We are particularly interested in evaluating the performance of the "group" concept to help deal with the deeper language and culture shock phenomena anticipated for these groups.

3. Language Problems

Since more than 50% of Guatemala's population is composed of indigenous persons for whom even Spanish is a second, and frequently remote, language, we will be looking for ways to resolve this constraint to the Mission's minority-targeted efforts.

4. Cost-Sharing

We anticipate significant problems with obtaining any cost sharing for most of the minority-focussed programs. In other areas, we want to test the limits of cost-sharing generally and will be attempting to develop realistic guidelines for institutionally and private sector-sponsored candidates.

5. Obligating Mode

Because of time constraints that prohibit effective contract bidding, the Mission plans to obligate funds in the first year through a series of PIO/Ps. We will be assessing this further as we go along and, while we have a definite obligating mode plan in mind for the CTP, we will continue to look for other options that may be operationally more flexible. The key constraint here is that the Mission does not believe that operational control and effective response to the program's wider CAPS and Jackson Plan goals would be well served by a grant obligation to any one or even several host country institutions. We will be looking carefully at this.

6. Contracting

Longer term contracting needs and options will be worked out with LAC/DR/EST and S&T/IT. First year contracting needs are being met on a case-by-case basis. For the final four years, initial Mission sentiment leans toward one master contractual arrangement along the lines of the AMIDEAST con-

103

tract for the Egypt Peace Fellowships Program, but with stipulations for a strong linkage between the Guatemala specific contractor and S&T/IT's general contractor(s) (possibly even as a subcontract with S&T/IT's principal contractor) for purposes of effective coordination overall.

7. Macro-Economic and Policy Promotion

The Mission sees a real need to include a macro-economic and policy package as a special target training activity. During 1985 the Mission's Program Economist and the Training Officer will be leading efforts to design a four-year training package focussed on enhancing the policy dialogue and economic performance.

8. Gray Amendment

The Mission is making special efforts to fulfill Gray Amendment requirements and has been consulting with LAC/DR/EST on additional measures that might be taken, including the legality and advisability of issuing invitational travel orders to selective HBCUs that are thought to be particularly well qualified to provide training services to our program.

9. Administrative Costs of Technical Committees

These committees are to be composed of a wide range of Mission and Guatemalan representatives. For the latter, their work will necessarily involve some support arrangements. The Mission will be identifying these as much as possible for inclusion as allowable items for the contract firm to cover as part of its coordination and processing responsibilities.

10. Coordination with USIS and ROCAP

Each of these organizations has separate funding for separate programs and the Mission is concerned that close coordination exist among the groups to avoid duplication and toward formulation of some special programs, e.g., the macro-economic and policy packages. The Mission will keep these organizations as well as other Country Team elements current on its program through direct Mission contacts and contractor reports.

11. Program Management and Mission Staffing

This is a major program initiative with considerable U.S. and FSN direct hire and contract staffing implications.

104

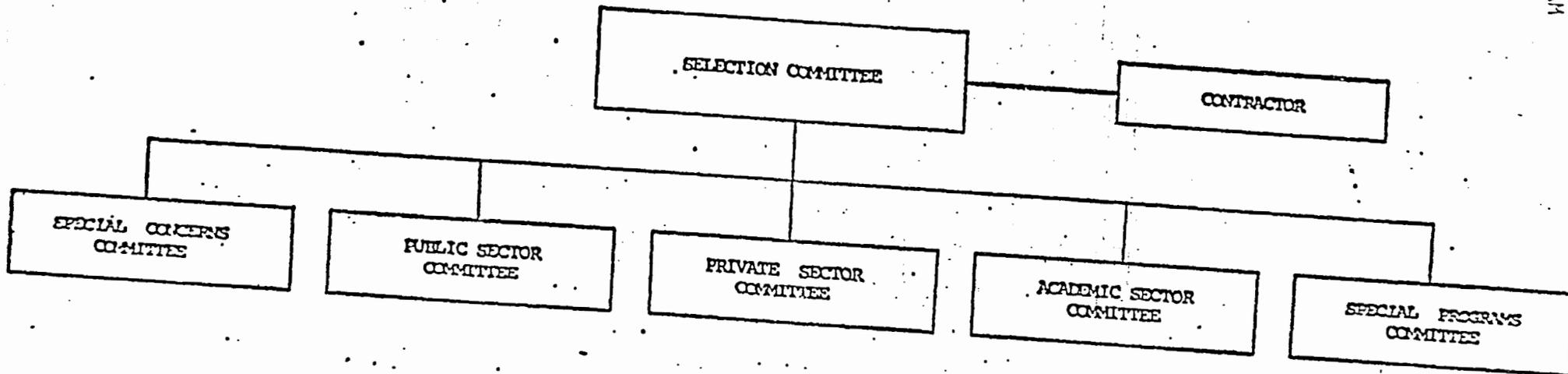
While this Mission believes it currently has the program well in hand, we believe it is necessary to look closely at these needs as the program progresses as well as at equipment requirements for planning, tracking and reporting purposes.

