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DEPARTMENT OF STATE

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FROM - RIO DE JANEIRO

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SUBJECT - NONCAPITAL PROJECT PAPER (PROP)
Secondary Education Planning and Consultant Services

REFERENCE -

COUNTRY: BRAZIL

PROJECT NO: 512-11-650-042.1

SUBMISSION DATE: December 1, 1969

ORIGINAL: X

PROJECT TITLE: Secondary Education Planning and Consultant Services

U.S. OBLIGATION SPAN: FY 65 through FY 72

PHYSICAL IMPLEMENTATION SPAN: FY 65 through FY 73

GROSS LIFE OF PROJECT FINANCIAL REQUIREMENTS: a/

U.S. Dollars	\$2,591,000
Local Currency (Trust Fund in US\$)	862,000
Cooperating Country Cash Contribution	809,000
Total	\$4,262,000

a/ Excludes Secondary Education Sector Loans

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DRAFTED BY <i>CSeeley/nc</i>	OFFICE HRO	PHONE NO. 256	DATE 12/1/69	APPROVED BY: <i>HH</i> ADPR: H Harrison
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A. SUMMARY

Brazilian secondary education, in general, is quantitatively and qualitatively deficient in meeting the demand for schooling and in producing the middle level manpower required for national social and economic development. Although this situation may typify Latin American secondary education, Brazil's problems are aggravated because of its 4-4-3 educational system, which offers only four years of free and supposedly compulsory primary schooling. Secondary education, comprising the other seven years, is ~~divided~~ divided into a four year ginásio and a three year colégio level, which in most states are neither free nor compulsory.

The federal government has launched a far-reaching campaign to stimulate the development of a network of comprehensive secondary schools, called polivalente, pluricurricular or "oriented to work" schools. The responsibility for such expansion, however, lies with the individual state ~~secretariats~~ secretariats of education, according to the Education Law of Directives and Bases, which became effective in December 1961.

Many state governments are in need of technical planning assistance. Under the law the Federal Ministry of Education and Culture (MEC) has the responsibility for providing such assistance to the states. USAID's technical assistance to the secondary education sector, therefore, is aimed at strengthening both federal and state efforts to achieve the following goals:

- Establishing well-trained, efficient educational planning commissions;
- Developing a secondary school curriculum at the ginásio and colégio levels which will provide students with the opportunity to learn basic job skills;
- Identifying and implementing organizational, administrative and teaching techniques which will motivate students to remain in school;
- Assisting teacher training institutions to improve the quality of professional personnel.

Specific targets for assistance to each state include but are not limited to:

- Developing an efficient educational planning unit;
- Increasing the flow of students through the ginásio and colégio levels by at least 50 per cent;
- Developing curricula which assist in meeting the requirements for academic, social and vocational skills on a national, state and community basis;
- Increasing the number, qualifications and competency of the professional teaching staff;
- Developing an educational ~~environment~~ environment particularly suited to local needs, including school plants designed to support and project the curricula, as well as school-community programs and relationships.

In 1965 USAID entered into a project agreement with the Government of Brazil under which the San Diego State College Foundation was contracted to provide technical advisers to assist in (1) the formation of a team of Ministry officials (Equipe de Planejamento do Ensino Médio - EPEM) trained to render advice and counsel to the states in the field of secondary education planning and (2) the development of well-conceived statewide plans,

both long range and short range, for no fewer than six states, and for others as needed and requested. The contract is scheduled to terminate in December 1973.

Currently, five states secretariats of education are receiving help from EPFM. At least four additional states are expected to receive similar planning assistance by January 1974. A major portion of EPFM's work with the states has evolved around the preparation of plans for implementing their portion of the ginásio polivalente network.

USAID inputs into the secondary education sector for FY 1969-FY 1973 include both (1) direct grant assistance through direct hire personnel, long-term university contracts, short-term personal service contracts, participant training and a limited amount of commodities and (2) loan assistance through a program of sector loans and counterparts funding.

USAID/Brazil also has educational programs in the fields of textbooks, ~~training~~ teacher training, postgraduate studies, vocational training, elementary education and educational media, which correlate with its assistance in the secondary education sector.

The International Bank for Reconstruction and Development (IBRD) is considering a loan to Brazilian secondary education which is expected to complement the USAID program with ginásios polivalentes in selected states and to improve the federal government's industrial, commercial and agricultural colégios. The Bank is also expected to assist in feasibility studies on the use of communications media at all levels of the educational system.

E. SETTING

Brazil is a huge country of great contrasts. Its 22 states, federal district and four territories range from densely populated, rich metropolitan areas like São Paulo, Rio de Janeiro, Belo Horizonte and Porto Alegre to vast, thinly populated areas in the interior and the Northeast which are characterized by a lethargic population and poor rural economies.

