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UNCLASSIFIED

UNITED STATES INTERNATIONAL DEVELOPMENT COOPERATION AGENCY
AGENCY FOR INTERNATIONAL DEVELOPMENT
Washington, D. C. 20523

GUATEMALA

PROJECT PAPER

PRIMARY EDUCATION MANAGEMENT IMPROVEMENT

AID/LAC/P-390 Project Number: 520-0320

UNCLASSIFIED

AGENCY FOR INTERNATIONAL DEVELOPMENT

PROJECT DATA SHEET

1. TRANSACTION CODE: A (A = Add, C = Change, D = Delete) — Amendment Number: ____ — DOCUMENT CODE: 3

2. COUNTRY/ENTITY: Guatemala

3. PROJECT NUMBER: 520-0320

4. BUREAU/OFFICE: LAC — 05

5. PROJECT TITLE (maximum 40 characters): Primary Education Management Improvement

6. PROJECT ASSISTANCE COMPLETION DATE (PACD): MM 08 DD 31 YY 90

7. ESTIMATED DATE OF OBLIGATION (Under 'B.' below, enter 1, 2, 3, or 4)
A. Initial FY 87 B. Quarter 4 C. Final FY 90

8. COSTS ($000 OR EQUIVALENT $1 = Q2.50)

A. FUNDING SOURCE	FIRST FY 87 B. FX	C. L/C	D. Total	LIFE OF PROJECT E. FX	F. L/C	G. Total
AID Appropriated Total	500		500	500		500
(Grant)	(500)	( )	(500)	(500)	( )	(500)
(Loan)	( )	( )	( )	( )	( )	( )
Other U.S. 1.						
Other U.S. 2.						
Host Country	150		150		440	440
Other Donor(s)						
TOTALS	650		650	500	440	940

9. SCHEDULE OF AID FUNDING ($000)

A. APPROPRIATION	B. PRIMARY PURPOSE CODE	C. PRIMARY TECH. CODE 1. Grant	2. Loan	D. OBLIGATIONS TO DATE 1. Grant	2. Loan	E. AMOUNT APPROVED THIS ACTION 1. Grant	2. Loan	F. LIFE OF PROJECT 1. Grant	2. Loan
(1) HR	610	[illegible]				500		500	
(2)									
(3)									
(4)									
TOTALS						500		500	

10. SECONDARY TECHNICAL CODES (maximum 6 codes of 3 positions each)

11. SECONDARY PURPOSE CODE

12. SPECIAL CONCERNS CODES (maximum 7 codes of 4 positions each)

A. Code	BR	BS	BL	BS			
B. Amount							

13. PROJECT PURPOSE (maximum 480 characters)

To strengthen program management capacity of regional offices of education and improve school supervision, particularly for the rural primary schools.

14. SCHEDULED EVALUATIONS
Interim MM 11 YY 88 | MM YY | Final MM 08 YY 90

15. SOURCE/ORIGIN OF GOODS AND SERVICES
[X] 000 [ ] 941 [ ] Local [X] Other (Specify) 935

16. AMENDMENTS/NATURE OF CHANGE PROPOSED (This is page 1 of a ____ page PP Amendment.)

I have reviewed the methods of implementation and financing of this project and certify that they are in agreement with Payment Verification Policy Implementation Guidance provided in AA/M, R.S. Rollis, Jr. memorandum of December 30, 1983.

17. APPROVED BY
Signature: [signature] Joe O. Hill Jr. Controller
Title: Paul E. White, Acting Director, USAID/Guatemala
Date Signed: MM 08 DD 28 YY 87

18. DATE DOCUMENT RECEIVED IN AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION
MM 10 DD 17 YY 87

AID 1330-4 (8-79)

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ACTION MEMORANDUM TO THE DIRECTOR

THROUGH: Mr. Samuel Skogstad, ADDIR DATE: August 27, 1987

FROM: Liliana Ayalde, C/OHRD

SUBJECT: Primary Education Management Improvement Project

Problem:

Your approval is requested for a Grant of $500,000 from Section 105 of the Foreign Assistance Act of 1961, as amended to the Ministry of Education of the Government of Guatemala for the Ministry's Primary Education Management Improvement Project.

Discussion:

A. Project Purpose and Description

The purpose of the project is to strengthen the management capacity of the regional offices of education and improve school supervision, particularly in the rural primary schools.

The MOE has had a highly centralized administrative structure, but it has recognized that the needs and conditions of the several regions are different so that some adjustments need to be made with the schools on a regional basis. It also has recognized that with the deficiencies that exist, it is not possible to administer the schools effectively from just a central office, accordingly the MOE is in the process of regionalization.

This project is to assist the MOE as it takes the beginning steps so that the regionalization process may proceed effectively and result in its goal of providing better administration and supervision for the schools, particularly the rural primary schools which need special attention.