12. Evaluation

Given the size and scope of this training program, the emphasis on disadvantaged group participation, and the promotion of larger than usual AID objectives mandated by the Jackson Plan and NBCCA recommendations, the Mission anticipates a need for continuous internal evaluation of program progress and probably annual wider reviews. The Mission also anticipates that response to these concerns will probably result in higher than normal levels of individual participant failure as well as potential concern among some host country opinion makers as to the true nature and intentions of the U.S. in sponsoring this program. A frequent and multi-interest evaluation schedule is needed and will be developed for inclusion in the CTP to be submitted later this spring or in early summer.

105

CAPS TRAINING PROGRAM
Functional Organization Chart



106

SECTION II

A. Opening Statement

As noted throughout Section I, the Mission is preparing a CTP with greater narrative detail discussing strategy and issues for submission later this spring or early summer. The CTP will serve as a fuller statement of five year objectives and anticipated EOPS in selected areas of program concentration. This CTP will in turn be implemented through separate and specific FY Action Plan submissions detailing each year's activities. Separate year plans will build on lessons and gains of prior years and, hopefully, a cross-fertilization of ideas and experiences from across the region. The following pages do not attempt to prejudge this exercise, but are directed exclusively to an outline of the operational structure and implementation mode this Mission proposes to use to control the mechanics of the program and to assign priorities and budgets. The outline identifies the control structure and the responsibilities of each operating unit, including selection criteria for each of the technical committees. These operating units are as follows:

B. Selection Committee

Responsibilities

- Review of candidates' documentation (after presentation by technical committees and screening by the Contractor).
- Final selection of participants to attend training programs.
- Transfer of all documentation to Contractor for placement and related services.
- Monitoring and control of contractor activities.
- Overall coordination with all in-country, regional and U.S. participating entities.
- Evaluation and day-to-day direction of the whole program.

107

Chaired: PRM:TRG, USAID/Guatemala

Education Officer
Agriculture Officer
Health Officer
PDSO Officer

C. Contractor

Responsibilities

- Preliminary screening of participants proposed by technical committees before the Selection Committee makes final selection.
- Documentation on approved participants will be returned to Contractor to proceed with all the logistic services involved, such as: identification of training institutions, placement of students, all related payments (university fee, books, health insurance, maintenance allowance, thesis, etc.), the issuance of a student's visa, maintenance advance, international travel, English language, etc.
- Training institutions and training budgets presented by the Contractor will need the approval of the Selection Committee.
- Contractor will have to present a report three times a year on the financial status of the program and students' progress.

D. Technical Committees

1. Special Concerns Committee

Purpose: Selection of indigenous citizens, women and/or individuals who are socially or economically disadvantaged.

Target Students: Individuals from the target groups drawn from rural and marginal urban areas.

Indian Leadership Committee

102

Selection Criteria:

- Membership in a special concern population.
- Financial needs of the individual.
- Ability to influence peers or subordinates.
- Potential for long-term leadership within the country.
- The importance of the training to development needs.
- The level of training required by the country.

Levels and Fields of Training: Generally, intensive short-term training in the Spanish language in the U.S. will focus on basic and intermediate levels of administration and management skills related to the following fields: village government, education, health and population, nutrition, agriculture, and cooperative marketing and production. Group training should be used wherever feasible.

Candidates Requirements:

- A native of Guatemala.
- Diploma of secondary studies (not a fixed requirement).
- Resident of the rural and/or marginal urban areas of the country.
- Working in the fields indicated above.

Committee Responsibilities:

- Dissemination of publicity and information on the training program to interested institutions or individuals.
- Recruitment of candidates who meet the requirements.
- Documentation assistance to nominated candidates before presentation to the Selection Committee for approval.

Institutions Represented in this Committee

- Chaired by: PRM/TRG, USAID/Guatemala
- INACOP (Cooperatives)

109

- CAPS (Centro de Adiestramiento para Promotores Sociales) (Rafael Landívar University)
- Desarrollo de la Comunidad
- Movimiento Campesino Independiente
- AIFLD Representative
- ASINDES-ONG (represents 27 PVOs) (ONG = organizaciones no gubernamentales)
- Peace Corps representative
- INTA representative
- DIGESA representative
- DIGESS representative

2. Public Sector Committee

Purpose: Selection of candidates working at the planning, implementation, technical, managerial and administrative levels of government to upgrade their skills, particularly when they hold specialized positions that are critical to development priorities.

Target Students: Public sector employees working for government and parastatal institutions.

Selection Criteria: Candidates for training programs should satisfy one or more of the following:

- Importance of the training to development needs.
- Potential of the candidate to eventually assume a leadership role in the country.
- Level of training required by the institution.
- Potential positive impact on public sector performance.
- Membership in a special concerns target group.

Levels and fields of Training: Short-term or undergraduate/graduate training programs at the technical and professional levels in the following areas: finance, economy, policy formulation, negotiations, rural development, technology transfer, planning and institutional development.

Candidates' Requirements:

- Guatemalan citizen.
 - Minimum five years experience in the public sector.
 - Presently working in a public sector institution.
 - Working in a priority sector.
 - Minimum knowledge of English language (TOEFL 400)
 - Secondary and/or higher academic credentials
- 110

Committee Responsibilities

- Dissemination of publicity and information on the training program to associated institutions or individuals.
- Recruitment of candidates that meet requirements.
- Prior review and approval of committee candidates to be presented to the Selection Committee for approval.