The educational profile of each state largely coincides with its socio-economic profile. The differences are extreme. The states of São Paulo, Minas Gerais and Guanabara, for example, account for approximately 52 per cent of secondary school enrollment, while comprising only 28 per cent of the total population.

The present federal government is highly centralized. However, since 1961 the major responsibility for organizing, financing and administering primary and secondary education has been delegated to the states.

Large numbers of boys and girls never complete more than the first grade, and the majority of students enrolled at each grade level is from one to five years overage because of a high failure rate and attrition resulting from the economic cost to the family of children remaining in school for a prolonged period of time.

More than half of the teaching staff at the primary and secondary levels have not completed the required teacher training programs. Most have received no formal training at

Physical plants are outmoded and overcrowded. Nearly all schools operate at least two shifts daily, and it is not uncommon for a school to maintain three or more shifts and for teachers to hold two or more jobs in different schools in order to supplement their meager salaries. Even with double and triple shifts there is space in the system for only slightly more than half of the secondary school applicants.

Basic instructional materials, including textbooks, are often not available, and the curriculum stresses the academic rather than the applied arts, contrary to Brazil's developmental manpower needs.

More than half of the 4,100 municipalities in the country do not have ginásios and 78 per cent do not have colégios. Thus, large segments of the population are denied schooling beyond the first four years because secondary schools do not exist in the community. SENAI and SENAC, semi-autonomous government industrial and commercial training institutions, operate a large number of schools offering specialized instruction for hundreds of job classifications to persons 14 years old and older who have completed the four year primary course. However, they offer little in the way of general education and are located mostly in the larger population centers.

Approximately 75 per cent of the students enrolled in secondary school attend academic or college preparatory courses, and ten per cent attend normal schools, which prepare primary school teachers. Special commercial programs attract 14 per cent of the enrolled students. Only three per cent study in industrial schools, and less than one per cent in agricultural schools.

The development of comprehensive (polivalente) multi-purpose ginásios and colégios will provide secondary students with general job skills and more depth in academic subject areas, and thus will offer them greater opportunity for entrance not only into traditional university programs and post-secondary technical schools but also into the labor market to meet Brazil's increasing manpower needs. Moreover, the polivalente school is designed to develop a greater respect for the man who works with his hands. The social value of work is emphasized, together with pride of workmanship, as all students, whether in academic or work-oriented programs, are required to learn basic industrial, commercial or agricultural practical arts. Students of varying social backgrounds mingle in courses common to all.

Thus, the USAID secondary education program is consistent with Brazil's development goals and with the total USAID program strategy for economic and social improvement. Project planning has been accomplished in close collaboration with Brazilian education officials, with a heavy emphasis on institution building.

C. STRATEGY

The USAID strategy for achieving the project objectives is to direct technical assistance to the state secondary education systems through the federal planning agency, ~~SENAI and SENAC~~ ^{SENAI} USAID advisers are assisting the state education systems in developing their capacity to plan, administer, implement and evaluate secondary education programs.

Working as advisors to EPEM, USAID contract personnel are assisting the Ministry in developing its capacity to collect and interpret data and to evaluate, plan and improve educational programs. One such study is resulting in the development of the multi-purpose ginásio polivalente program, which is being adopted by nearly every state as a basic approach to secondary education. EPEM, in turn, is ~~advising~~ advising the state secretariats of education on the establishment of planning organizations at that level to work with state, municipal and other educational authorities in improving and strengthening their systems. Thus, from the federal ministry to the local level a cohesive structure of ~~interrelated~~ interrelated planning, implementation and evaluation is being developed in accordance with the law of "Diretrizes e Bases".

By working through EPEM, USAID is attempting to avoid, in the politically sensitive area of public education, criticism of undue U.S. influence, particularly at the state and municipal level. Leadership and decision-making rest with Brazilians. Project planning is also carried out in close collaboration with the Brazilian counterpart agencies as a means of identifying priority areas and strategies in helping Brazil to solve her educational problems.

USAID support for the joint program of secondary education reform is financed by grant, loan and counterpart agreements. Grant funding primarily finances direct hire advisers and a contract for educational planning assistance with the San Diego State College Foundation. The contract was undertaken in January 1966 and is scheduled to terminate in December 1973. At present there are six long-term contract advisers working with EPEM in R. de Janeiro, as well as short-term consultants. The project also includes a substantial participant training program and a small amount of commodity assistance.