Project Activities

The regionalization process will create major changes in the administrative and supervisory policies and procedures so far the process to be successful, a massive training effect will be required before the regional offices can function effectively. The major component of this project will provide this essential training through workshops and the in-service and community service activities.

The other component will support the training effort by providing appropriate office and educational equipment for the regional education centers.

A. Conformity with GOG - USAID Strategy

The proposed project is consistent with the Government of Guatemala's priority development needs as well as with NBCCA and Mission goals and objectives of speeding the benefits of economic growth and strengthening democractic processes and institutions. It is designed to provide more effective administration for the schools and particularly the rural primary schools so that the rural primary schools will provide education that is of higher quality and more suitable to the needs of the rural sector.

B. Beneficiaries

The beneficiaries will be the more than one million pupils now attending primary schools and particularly the more than one-half million pupils in the rural primary schools and the two hundred thousand or more rural children who could be attending the rural primary schools if the schools were better organized and administered.

C. Financial Requirements

The total cost of the project is $940,000 over a three-year period of which $500,000 would be contributed by USAID.

The dollar amounts are broken down as follows:

Training	$198,700
Office Furniture	38,100
Instructional Equipment	97,200
Vehicles	96,000
Evaluation/Audit	20,000
Contingencies	50,000
TOTAL	$500,000

Other

The Congress was notified on July 17. The notification expired on July 31. A Budget allowance for the $500,000 for the project has been received.

Waivers

None required.

Recommendation

That you approve the grant of $500,000 for the project by signing the attached Project Authorization, and Project Face Sheet.

APPROVED _____ DATE 8/28/87

DISAPPROVED _____ DATE _____

Attachment: Project Paper
Project Authorization

Drafted by: CGreen, OHRD _____

Clearances:

PDSO:CSchoux _____
PRM:RBurke _____
CONT:JOHill _____
ADM: AWalsh _____
KWR:GXA:SMC:4330t

PROJECT AUTHORIZATION

Name of Country/Entity: Guatemala

Name of Project: Primary Education Management Improvement

Number of Project: 520-0320

1. Pursuant to Section 105 of the Foreign Assistance Act of 1961, as amended, I hereby authorize the Primary Education Management Improvement Project for Guatemala involving planned obligations of not to exceed $500,000 in grant funds over a three year period from date of authorization subject to the availability of funds in accordance with the A.I.D. OYB/allotment process, to help in financing foreign exchange and local currency costs for the project. The planned life of the project is three (3) years from the date of initial obligation.

2. The project consists of strengthening the program management capacity of regional offices of education and improving rural school supervision, through the Ministry of Education.

3. The Project Agreement which may be negotiated and executed by the officer(s) to whom such authority is delegated in accordance with A.I.D. regulations and Delegations of Authority shall be subject to the following essential terms and major conditions, together with such other terms and conditions as A.I.D. may deem appropriate.

a. Source and Origin of Commodities, Nationality of Services

Commodities financed by A.I.D. under the project shall have their source and origin in the United States (A.I.D. Geographic Code 000), the cooperating country, or other countries included in the Central American Common Market (CACM), except as A.I.D. may otherwise agree in writing. Except for ocean shipping, the suppliers of commodities or services shall have the U.S., the cooperating country, or other countries included in the CACM as their place of nationality, except as A.I.D. may otherwise agree in writing.

Ocean shipping financed by A.I.D. under the project shall, except as A.I.D. may otherwise agree in writing, be financed only on flag vessel of the U.S., the cooperating country, or other countries included in the CACM.

Drafter: ARLA/MKRiedy MKR 7/29/87

Clearances:

A. C/OHRD:LAyalde LAyalde 7/29/87
B. PDSO:CSchoux
C. PRM:RBurke 8/11/87
D. CONT:JHill 8/28/87
E. ADM:AWalsh

Anthony J. Cauterucci
Mission Director

8/28/87
Date

smc:3582t

A. BACKGROUND

In 1981, the National Economic Planning Council (CNPE) and the Ministry of Education (MOE) developed an integrated approach for improving the country's rural primary education system. Focusing on access, quality and efficiency of rural primary education, the CNPE and MOE designed four projects which taken together represent a significant effort to increase the number of children enrolled in primary school and to improve the quality and efficiency of education which they receive. The first project, financed by the Interamerican Development Bank (IDB), involves the construction of about 200 rural primary schools. The second, funded by The World Bank (IBRD), supports the creation of a national textbook program to provide primary schools students with free textbooks. The third project, funded by AID, supports the institutionalization of a national bilingual education program to meet the needs of Indian primary school children. The fourth project, is a program to support the decentralization of the administration of the schools by creating eight regional offices. AID is participating with other assistance agencies (UNDP/UNESCO/UNICEF) in the financing of this program. It should be emphasized that the above four activities were conceived in an integrated manner. For example, providing additional schools, textbooks, and a bilingual education program will have more impact if the administration of these new resources can be improved. Breaking the country down into eight regional administrative units can help significantly to make the administrative functions more efficient and effective.