Institutions Represented in this Committee:

- Chaired by: PRM/TRG, USAID/Guatemala
- INAP
- SEGEPLAN
- Civil Service
- Municipality
- INFOM
- DIGESA
- INDE
- INTA

3. Private Sector Committee

Purpose: Selection of individuals from different levels of the private sector to attend training programs that will improve business practices and thereby increase productivity and employment. Also selection of an increased number of private sector individuals to attend training for planning, implementation, technical, managerial and administrative skills.

Target Students: Individuals holding ownership, administrative or key technical positions in small and medium enterprises throughout the country.

Selection Criteria: Candidates for training programs should satisfy one or more of the following:

- Relevance of the training to productivity and employment concerns.
- Availability in the U.S. of the training desired.
- Potential positive impact on private sector growth.
- Potential of the candidate to eventually assume a leadership role in the county.
- Financial need of the candidate.
- Willingness of sponsors to share costs.

- Degree of certainty that the trainee will effectively be employed upon returning to the country.
- Membership in a socially or economically disadvantaged group, including women.

Levels and Fields of Training: Direct technology transfer as well as short-term training programs at the technical level and academic training in the following fields:

- Business administration
- Economic development
- Non-traditional exports

Candidates' Requirements

- Guatemalan citizen.
- Minimum five years of experience in the private sector.
- Presently working in the private sector.
- Minimum knowledge of English language (TOEFL 400).
- Secondary and/or higher academic credentials.

Committee Requirements:

- Dissemination of publicity and information on the training program to related institutions or individuals.
- Recruitment of candidates that meet requirements.
- Prior review and approval of committee candidates to be presented to the Selection Committee for approval.

Institutions Represented in this Committee

- Chaired by: PRM/TRG, USAID/Guatemala
- Gremial de Exportadores
- Asociación de Gerentes
- Cámara Empresarial
- Cámara de Industria
- Cámara de Comercio
- Other professional associations

4. Academic Sector Committee

Purpose: Training for academic leaders in administration, management and academic disciplines principally concerned

with development of democratic processes and social and economic development.

Target Students: Current and potential academic leaders at all levels of the educational system.

Selection Criteria: Candidates for training programs should satisfy one or more of the following:

- Importance of the training to educational sector needs.
- Potential impact on the academic sector.
- Potential of the candidate to eventually assume a leadership role in the country.
- Financial need of the candidate.
- Willingness of sponsors to share costs.
- Degree of certainty that the trainee will effectively be employed upon returning to the country.
- Membership in a socially or economically disadvantaged group, including women.

Levels and Fields of Training: Training in management, administrative and individual disciplines, including graduate level training in such priority development areas as: rural development, health and nutrition, human resources, energy, population, economics and finance, environment, science and technology, planning and institutional development..

Candidates' Requirements:

- Guatemalan citizen.
- Minimum five years experience in the academic community.
- Presently working in the academic community.
- Minimum knowledge of English language (TOEFL 400).
- Academic credentials (degree required).

Committee Requirements:

- Dissemination of publicity and information on the training program to related institutions or individuals.
- Recruitment of candidates that meet requirements.
- Prior review and approval of committee candidates to be presented to the Selection Committee for approval.

Institutions Represented in this Committee:

- Chaired by: PRM/TRG, USAID/Guatemala
- San Carlos University
- Rafael Landívar University
- Del Valle University
- Mariano Gálvez University
- Francisco Marroquín University

5. Special Program Committee

Purpose: To allow training opportunities to candidates who apply as individuals or who are not specifically covered by other sector committees. Preference will be given to individuals who are socially and/or economically disadvantaged. This committee will also seek to identify specific training opportunities in support of the Jackson Plan rationale of promoting the growth of democratic ideals and processes.

Target Students: Individuals from all sectors and from both rural and urban areas.

Selection Criteria:

- Relevance to promotion of democratic ideals and processes.
- Abilities to influence peers or subordinates.
- Financial need of the individual and total costs of the training.
- Importance of the area of training to the development needs of the country.
- Membership in a special concern population.

Levels and Fields of Training: Both short-term training and longer term academic training in fields identified as relevant to the growth of democratic ideals and processes and/or as priorities for the economic or social growth of the country.

Candidates' Requirements:

- A native of Guatemala.
- Diploma of secondary studies (not a fixed requirement for short-term training).
- Working in a priority area.

GUATEMALA
CAPS TRAINING PROGRAM
Page 18

- Willingness of individual or sponsor to share costs, as feasible.
- Membership in a socially or economically disadvantaged group including women.

Candidates in this group will be considered by one of the regular committees, as determined by the Program Office, or if this is not applicable, by the Selection Committee itself.

SECTION III

A. Opening Statement

As mentioned in Section I, the following specific training programs comprise the Mission's intended FY 1985 Action Plan, including ten short-term courses for 240 participants and 20 individual long-term programs. Total program costs will fall within the \$3.4 million in FY 1985 CAPS training funds requested in GUATEMALA 1057 (Annex B). Exact budget requirements for the proposed first year program are expected to approximate closely the amount to be allocated. However, if any funds are remaining or are provided additionally, they will be directed to special or repeat activities as described in Section III.