The Brazilian Government and USAID are negotiating a substantial sector loan which focuses on the improvement and expansion of secondary education through the establishment of work-oriented high schools. The loan provides four years of assistance in the development of approximately 270 ginásios polivalentes and eight model colégios polivalentes in four selected states, as well as model ginásios in other states. Approximately 20,000 new teachers will receive up to one year of training, and 3,300 existing staff members will be given additional instruction. New places for some 240,000 secondary students will be provided in the loan-related schools. Faculties of education and philosophy and special institutes for science and vocational teachers will receive assistance, and there will be a program of training in the United States for key personnel from federal, state and teacher training institutions participating in the loan.

Technical assistance in the implementation of the loan program will be furnished under a contract between MEC and a major U.S. university. The first year of the contract has been grant funded by USAID as a part of the Secondary Education Planning project. Subsequent years will be financed under the sector loan agreement.

A second sector loan is under review to extend the ginásio polivalente to several more states.

Both the federal and state governments have shown an active interest in and support for the secondary education reform program, and they have selected ~~with~~ well-qualified leaders to serve on their planning staffs. Increases in expenditures for education also have progressed well in those states receiving EPEM assistance.

Legislative constraints to the program must, in many instances, be removed by changes in federal and state laws. For example, a federal decree placing a ceiling on the creation of new governmental positions prohibits the states from adding new staff in key areas of their secretariats of education. Salaries of state and federal employees are likewise limited by legislation; and school curricula are controlled by federal and state councils of education with the result that the secondary school curriculum is quite rigid and resistant to change. Tapping new sources of revenue to meet budgetary requirements will remain a problem. However, the need to increase salary schedules, in conjunction with the upgrading of professional teachers, probably will be the major bottleneck to the achievement of program objectives.

An integrated approach to planning is essential at all levels of the educational system. Thus, USAID/Brazil has proposed an elementary-secondary education sector loan to assist in the primary schools, with a resultant increase in the number of students moving into the secondary system. Moreover, USAID is developing a grant-loan program to assist university faculties of education, which prepare secondary school teachers, in the improvement of ~~the~~ their professorial staffs. Close coordination is also maintained between the Secondary Education Planning project and the COLTED-USAID textbook program, which is charged with the development and distribution of textbooks at all educational levels.

D. PLANNED TARGETS

By the end of the project in 1973 those states cooperating with EPEM should have competent planning organizations for education in general and secondary education in particular. Their school curricula should ~~ex~~ closely mirror the socio-economic and educational needs of the community, state and nation and should be flexible to meet the changing demands of society. A larger percentage of their secondary school teachers should have full academic qualifications, and many others will have participated in short-term training courses. Drop-out rates at the secondary level should be reduced by approximately 50 per cent. New and remodeled ~~school~~ school buildings should reflect curricular and pedagogical changes. School-community relations should be strengthened, with community advisory groups formed to represent to the schools the attitude of the people they serve.

More specifically, on completion of the program the following results will be achieved:

- The Ministry of Education and Culture will have a permanent, secondary education planning and technical assistance unit (EPEM), consisting of at least thirty ~~is~~ well-trained and experienced professionals and a staff of assistants, some of whom will have worked in EPEM since 1966.
 - At least eight Brazilian state secretariats of education will have competent planning units, each consisting of from four to eight specialists.
 - The cooperating states will have flexible, multi-track secondary school curricula, including both academic and vocational programs.
 - In each state the course content in all subject areas will be evaluated and ~~modernized~~ modernized; and teacher training programs for all polivalente curricula will be established and functioning.
- More than 60 high level professional educators will have received postgraduate and other training in the United States and third countries.

E. COURSE OF ACTION

The attainment of secondary education reform through the establishment of federal and state planning units and network of comprehensive secondary schools, together with their supporting institutions, depends largely on (1) strong and effective Brazilian Government initiative and support at the federal and state level, (2) the further development of planning and administrative capabilities in MEC and the state secretariats of education and (3) the improvement and expansion of secondary teacher training.

(1) Initiative and support. The Brazilian Government is giving substantial support to secondary education reform at both the federal and state levels. Brazilian-owned counterpart and matching federal funds support extra salary payments and other operating expenses of EPEM. Nearly every state governor and secretary of education has pledged his cooperation with the Plan for the Expansion and Improvement of Secondary Education (PREMEM). The states of Bahia, Espirito Santo, Minas Gerais and Rio Grande do Sul have established planning commissions and submitted plans for the expansion and improvement of their secondary education systems. Fourteen states have requested EPEM assistance in forming planning entities and have been evaluated by the federal team. As a result of this evaluation EPEM prepared a report for the Minister of Education listing these states in three categories of readiness for technical assistance for the development of educational planning groups. Five are scheduled to receive such assistance in early 1971. Others will be assisted as their capacity to develop and utilize a planning organization increases.