The MOE adopted a regionalization strategy to improve the administration of schools. MOE planners believe that the MOE is too centralized and that technical resources, as well as program management functions, must be decentralized to facilitate better school administration. Concurrently, supervisors are to be trained as they will be expected to implement new streamlined procedures under a regionalized administrative scheme.

Guatemala's Constitutional Assembly recognized the need for making the educational system more responsive to regional needs. Chapter II, Article 76 of the constitution, states: "The administration of the educational system

will be decentralized and regionalized." Since the new civilian government took over in January 1986, two important laws have been promulgated. One outlines the process for regionalized development and national participation in development and the other sets the basis for a decentralized administrative organization. The decrees under these laws were issued between January and June, 1986.

Since the creation of regional offices will cause major changes in administrative policies and procedures, a large training effort will be required so that the regional officers, supervisors, teachers and communities understand what the changes involve and are prepared to function in the newly created system. This AID project, the Primary Management Improvement Project, will provide this training plus the acquisition of essential equipment.

B. RELATIONSHIP TO USAID AND GOVERNMENT OF GUATEMALA STRATEGY

The Mission studied the MOE's request for assistance with the plans to decentralize the administrative functions and examined the level of priority for the regionalization improvement project. A summary of current Government of Guatemala (GOG) education sector development strategies and MOE objectives contained in the new 1987-1991 national development plan follows:

1. GOG Sector Strategy

The national development strategy calls for an equitable and judicious distribution of services, improved quality of services, and better alignment of services with regional characteristics and necessities. As a consequence of this, the strategy of the educational sector is oriented to a rational expansion and improvement of educational services through a more efficient use of existing resources and a better distribution and utilization of new resources.

a. General Sector Objectives over the Medium Term

1) To promote equal educational development throughout the country by means of regionalization and educational supervision improvements.

2) To attain a greater distribution of educational opportunities so that the majority of the country's population (especially in the rural and urban marginal areas) may benefit from this service.

3) To improve the organizational and managerial capacity of the education sector so that it may more adequately fulfill its responsibilities. This will be accomplished by restructuring and decentralization administrative systems and procedures.

4) To expand and improve educational services to increase enrollment rates and to make educational programs more responsive and relevant to the needs and characteristics of the population.

b. Long Term Sector Objectives

1) To facilitate the expansion of educational services to achieve universal primary education enrollment by the year 1990.

2) To augment the efficiency of primary education in order to reach a completion rate of 75 percent by the year 1990.

3) To eliminate adult illiteracy by the year 2000.

2. Relationship to ongoing MOE Programs

The MOE is currently implementing 3 rural education improvement programs. IDB, IBRD and AID are the major contributors to the MOE program efforts. The IDB and IBRD projects include school construction, curriculum development, textbooks/materials and teacher training. It is expected that these interventions will lead to improvements in access, quality and efficiency of primary schools. The AID-funded Bilingual Education Project has expanded the coverage of a pre-primary through fourth grade bilingual curriculum to 400 schools and includes curriculum/materials development, teacher training and school commodities. This project is also expected to contribute to access, quality and efficiency gains. The combined external funding total for the three programs is $50.0 million.

According to MOE officials, the proposed "Regionalization" program is needed to complement the efforts of the foregoing projects and to make educational services more relevant to the needs of various population groups. Since the proposed program is oriented to supporting the development of a regional administrative capacity, it will play an important role in streamlining other projects. The proposed program will focus on developing more effective and agile mechanisms which will facilitate the articulation, execution and follow-up of MOE rural education improvement programs. The proposed program will enhance the impact of various MOE programs, particularly the large on-going IDB, IBRD and AID projects. The program is being financed by the UNDP, UNESCO, UNICEF and AID. The role that AID will play is through its Primary Education Management Improvement Project.

3. Relationship of the Primary Education Management Improvement Project to the Mission Strategy

The proposed AID project is congruent with the Mission's current country strategy. By improving the administration of schools, the project will contribute to better educational opportunities for all children, but especially those with the rural sector. This in turn will help develop a more

educated work force, a prerequisite to accompany the Mission's goal of increased rural income and productivity.