C. Descriptions of the FY 1985 training proposals by areas of concentration follow. Implementation details have been either fully worked out already or are under discussion with appropriate institutional contractors. Final agreements are pending availability of funds. Because of the pending status of funds overall and/or the still on-going discussions with various implementing institutions, all program starting dates are listed as tentative.

1. Area of Concentration: EDUCATION

Short-Term Training Programs:

- a. Curriculum Development: Instructional methods in the teaching of reading.
- b. Curriculum Development: Instructional methods in the teaching of mathematics.
- c. Instructional Technology: Production of printed materials for non-literate audiences.

Each of these three short-term training programs will have 20 participants of whom at least half will be women. Training programs will include:

- Two weeks of technical training.
- One week of on-the-job observational training in related areas.
- A one-week visit to Washington, D.C.

Duration of each program: 1 month

Language: Spanish

Location: United States

Design of the content of this training program is in process with institutions that can provide the intended training in the U.S. The one-week visit to Washington, D.C. will be managed by the Washington International Center.

Participants are being selected from socially/economically disadvantaged groups. Most will be indigenous.

Programs are tentatively scheduled to start May 1985.

Contractor services will be provided through S&T/IT.

Long-Term Training:

Academic degree programs preceded by up to one year of English language training in the U.S. One each for the following:

- a. International Educational Development
- b. Educational Anthropology
- c. Educational Administration
- d. Curriculum Development

Programs are tentatively scheduled to start September 1985. Participants are being identified.

2. Area of Concentration: HEALTH AND POPULATION

Short-Term Training Programs:

- a. Family Planning Communication
- b. Improvement of Managerial Techniques

Each of these two short-term training programs will have 30 participants, all of whom will be women. Training program will include:

- Two or three weeks of technical training
- A one-week observational visit to Washington, D.C.

Duration of each program: 1 month

Language: Spanish

Location: Miami and Washington, D.C.

Design of content of this training program is being implemented by INCAE International, a branch operation of Harvard University. The one-week visit to Washington, D.C. will be managed by the Washington International Center.

Participants are being selected from socially/economically disadvantaged groups from rural and marginal urban areas. Some of them will be indigenous. Most have already been identified.

Programs are tentatively scheduled to start May 1985.

Contractor services will be provided through S&T/IT.

Long-Term Training:

Academic degrees preceded by up to one year of English language training in the U.S. One each for the following:

- a. Demography
- b. Public Health Administration
- c. Health Administration
- d. Advanced Clinical Training

These long-term training programs are tentatively scheduled to start September 1985. Participants are being identified.

3. Area of Concentration: AGRICULTURE

Short-Term Training Programs:

- a. Business Management
- b. Soil Conservation
- c. Small Livestock Entrepreneurs

Each of these three short-term training programs will have 20 participants, of whom a good number will be indigenous citizens and/or women. Training programs will include:

- Two or three weeks of technical training
- A one-week observational visit to Washington, D.C.

Duration of each program: 1 month

Language: Spanish

Location: United States

Design of the content of these programs is in process with institutions that can provide this training in the U.S. The one-week visit to Washington, D.C. will be managed by the Washington International Center.

Participants are being selected from the rural and marginal areas and from socially/economically disadvantaged groups. Training (A) will be for cooperatives; (B) for rural small farmers of the Highlands; and, (C) for women livestock entrepreneurs from the Highlands.

Programs are tentatively scheduled to start May 1985.

Contractor services will be provided through S&T/IT.

Long-Term Training:

Academic degrees preceded by up to one year of English language training in the U.S. One each for the following:

- a. Soil Conservation
- b. Forest Management
- c. Farming Systems Research
- d. Farm Management - Ag Economy

Programs are tentatively scheduled to start September 1985. Participants are being identified.

4. Area of Concentration: PRIVATE SECTOR

Short-Term Training Programs:

- a. Marketing Management for Smaller Enterprises
- b. Multinational Marketing Management Program

Each of these two short-term training programs will have up to 30 participants. Participation will include women.

Training programs will include:

- From two to six weeks of technical training
- A one-week observational visit to Washington, D.C.

Duration of each program: 1 month minimum

Language: Spanish
Location: Miami and Washington, D.C.

Design of the content of this training program is being implemented by INCAE International, a branch operation of Harvard University. The one-week visit to Washington, D.C. will be managed by the Washington International Center.

Programs are tentatively scheduled to start May 1985.

Contractor services will be provided through S&T/IT.

Long-Term Training

Academic degrees preceded by up to one year of English language training in the U.S. One candidate each for each of the following:

- a. Non-Traditional Exports
- b. Agro-Business of Non-Traditional Exports
- d. Marketing Management
- d. International Marketing

Programs are tentatively scheduled to start September 1985. Participants are being identified.

B. Special Training Programs

1. Special training program will be for individuals who meet general selection criteria but who are not covered by institutional programs for FY 1985. They may be short or long-term with priority given to candidates from socially/economically disadvantaged groups.

2. If first-year funds are still available after the proposed programs are funded, they will be used to duplicate one or two of the more successful short-term training programs given in this fiscal year or to fund special efforts that may be identified as part of the Jackson plan objective to support the growth of democratic ideals and processes.