On-going research continues to document the fundamental importance of education in the development process. Farmers with four grades of primary education are more productive than their non-literate counterparts and have higher lifetime earnings as a result of their education. Recent United Nations studies show that women with a basic education have smaller families and healthier children. Basic education is necessary if the rural population is to take advantage of innovative technological changes. In short, as pointed out in a World Bank Study entitled "Education and Income," the development and transmission of basic knowledge and skills is at the heart of all economic development.[1/]

The AID Project is in direct response to education development recommendations of the National Bipartisan Commission on Central America Report. The Report calls for the elimination of illiteracy and the achievement of universal access to primary education. The Report also focuses on the need for improving the quality and efficiency of primary education. The Mission is fully aware of the need to improve the efficiency of education services in Guatemala. The MOE has a low budget in comparison to other countries in the Latin American region and population growth is high in Guatemala. These are two compelling reasons for supporting projects oriented to improving efficiency, but which do not require significant additional financing by Guatemala. The proposed project includes interventions which can rapidly affect resource efficiency. For example, the capacity of primary schools that are currently only used half-day can double through the introduction of double sessions requiring only marginal additional funding.

1/ KING, Timothy, "Education and Income," World Bank Staff Working Paper No. 402, July, 1980.

Through the introduction of a flexible school calendar adjusted to regional production patterns, climate and migration patterns, student repetition and desertion rates can be reduced. These measures can make significant contributions toward improved efficiency of educational services.

C. PROJECT DESCRIPTION

1. Perceived Problem

With the exception of Haiti, Guatemala has the lowest primary school enrollment rate in the Western hemisphere with only 67 percent of the school-age children enrolled in primary school. The 1978 and 1985 AID Education Sector Assessments indicate that 50 percent of the rural students who enroll in first grade repeat that grade and that about 75 percent drop-out by fourth grade. Recent studies by AID and the World Bank show that only 20% of the rural students who enter first grade complete the sixth grade. Extremely high drop-out and repetition rates lead to a large wastage of scarce resources available for primary education. For example, in rural areas it costs the system 18 pupil years to produce a sixth grade graduate.

The MOE is making strong efforts to improve its primary education programs but had not made a significant effort to improve the administration of rural primary education until the GOG regionalization program was prepared. The AID-funded Education Administration Project ($880,000 Grant) and UNESCO studies have pointed out a series of administrative and supervisory deficiencies which seriously constrain the deployment of programs aimed at improving rural primary education. GOG authorities are now focusing on needed improvements in administration and supervision in the sector, particulary in the following areas:

1. Excessive Concentration of Authority and Technical/ Administrative Personnel

Centralized administration (characteristics of the Guatemalan public sector) channels decision-making and problem-solving work through the

office of the Minister of Education. There is a tendency for even the least important decision to be made at the central level. Small issues absorb valuable time, and serious problems continue, causing stagnation of educational services, since there is saturation of operational problems at high decision levels. Many problems could be resolved closer to the school level if appropriate offices of education (with authority and resources) existed outside of Guatemala City. Excessive concentration does not apply to decision making alone; it also affects resources and services distribution. For example, instructional materials and supplies which are badly needed at the school site level remain for long periods of time in Guatemala City warehouses. Because of the lack of an effective logistics (or distribution) system, teachers and principals come personally to the capital to obtain arm loads of materials and supplies.

Also characteristic of the MOE's centralized bureaucracy is the application of a single national school calendar. Central MOE administrators with inadequate knowledge of local production cycles or migration patterns apply a rigid calendar to all regions. As a result, the large number of children who yearly migrate with their parents to the South coast are unable to complete the school year. Upon their return, these migrant students either repeat the same grade or in many instances drop out of the system.

Still other inefficiencies result from an overly centralized administrative system. For example, lacking knowledge of local school enrollment patterns, central level MOE administrators often assign teachers to schools which have a low teacher/ student ratio. Limited primary school human and physical resources are deployed in an inefficient manner because all basic decision-making actions are carried out by a rigid, centralized bureaucracy with insufficient knowledge of local conditions.

2. Weakness of Rural Supervision and Instructional Support Services

Supervisors visit schools for which they are responsible at the most twice a year. Because of their infrequency, such visits are primarily ritualistic and inspectional in nature, with merely a cursory review of the pedagogical quality of the school program. Lack of adequate supervision on a regular basis often leads to unacceptable practices by primary school directors and teachers. An evaluation of the impact of AID involvement in the education sector in Guatemala pointed to the strong need for improved supervision of rural schools at least to insure regular teacher attendance and to monitor the academic progress of rural students.[2/]

There is a logical explanation for the lack of contact between supervisors and schools and for the dearth of technical support to schools. Supervisors are expected to monitor the administrative and technical functioning of a large number of primary schools. Yet, they are constrained by inadequate logistic support (transportation, supplies, per diem, personnel, etc.), and lack technical training necessary in such areas as: research, programming, curriculum adaptation, materials preparation and evaluation. In short, lack of logistical office support, as well as lack of training to perform their role, make school supervisors ineffective in carrying out their responsibilities, particularly for the rural schools.

The current division of responsibilities for school supervisors is uneven and inefficient and does not reflect school dispersion and access conditions. The following Table analyzes the distribution of workloads in three educational regions of the country. As indicated in the table, the departmental supervisor in El Quiche is responsible for monitoring the work of 13 district supervisors, while his counterpart in less remote El

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2/ Seeley, Ned, et. al., "Evaluation of USAID-Assisted Educational Sector Program in Guatemala, 1969-1983," December, 1983.

Progreso supervises only two. Similarly, a district supervisor in Quetzaltenango is responsible for monitoring 421 teachers while his counterpart in El Quiche is responsible for only 96 teachers.

TABLE No. 1

RELATIONSHIP BETWEEN SUPERVISORS, SCHOOLS, AND TEACHERS IN THREE REGIONS

		RATIO		
REGION	DEPARTMENT	DEPARTMENT TO DISTRICT SUPERVISOR	DISTRICT SUPERVISOR TO SCHOOL	DISTRICT SUPERVISOR TO TEACHER
I. WESTERN HIGHLANDS	Quetzaltenango	1/6	1/90	1/421
	San Marcos	1/7	1/110	1/301
(Superv./School 1/88)	Huehuetenango	1/8	1/111	1/235
(Superv./Teacher 1/248)	Totonicapan	1/2	1/107	1/288
	El Quiche	1/13	1/47	1/96
	Solola	1/6	1/62	1/148
III. EASTERN	Santa Rosa	1/4	1/74	1/251
	Jutiapa	1/5	1/82	1/276
(Superv./School 1/77)	Jalapa	1/2	1/77	1/249
(Superv./Teacher 1/251)	Chiquimula	1/4	1/73	1/237
V. CENTRAL	El Progreso	1/2	1/59	1/131
	Zacapa	1/3	1/62	1/234
(Superv./School 1/54)	Baja Verapaz	1/6	1/40	1/109
(Superv./Teacher 1/158)				

D. PROPOSED PROJECT

The GOG is aware of the serious administration and supervision problems which do not permit the full development of rural education programs. With assistance from UNESCO, the MOE carried out a series of studies to identify rural education administration and supervision deficiencies. The studies[3/] call for the (1) creation of several educational regions; (2) improvement of the rural supervision system; and (3) reorganization of supervision districts.

The National Development Plan - Educational Sector (1979-1982) identified as a high sector priority the "Regionalization of Educational Administration." According to the plan, regionalization is needed to provide a better fit between the supply and demand for educational services in each region of the country. In order to accomplish this task, several regional directorates were identified to administer regional educational services. Moreover, the emergency 1983-1985 National Development Plan called for an accelerated administrative decentralization and supervisory improvement by the MOE.

In 1986, the Minister of Education officially requested AID's assistance for the regionalization program, pointing out that the development of adequate regional administration is necessary and vitally important for improving education services in rural areas. The USAID Mission is aware of the negative effects of administration and supervision deficiencies on program implementation through implementation bottlenecks and follow-up deficiencies experienced under its education Loans 015 (Primary Education Project), 025 (Rural Primary Education Project) and 029 (Primary School Reconstruction Project), and through the many delays experienced by other donor activities and is interested in supporting the regionalization program.

3/ "Educational Problems and Their Implications for Supervision," UNESCO/MOE, 1980; "Regionalization and Supervision of Education," UNESCO/MOE/SEGEPLAN, 1981; and "Diagnosis of Training Needs of Educational Supervisors," USIPE, November, 1985.

E. PROJECT GOAL, PURPOSE AND OUTPUTS

1. Goal

To assist the MOE develop and consolidate a regionalization process which will gradually lead to improvements in the efficiency of the educational system.

2. Purpose

To strengthen the program management capacity of regional offices of education and improve in-service training and school supervision, particularly for rural primary schools.

3. Outputs

a. A series of workshops to acquaint the participants with the changes and requirements involved in the regionalization process will be held in each of the 8 regions involving regional officers, supervisors, teachers and community leaders.

b. Each of the 8 regional offices will have the audiovisual and other educational equipment and supplies to provide for the workshops and various in-service training and community relations activities.

c. Each of the 8 regional offices will be fully equipped in order to carry out the essential administrative and supervisory functions. This will include one vehicle for the operation of each office.

F. ACHIEVEMENTS EXPECTED AT THE END OF THE PROJECT

Since the process of regionalization will create major changes in administrative policies and procedures, and since the AID project is essentially to help inaugurate the process, vast improvements in administration and supervision are not to be expected rapidly, however, the following achievements should occur:

1. Eight regional administration, supervision and program support centers functioning. Each center will have a) technical and administrative personnel needed to monitor and support program implementation; b) programs for training regional, department, district and school pesonnel; and c) equipment for materials design/production.

2. School community councils functioning at all levels from the municipal district to the region.

3. Curriculum adaptation and program efficiency improvement needs and options identified in eight regions and corresponding regional action plans developed.

4. School calendars and schedules adapted to regional and district production cycles and migration patterns.

5. Under-utilized school buildings and personnel identified and appropriate utilization measures adopted on a regional basis.