ANNEX 5
METHODOLOGY USED TO ACCESS DATA AND INFORMATION

ANNEX 5

METHODOLOGY FOR ACQUISITION OF DATA AND INFORMATION

The planning team acquired the necessary information for the development of each respective section using available documents from the Mission and approximately 70 documents contained in a data library developed specifically for the Guatemala exercise. In addition, the Mission Education Office made its personnel available throughout the two-week period for the provision of invaluable expertise and experience. Some personal contacts outside A.I.D. were required to complement the in-house expertise. The strategy was to maximize the acquisition of data while minimizing the probability of creating false expectations relative to expansion of current education-related activities or possibilities of future projects.

The brief summary that follows will assist the reader in understanding the data sources for the development of each respective section.

Primary Education

The data bank jointly developed by the Mission in cooperation with LAC/DR/EST and the Academy for Educational Development was the primary source of information. The Mission Education Office personnel served as a complementary and invaluable resource for additional information used in the related analyses and subsequent proposal of activities.

The only external contact necessary for the planning exercise at this level was made with the World Food Program, and as a result, a tentative two-year commitment was made to complement the Mission-funded bilingual education activities with a supplementary food program for all primary school-age children enrolled in the project. The objective is to determine if both actions have a positive impact on school attendance, enrollment, and retention.

Vocational/Technical Education

This portion of the document was developed by a Mission direct-hire Education Officer whose knowledge of technical/vocational education is such that his expertise, combined with the available documents, was enough to make a qualitative assessment of the needs without going outside the Mission.

Adult Education

The Chief of the Education Division from USAID/Honduras provided the expertise for the development of the section responsive to the NBCCA recommendations. Although the expert responsible for this section is very familiar with Guatemala and has backstopped the Mission for approximately seven years, it was necessary to make some contacts outside the Mission to obtain additional data and updated information.

Higher Education

This section was developed by a retired A.I.D. Education Officer who now resides in Guatemala and who has been instrumental in strengthening higher education institutions in Central America and continues to provide technical assistance for program development, implementation, and evaluation.

To obtain updated information and data, the specialist developed a questionnaire reflecting the NBCCA recommendations. It was then provided to each higher education representative for the purpose of identifying needs. This approach, along with on-site interviews with the decisionmakers from each institution; provided the baseline data for recommended projects in higher education.

Public Administration

This portion of the document was also developed by the Mission's direct-hire Education Officer, so outside contacts were unnecessary. Additionally, the Mission included training in the United States in the area of Public Administration for qualified Guatemalans in the Country Training Plan (CTP) for the 1985-89 period.

Participant Training

All participant training for the 1985-89 period is included in the Mission's Country Training Plan (CTP) which was developed by a team of experts who used the NBCCA recommendations and identified Mission needs as a base for analyzing human capital development goals and priorities.

PRIMARY DOCUMENTS USED FOR RESEARCH AND DATA ACCESS

<u>Index</u>	<u>Title</u>	<u>Written By</u>
*1.	Guatemala Education Sector Assessment	Academy for Educational Dev.
2.	Annual Budget Submission FY1986-Guat.	A.I.D.
3.	Staff Appraisal Report of Basic Educ.	World Bank
4.	PP-Integrated Nonformal Educ./Guat.	AID/LAC/P
5.	PP-Education Administration/Guatemala	AID/LAC/P
*6.	Guatemala Bilingual Project 1980-83	InterAmerica Research Assoc.
7.	PP-Bilingual Education/Guatemala	AID/LAC/DR
8.	Guatemala Basic Education Project Rep.	World Bank
*9.	Final Rep.-Basic Rural Education Proj.	Academy for Educational Dev.
10.	CAAP-Rural Primary Education/Guatemala	AID/DLC/P
11.	PP-Primary School Reconstruction/Guat.	AID/DLC/P
12.	Primary School System Upgrading Recom.	AID/DLC/P
13.	Perfiles Educativos de America Latina	Organ. of American States
*14.	USAID-Assisted Educ. Sector Programs	International Resource Dev.
15.	Annual Budget Submission FY1985-Guat.	A.I.D.
16.	Servicios Directos Prestados a Guat.	Organ. of American States
17.	Servicios Directos Prestados a Guat.	Organ. of American States
18.	Plan. and Impl. of Basic Village Educ.	Academy for Educational Dev.
19.	Exog. Factors which Affected BVE	Academy for Educational Dev.
20.	Use of Radio in BVE	Academy for Educational Dev.
21.	BVE Feedback System	Academy for Educational Dev.
22.	Impl. and Manag. Issues/BVE	Academy for Educational Dev.
23.	BVE Educational Programming System	Academy for Educational Dev.
*24.	Proj. Per. Rev.-Tech. Ed. Prj./INTECAP	InterAmerican Dev. Bank
25.	LAC/C-Guatemala: Selc. Stat. Dat. by Sex	A.I.D.
26.	El BID en Guatemala	InterAmerican Development Bank
*27.	Sintesis de Programas y Proyectos	Direccion Des. SER/MOE
28.	Resumen Est. Result. Prg. Nac. Alfabet.	Dir. Alfabet. y Edu. de Adultos
29.	Plan de Trab. del Dept. de Alfet.-1984	Dir. Alfabet. y Edu. de Adultos
*30.	AID-DIHF Education Project Abstracts	AID/CDIE/DI
31.	Econ. & Soc. Database-Data Elem. Num.	AID/CDIE/DI
32.	Guatemala Alldata Report	AID/CDIE/DI
33.	Ec. & Soc. Progress in LA: Eco. Integr.	InterAmerican Development Bank
34.	Ec. & Soc. Progress in LA: Eco. Integr.	InterAmerican Development Bank
*35.	Nat. Bipartisan Commission in C.A.	Presidential Commission
36.	IDB Operations in the Education Sector	InterAmerican Development Bank
37.	Program Status Report: Bureau for LAC	AID/LAC/DP
*38.	Congr. Present.-FY1985, Annex III/LAC	AID/LAC
39.	Alternat. de Financ.-Priorid. EDUC/LA	InterAmerican Development Bank
40.	IDB Annual Report 1983	InterAmerican Development Bank
41.	The Financing of Education in L.A.	InterAmerican Development Bank
42.	The Rl. of the Bank in LA in the 1980s	InterAmerican Development Bank
43.	Porcen. de Pob. Urb.: 1970, 1985 & 2000	CELADE
44.	Poblacion Econ. Activa Urb.-Rural, 1980	CELADE
45.	Bal. Preli. Economia Latinoam., 1983	United Nations
46.	Demogr. Situ. of LA 1983: Est. 1960-80	United Nations
*47.	The Private Enterprise Guidebook	President's TF on Int.Priv.En.
*48.	Report to the President	President's TF on Int.Priv.En.
49.	Peace Corps - Hand in Hand	Peace Corps/InterAm. Region