G. PROJECT ACTIVITIES

The project has two principal activities: (1) a training program which will make it possible for each regional center to carry out its educational leadership, administrative and supervisory functions; (2) a program to equip each office so that it can effectively administer and supervise the school in its region; and to equip each office as an educational and training center so that it can carry on various workshops and in-service and community service activities. Both of these activities will be directed toward making the regional offices strong enough so that the regionalization process gets off to a good start and results in the improvement of the administration and supervision of the schools, particularly in the rural areas.

The training program will be conducted through workshops and other in-service and community service activities. The program will emphasize the following administrative areas:

1) Determination of technical and administrative spheres of influence, e.g., general administrative and technical functions by level and expansion of general functions into subfunctions representing responsibilities.

2) Division of responsibilities into operational concepts (tasks) to be carried out at each level -- region, department, district.

3) Diagramming of responsibility to depict lines of authority, communication and work flow.

4) Preparation of job descriptions and specification of qualifications required for new personnel, and assessment of existing personnel capabilities.

5) Identification, screening, and assignment of new personnel.

6) Preparation of training plans for orientation of GOG personnel to new roles and for improved performance within existing roles.

7) Training, evaluation, assignment and reassignment of personnel.

8) Establishment of accountability criteria for region, department, and district and school levels.

9) School administration and supervision

Training in technical educational areas will include:

a) Program management
b) Survey research

c) Microplanning
d) Curriculum planning
e) Program evaluation, and
f) Teacher training.

Training in school-community relations will include:

a) Introduction of regionalization concept.
b) Creating and maintaining school-community committees.
c) Involving the community in decision-making process.

G. IMPLEMENTATION PLAN

1. Project Administration

Within the Ministry of Education, the General Directorate of Education will be responsible for coordinating implementation of activities under the present Grant. The MOE will provide office space, project administration and secretarial support needed. Grant funds will be used to finance costs, such as the workshops and various training activities, office and educational equipment, vehicle operation and maintenance, communications, and reproduction. The Directorate General will receive eight vehicles, to be purchased with Grant funds, which will be used exclusively by the educational regional offices in the exercise of their duties. The MOE will procure through the Directorate General of Education, the necessary materials, furnishings and supplies while USAID will act as procurement agent for vehicles and other equipment according to a mutually acceptable arrengement. See equipment list in Appendix III. The Office of Human Resources Development (OHRD) will be the Mission's office in charge of project monitoring.

The method of financing will consist of advances which will be provided to the Directorate General of Education upon presentation of quarterly disbursement plans, fiscal reports and vouchers. A revolving fund will be established to cover monthly expenditures. The General Directorate of

Education will present monthly liquidations to USAID following standard fiscal procedures.

The MOE will prepare a time-phased implementation plan for project activities. The plan will be divided by quarters. The duration of the grant will be three years.

2) Training of Personnel

Training to be offered by the MOE will start with needs assessments for regional, departmental, district and selected school personnel. Based on results of the needs assessment, appropriate workshops and delivery strategies will be designed. Workshops will be programmed by region, by department and by district. The MOE will also organize and conduct seminars, workshops, round tables, etc., to facilitate exchange of information and experiences among national level, regional, departamental and district personnel on key issues of regionalization. It is expected that regions will progress at different rates and that some may advance more rapidly than others. Thus, sharing of experiences will be valuable.

The training will use personnel assigned by the MOE and some personnel contracted with AID funding. It is expected that the Ministry will draw technical and administrative personnel from USIPE and hire local training advisors using Grant funds.

The Grant will also cover transportation and per diem costs when necessary (travel to courses, seminars, travel by trainers), with MOE using regional normal schools and other facilities to hold training courses. Some of the training may be delivered using radio and correspondence mechanisms, including public radio station time where feasible. Grant funds may be used to purchase radio time in areas where public radio coverage is deficient. Grant funds may also be used to contract training services from private institutions such as FEGER, ISECU, etc. To the extent possible, the MOE will use commercial newspapers to disseminate training material and information on the regionalization program. It is expected that the National Non-Formal

Education Secretariat will support information dissemination activities through its radio and newspaper. Grant funds will be used to purchase office, teaching/demonstration equipment and one vehicle for each of the eight regional centers.

H. FINANCIAL PLAN

1. AID Contribution to the Project

The contribution of the AID Mission will be up to $500,000, to be provided over a 3 year period. AID will finance training ($198,700) office equipment for the eight regional offices ($38,100), instructional equipment for the eight offices ($97,200), eight vehicles ($96,000), evaluations ($15,000), and audit ($5,000) and the rest for contingencies and inflation.

2. MOE Contribution to the Project

The MOE contribution to the program in kind and cash will be equivalent to $440,000 and covers salaries of regional office personnel, salaries of departmental supervisors, and operating costs besides the use of MOE facilities. Details of the financial plan are given in Appendix II.

I. EVALUATION PLAN

1. Process Evaluation

Two external evaluations of the project will be carried out with Grant funds. The first evaluation will be in the middle of the project implementation, and the second one at the end of the project. In order to make these evaluations, by the agreement of the two parties, a local firm or evaluator will be hired.

Each evaluation will include at least the following aspects:

(a) Evaluation of the progress toward attainment of the objectives of the Project.

(b) Identification and evaluation of the problem areas or constraints which may inhibit such attainment;

(c) Assessment of how such information may be used to help overcome such problems;

(d) Evaluation of the overall socio-economic and financial impact of the Project.

2. Project Audit

An independent audit will be carried out at the end of the implementation of the project with project Grant funds according to generally accepted principles. In order to develop this activity, by mutual agreement, a local firm or individual auditor will be hired.

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
PROJECT PURPOSE	END OF PROJECT CONDITIONS		
To strengthen the program management capacity of the regional offices of education, and improve in-service training and school supervision particularly for the primary schools.	Eight regional administration, supervision and program support centers functioning. Each center will have a) technical and administrative personnel needed to monitor and support program implementation; b) programs for training regional, department, district and school personnel; and c) equipment for materials design/production.	Project reports and evaluations.	Regional Offices will be properly staffed and will have the delegation of authority commensurate with their responsibilities.
	School community councils functioning at all levels from the municipal district to the region.	Project baseline data and MOE statistics.	MOE and Regional Offices will base decisions on information gained at local level.
	Curriculum adaptation and program efficiency improvement needs and options identified in eight regions and corresponding regional action plans developed.		
	School calendars and schedules adapted to regional and district production cycles and migration patterns.		
	Under-utilized school buildings and personnel identified and appropriate utilization measures adopted on a regional basis.		

ANNEX "I"

LOGICAL FRAMEWORK
PRIMARY EDUCATION MANAGEMENT PROJECT
NO. 520-0320

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
GOAL	MEASURES OF GOAL ACHIEVEMENT		
To assist the MOE in developing and consolidating a regionalization process which will gradually lead to improvements in the efficiency of the educational system	Eight regional offices of education in charge of monitoring and supporting the schools in their areas, giving the special attention needed by the rural primary schools.	MOE reports	MOE recognizes the needs to decentralize its administrative system and will delegate proper authority to the regional offices.
	A system in place by which the MOE is able to assess the efficiency of the schools individually, and by district, department and region.	MOE reports	MOE is interested in increasing the efficiency of the schools, particulary the primary schools in the rural areas.
	Information available to the MOE for effective decision making as to planning policies and programs.	MOE reports	MOE will use information gained in its planning and policy and program development.
	Increased internal educational efficiency: reduction in the repetition and drop out rates and increase in the completion rate in all schools, and particularly in the rural schools.	MOE statistics	

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
OUTPUTS	MAGNITUDE OF OUTPUTS		
Workshops will be held in each of the 8 regions involving regional officers, supervisors, teachers and community leades.	Regional Offices 8 x 15 = 120 Department 22 x 9 = 198 District = 450 Directors = 12,500	Project reports and evaluation.	MOE will appoint qualified personnel.
Regional Offices will have the audiovisual and othr educational equipment and supplies to provide for the workshops and various in-service training and community relations activities.	Eight offices will have specified equipment unit.		MOE equipment list appropriate and sufficient for training needs.
Regional Offices will be fully equipped in order to carry out the essential administrative and supervisory functions.	Eight offices will have specified equipment unit.		

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
INPUTS			
AID	LOP		
Training Support	$198,700	Project Budget, records and audit.	MOE is capable of providing full counterpart contribution.
Instructional Equipment	$ 94,200		
Office Furniture	$ 38,100		
Vehicles	$ 96,000		
Evaluations/Audits	$ 20,000		
Contingencies	$ 50,000		
MOE	LOP		
Personnel	$300,000	MOE records	
Operating Costs	$100,000		
Contingencies	$ 40,000		

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APPENDIX II

ILLUSTRATIVE AID CONTRIBUTIONS (in U.S. $)

1.	TRAINING		$ 198,700.00
	a. Workshops for Regional Offices (120 people)	6,000.00	
	b. Workshops for Departmental Offices (198 people)	8,000.00	
	c. Workshops for District Supervisors (450 people)	13,500.00	
	d. Workshops for School Directors (12,500 directors)	171,200.00	
2.	OFFICE EQUIPMENT 8 units at $4,762.50 each		38,100.00
3.	VEHICLES 8 vehicles at $12,000 each		96,000.00
4.	INSTRUCTIONAL EQUIPMENT 8 units at $12,152 each		97,200.00
5.	EVALUATIONS 2 at $7,500 each		15,000.00
6.	AUDIT		5,000.00
7.	CONTINGENCIES AND INFLATION (10%)		50,000.00
	TOTAL		$ 500,000.00