124

50. Report to Cong. on C.A. Refugees
51. Statistical Yearbook for Latin Am.
52. Yearbook for Labor Statistics
53. Bulletin of Labor Statistics: 1984-1
54. Bulletin of Labor Statistics: 1984-3
55. Bulletin of Labor Statistics: 1984-4
56. The Cost of Social Security: 1975-1977
57. Assorted ILO Publications
58. World Tables-Volume I Economic Data
59. World Tables-Volume II Social Data
60. Excerpts from Statistical Publications
61. Statistical Yearbook-1984
62. Gvt. Fin. Stat. Yearbk. Vol. VIII-1984
63. CDSS FY 1986

Comptroller Gen. of the U.S.
 United Nat. Econ. Com. for LA
 International Labor Office
 World Bank
 World Bank
 UNESCO
 UNESCO
 International Monetary Fund
 USAID/G

* Recommended background reading materials.

125

ANNEX 7

ASSESSMENT OF ACHIEVEMENT IN GUATEMALA
AND PROPOSED STRATEGY FOR DEVELOPMENT OF A
QUALITATIVE ACADEMIC MEASUREMENT SYSTEM

Task 2: Primary School Student Assessment System

Background

Reform in primary education in Guatemala has come about rather slowly over the last two decades. However, the gains that have been made could not have been effected without the involvement of AID. A review of results of AID education projects from 1969-1983 (Seelye, 1983) sites specific changes that have resulted from the education reform projects in Guatemala. Gains were visible in improved instructional techniques being used by teachers in the primary classrooms to increase learning and problem-solving abilities of students; and also increasing the availability and the accessibility of textbooks and other instructional materials to teachers and students.

Efforts to reform the rural primary school system were attempted through a bilingual instructional pilot project in 40 rural schools. The results of the 4 year evaluation suggest that the project schools made significant gains in: 1) achievement in general ability and reading, 2) increased attendance rates, 3) decreased drop-out rates, and 4) increased promotion rates. In short, the pilot project appeared to increase both the quality and efficiency of the education practices in the 40 rural project schools.

Although these landable gains in improving quality and efficiency in primary schools in Guatemala have been attained, overall, the system is plagued with a number of deficiencies that create significant obstacles for continued improvement.

Review of the Problems

The problems faced by the primary school education system are not unlike those faced by numerous other Central American countries. However, in some

areas they are amplified by unique circumstances. Regardless, Guatemala must in some way attempt to deal with low enrollments; inefficient flow of students through the system, inadequate facilities, and low student achievement in critical subject areas.

Enrollment at the primary level have for the last decade been recorded as one of the lowest among Central American countries. Much of the problem exist in the rural areas where less than 60% of the eligible children are enrolled in school. Several reasons for this have been sited: 1) the necessity to have children work for the economic survival of the family, 2) cultural differences between the children and the teachers and 3) lack of understanding by the community as to the value of education.

The flow of students through the primary school system also emerges as a major problem. Several reports have sited the tremendous waste that exist in the system. Some of the indicators of the inefficiency are:

1. 80% of the 1st grade entrants drop-out by 5th grade.
2. An average of 12.6 years of schooling are required to produce a graduate from the 6th grade.
3. An average of 17% of the students repeat grades on an annual basis.
4. An average of 13.9% of the students drop-out by school annually.

The follow-of-students problem is related to many deficiencies in the system but appears to have its roots in three areas.

1. Language differences: Approximately 50% of the children in primary schools speak one of 23 indigenous languages at home and little or no reinforcement is provided for the standard instructional language of Spanish. This disparity creates a major learning problem for children.

2. Teachers appear to generally lack the ability to objectively assess student performance in the classroom, diagnose student learning problems, and remediate the learning problem to insure performance at a particular standard, minimum or otherwise. This creates inequity and inefficiency in the system.
3. The student promotion system appears relatively inadequate. There are no guidelines for standard evaluation of students. Grading is conducted in a very subjective manner. Identical performances are quite apt to be judged quite disparately by different teachers. There is no evidence that minimum grade level standards exist to guide the teacher in evaluating the students.