APPENDIX III
MOE AND AID CONTRIBUTIONS
(US$ 0000's)

ACTIVITIES	AID	MINED	TOTAL
Training	198.7		198.7
Office Equipment	38.1		38.1
Instructional Equipment	97.2		97.2
Vehicles	96.0		96.0
Personnel		300.0	300.0
Evaluation/Audits	20.0		20.0
Operating Costs)		100.0	100.0
SUB-TOTAL	450.0	400.0	850.0
Contingencies/Inflation	50.0	40.0	90.0
TOTAL	$ 500.0	$ 440.0	$ 940.0

APPENDIX IV

PROJECTED EXPENDITURES BY YEAR AND FUNDING SOURCE

(US$000's)

YEAR	1987/1988		1988/1989		1989/1990	
SOURCE	AID	MINED	AID	MINED	AID	MINED
ACTIVITY						
Training	60.0		60.0		78.7	
Office Equipment	30.0		8.1			
Instructional Equipment	70.0		20.0		7.2	
Vehicles	96.0					
Personnel		100.0		100.0		100.0
Evaluation/Audits			7.5		12.5	
Operating Costs		33.0		33.0		34.0
TOTAL	256.0	133.0	95.6	133.0	98.4	134.0

APPENDIX V

ILLUSTRATIVE EQUIPMENT LIST FOR EACH REGIONAL CENTER

NO.	ARTICLE	UNIT PRICE	TOTAL COST (Quetzales)
FURNISHINGS			
4	4-drawer file cabinet	260.00	1,040.00
50	Auditorium Seats	48.00	2,400.00
7	Executive Desks	395.00	2,765.00
7	Executive Chairs	185.00	1,295.00
4	Secretary Desks	255.00	1,020.00
4	Secretary Chairs	110.00	440.00
1	Table for Photocopier	80.00	80.00
1	Drawing Table	190.00	190.00
1	Drawing Stool	55.00	55.00
1	Melamine Blackboard	110.00	110.00
1	Heavy-duty Stapler	250.00	250.00
12	Stationery Trays	7.00	84.00
12	Waste Baskets	15.00	180.00
1	Drawing Table Lamp	300.00	300.00
12	Tape Holders	7.50	90.00
1	Drawing Kit (Leroy, rapidgraphic)	800.00	800.00
12	Hand Staplers	25.00	300.00
12	Hole punchers	6.00	72.00
12	Staple Removers	3.00	36.00
1	4-shelf Bookcase	400.00	400.00
	SUB-TOTAL		Q 11,907.00

NO.	ARTICLE	UNIT PRICE	TOTAL COST (Quetzales)
EQUIPMENT			
1	Stencil Burner	3,100.00	3,100.00
1	Amplifier	3,800.00	3,800.00
1	Photocopier	6,900.00	6,900.00
1	Overhead Projector	2,400.00	2,400.00
1	Paper Cutter	1,300.00	1,300.00
1	Movie Screen	400.00	400.00
2	Electric Typewriters	2,495.00	4,990.00
3	Calculators (with screen)	380.00	1,140.00
1	Pedestal Fan	200.00	200.00
1	Flip Chart	200.00	200.00
1	Electric/Mechanical Mimeograph	5,800.00	5,800.00
	Sub-Total		Q 30,380.00
VEHICLES			
1	Vehicle	30,000.00	Q 30,000.00

APPENDIX VI
COUNTERPART FUNDS

1.	Salaries of 8 Regional Directors	Q 128,200 annually
2.	Salaries of 22 Departmental Supervisors	Q 152,020 annually
3.	Operating Cost	Estimated at Q82,500 annually

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PALACIO NACIONAL

MINISTERIO DE EDUCACION

Guatemala, C. A.

Of. No. _____
Ref. S/reg.otdz.-

Al contestar, sírvase mencionar el número y referencia de esta nota.

6882

HRD
PDSO
DUE DATE
9/10/87
ACTION TAKEN

28 de agosto de 1987

Señor Director de la
Agencia para el Desarrollo
Internacional (AID)
Ciudad de Guatemala

Señor Director:

Tengo el agrado de saludarle y comunicarle que este Ministerio considera adecuado el Convenio de Donación para el Proyecto de Mejorar la Administración de la Educación Primaria y, por lo tanto, solicita de esa Agencia, la donación de $500,000, para llevarlo a ejecución.

Agradezco su atención y me suscribo atentamente,

Dr. Eduardo Meyer M.
Ministro de Educación

MINISTERIO DE EDUCACION GUATEMALA, C. A.

cc. Secretario Gral. del Consejo Nacional
de Planificación Económica
Licda. Miriam Castañeda

AUG 31 3 45 PM '87
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