The problem of low achievement levels is one that is relatively easy to site but extremely difficult to solve. Achievement or performance on an academic measure is the result of an entire process and susceptible to numerous influences. The production of educational outcomes is a process that takes place over a period of time. The level of learning that takes place is dependent upon numerous inputs, and often the cumulative effect of the inputs. For example, to assess the problem of low achievement, inputs such as family and community influences, school and teacher inputs, and pupil characteristics need to be explored since they all have impact on the production of educational outcomes. Clearly the most tractable or approachable in reform efforts are the school and teacher inputs.

These problems are complex and a single solution to each or all of the problems does not exist. However, by systematically gathering information of student performance and educating teachers on how to use it to improve the learning of

129

children, an additional step toward helping improve educational quality and efficiency can be taken.

Assessment of Student Achievement and the Improvement of Efficiency and Educational Quality in Guatemala

As sited previously, demonstration of learning on an achievement measure is the result of a process and subject to numerous influences and inputs. The assessment of student achievement should have its backdrop focusing on the provision of information that will improve the educational situation. That is, assessment of achievement is not simply the act of administering a test (pencil and paper or otherwise) to a group of students. Its roots and value lie in how the information can be used to improve instruction in the classroom and improve the learning of the students. Thus, an assessment system consists of: 1) educating the teachers, 2) measuring achievement and 3) utilizing the results.

Internal efficiency of an educational system can be improved by addressing the obstacles that contribute to the problem. In developing countries the obstacles are in some cases almost insurmountable and only small gains in efficiency can be expected. However, those gains are surely indicators of progress/success especially if quality of the education has been improved.

A significant portion of the inefficiency problem in Guatemala primary schools seems to be due to the teachers' inability to deal with the child who has some learning problems in specific subject areas. Because the teacher does not have these skills, and is faced with overcrowding or a multigrade classroom, the children with learning problems are unintentionally ignored and left behind. These are the children that have a high probability of becoming repeaters and, perhaps, eventually drop-out.

Part of moving toward a system of assessing student achievement is to educate the teachers on how to objectively assess children in the classroom and what types of diagnostic decisions to make based on the results of the assessment. An effort to educate the teachers in this area has the potential of creating a reduction in the repetition rates by enabling teachers to remediate students who repeat because of learning problems.

Addressing quality of education is not a simple endeavor because education is a process. Nevertheless, as with the flow-of-students problem, one way to address quality is to focus on those elements that contribute to quality and are tractable. The area of curriculum is an element that is commonly addressed in an attempt to improve quality. A problem that often arises in developing countries is created by the disparity that exists between the "stated curriculum" and the "implemented curriculum". That is curriculum guides are typically very general and lack specific direction of what should take place in the classroom. Because of this generality and lack of specific, tremendous variation will exist in how and what is taught within a specific area in the classroom. For example, in discussions with teachers in the rural areas of Guatemala, large variations were evident in regards to the range of math concepts that were covered in a particular grade level. Also, in those same discussions, each of the teachers reported significantly different expectations for what the minimum standards were for a given grade. That is, some of the teachers held for higher standards for performance and promotion and yet graded on the same basis; 60% of what ever the standard in order to pass the grade. These variations lead to a student evaluation or grading system that is weak, inequitable and contributing to the inefficiency of the system.

136

An assessment system can help address quality problems such as these by providing concrete information about what knowledge and abilities students possess at particular grade levels. This information can be used for setting realistic grade level standards, clarifying the curriculum and even planning and developing teacher development programs. This information can also be used by teachers to assist them in making diagnostic decisions about students to enable them to reach required performance standards and prevent grade repetition or desertion.

If educational quality is viewed as the extent to which the education system is producing students that will be productive and survive in their communities, the information provided by an assessment will assist in determining whether students have the necessary skills and competencies to survive in their communities and/or enter the local labor force.

Aside from the above uses of the assessment system, it provides a routine mechanism for evaluating the impact of educational programs. The information can be used to determine which particular curricular approaches are most effective and what types of services, programs, or allocations seem to make a difference in improving school effectiveness.

Clearly, if feasible, it appears that a system for assessing achievement in primary schools can begin to systematically provide information to improve the quality of education in the primary schools of Guatemala.

Elements of the Assessment System

Several different frameworks could be used for developing the assessment system. It would generally depend on the desired use of the information. Two very different frameworks are briefly described below:

1. Brief subject-matter test in critical content areas: These tests would consist of 30-40 items and be administered to a scientifically designed sample of schools and students in primary schools in Guatemala. The tests would be closely linked to the national curriculum to insure curricular relevance. Results from the administration of the tests would provide direction for:
 - determining general strengths and weakness of students at a particular grade level,
 - establishing relevant grade level standards,
 - clarifying sequencing in the curriculum
 - assessing the general impact of educational intervention
 - developing teacher training to improve instructional quality

2. Comprehensive achievement tests: These tests would be 75-100 item tests linked directly to the national curriculum and possess the appropriate depth to diagnose learning problems of children in specific subject areas and prescribe direction for remediating the weakness. The test could be administered to a sample or census of the primary schools in Guatemala. The results of these tests could be used to:

124

- . diagnose learning problems in individual students and prescribe remediation
- . establish and validate grade level standards
- . analyze the sequencing in curriculum
- . verify that appropriate instruction is occurring in schools
- . assess the specific impact of educational interventions
- . develop teacher training to improve instructional quality

Clearly, these two frameworks are quite different and numerous others exist. Each depends on the specific set of questions for which answers are desired.

Alternatives for Student Assessment in Guatemala

A move toward an assessment system in Guatemala could be of real value in improving the quality and efficiency of education. However, for political, as well as, operational reasons it perhaps would be unwise to initiate a massive national level project. Experiences in other countries suggest that with a novel educational intervention it requires much consciousness-raising and education. More apt to succeed in over-coming the constraints would be a pilot project that would be closely monitored and evaluated as to both the short and long term impact on improving quality and efficiency. This would also allow sufficient time to educate the key elements of the educational community.

Two basic alternatives could be considered for potential development and that would likely have impact on the quality and efficiency of the system. The first would be to initiate a training program for teachers to provide them with

135

skills to objectively assess achievement in the classroom and use the information to remediate student learning problems to prevent grade repetition. This type of training program would provide the teachers with skills to develop tests that can be used for:

1. diagnosing student strengths and weaknesses,
2. providing a learning experience for students,
3. determining to what extent instructional objectives, competencies, or standards have been achieved,
4. providing a basis for assigning grades,
5. making objective decisions regarding the preparedness of students for the proceeding grade.

The training program should produce teachers that are aware of the relationships between what is to be taught, which procedures and materials will best accomplish the teaching task, and how to determine whether the subject-matter has been learned. This alternative should have an immediate effect on the activity in the classroom.

A second alternative is to begin to work toward the development of a set of tests that could be used on a national level to create a mechanism for determining what was occurring in the classroom and provide direction for improving the quality and efficiency of the system and monitoring educational programs. Basically, this alternative would involve the following activities:

1. Assembling a committee of key functions of the educational community to advise the project and establish the specifications for the tests.
2. Acquiring existing item books or investing in the development of technically sound items.
3. Developing the tests appropriate for the stated educational purposes
4. Administering the test and gathering and processing the data.
5. Working with the committee to begin to link the results of the assessment to addressing the critical questions.
6. Disseminating the information so sound educational and instructional decisions can be made.

Obviously, in this alternative, some training on the part of the teachers would be required to equip them to use the information that is provided to them. Such training could be done simultaneously with the release of information to the teachers.

The second alternative, clearly, has more benefits than the former and also the potential for greater impact on quality and efficiency in the primary school system. However, it also requires a greater investment, commitment, and effort on the part of AID, GOG, and the schools.

Feasibility of a Student Assessment Project In Guatemala

Presently a project in either teacher training for in-classroom student assessment or the development of a student assessment system appears very feasible. However, it will not be without problems to overcome.

A key to success of this type of project is the acceptance by the key factors of the educational community. Discussion with teachers and other levels

of the educational community suggested or appreciation for evaluation and assessment. This was usually due to their involvement in a previous project that had conducted some efforts of evaluation and assessment. Thus, generally, the acceptance for a project should not be a major constraint.

A second key factor is that there exist the professional competence to develop and administer a student assessment system. This appears to be a weakness. Experienced and well-trained test development personnel will be required and they don't appear to exist in the Guatemalan educational community. Although the local universities have both brief and comprehensive programs in measurement and evaluation, test development expertise at the level that will be required does not exist. The acquisition of technical assistance to provide this expertise will be critical to the success of the project.

The third factor is the operational capability for a student assessment project. Training for teachers would be feasible to do during the teacher training component for the bilingual rural education expansion project and perhaps through the primary education management project after supervisors are trained. This would provide the opportunity to expose teachers to student assessment in the classroom as part of the normal training and technical assistance. Data scanning, processing, analyzing, and reporting could be conducted through the MOE. This will be possible in approximately one year because the three key members of the INCAP computer and systems staff will be leaving and taking over the systems and operations division of the MOE. A tremendous amount of computing, data processing, analyzing, and reporting knowledge will become part of the MOE.

A final key factor is the potential to deploy personnel to monitor the project in the schools. Perhaps the primary education management project could

135

serve as a basis for providing the necessary technical assistance and monitoring functions that would be required. The regional offices that will be constructed and new positions created could provide the necessary local support to teachers that would be necessary to insure standard consistent administrations of the assessment instruments.

Generally, a move toward developing a student assessment system seems feasible in Guatemala. The fundamental basis and necessary sensitivities by the educational community seem to exist.

Social Impact of an Assessment System

The project would have several different types of impact. First, it would help improve internal efficiency of the primary school system by providing information to teachers to help make diagnostic decisions and remediate children who have learning problems. These are the children that make up a sizable portion of repeater rates. It would improve the promotion rates by helping establish and verify grade level standards. This would clarify, standardize, and create more equity in the student evaluation system.

Second, it would improve the quality of education by improving teacher skills and knowledge in assessing student performance and in turn make their instruction more appropriate.

Third, it would impact students directly since they would be beneficiaries of the improved instruction and learning in the classroom.