(2) Planning and administrative capabilities. Major emphasis will continue to be given to the development of educational planning and administrative capabilities at the federal and state levels by the San Diego State College Foundation and the SUNY contract teams, assisted by related USAID efforts in higher education, textbook development and vocational education.

(3) Secondary teacher training. The improvement and expansion of secondary teacher training will receive USAID assistance under the secondary education grant and loan programs and the proposed loan for improving university education faculties.

USAID assistance will complement Brazilian technical resources in the detailed planning and implementation of the project through the provision of advice and training in other areas as well, such as curriculum development, educational administration and financial management, school building design, communications media adaptation and research and evaluation.

Although some aspects of USAID technical assistance will be carried on throughout the life of the project, the major steps each year in achieving the project targets are planned as follows:

FY 1966-FY 1969 - General Planning

- Organization of EPEM as the national planning body for secondary education
- Development of the first secondary education sector loan
- Initiation of the state planning groups

FY 1970 - Loan Planning, Curriculum Development and School Plant Design

- Revision of curriculum framework and preparation of course objectives, sequence and related materials as a model for state programs
- Preparation of school plant design based on the curriculum and educational specifications
- Improvement of state teacher education programs
- Development and evaluation, in conjunction with COLPED, of secondary school textbooks and library collections based on the new curriculum

FY 1971 - Teacher Education, Textbooks, Secondary School Administration and Financial Management

- Improvement of teacher training facilities, faculties and curricula in loan-related states, based on the new secondary school curriculum
- Development of a university credit system to count long and short term courses toward a licenciatura degree
- Development of comprehensive extension and field services in university faculties of education
- Development by federal and state planning units of school administration manuals guidance and counseling directives and student handbooks for polivalente schools
- Improvement of administrative and supervisory organization and procedures, including scheduling of facilities, students and staff
- Development of a budget control system, based on educational needs and consistent with accepted purchasing and accounting procedures
- Feasibility study of a data processing system for state education

FY 1972 - Communications Media

- Development of audio-visual systems, including instructional television, programmed instruction and other techniques to improve the teaching-learning process
- Preparation of a program for educational data processing, including personnel training
- Research design for program evaluation

FY 1973 - Research K and Evaluation

- Evaluation of the qualitative, quantitative and social aspects of the secondary education reforms program by Brazilian university ~~research~~ research divisions and federal-state research offices

This course of action will utilize the inputs of (1) USAID direct hire staff, (2) the San Diego State contract advisory team, (3) the SUNY contract advisory team, (4) short-term consultants, (5) participant training and (6) Brazilian-owned counterpart program support.

The project complements the substantial efforts of Brazilian federal and state governments in the field of secondary education development and reform, particularly in relation to the USAID sector loan program, as well as the activities of ~~in~~ other international agencies working in Brazilian education, such as the IBRD, the Inter-American Development Bank, UNESCO, ~~and~~ UNICEF, the Ford Foundation and the Peace Corps.

NONCAPITAL PROJECT FUNDING (Obligations in \$000)

Table 1
Page 1 of 2 pages
COUNTRY: BRAZIL

PROP Date:
Original: X
Rev. NO:

Project Title: Secondary Education Planning and Consultant Services
Project No: 512-11-650-042.1

Fiscal Years	Ap	L/G	Total	Cent ^{1/}	<u>Personnel Serv.</u>			<u>Participants</u>		<u>Commodities</u>		<u>Other Costs</u>	
					<u>AID</u>	<u>PASA</u>	<u>Cont</u>	<u>U.S. Agen.</u>	<u>Cont</u>	<u>U.S. Agen.</u>	<u>Cont</u>	<u>U.S. Agen.</u>	<u>Cont</u>
Prior thru Actual FY 69			1464	1136	301	-	873	4	74	-	14	23	175
Operational FY 70			391	305	86	-	180	-	73	-	-	-	52
Budget FY 71			381	293	88	-	171	-	65	-	-	-	57
B + 1 FY 72			355	270	85	-	170	-	50	-	-	-	50
B + 2 FY 73			-										
B + 3 FY 74			-										
All Subs Yrs.			-										
Total Life			2591	2004	560	-	1394	4	262	-	-	-	334

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^{1/} Memorandum (nonadd) column.

Fiscal Years	<u>AID-controlled</u> <u>Local Currency</u>		Other Cash Contribution Cooperating Country	Other Donor Funds (\$ Equiv.)	<u>Food for Freedom Commodities</u>		
	<u>U.S. owned</u>	<u>Country owned</u>			<u>Metric Tons (000)</u>	<u>CCC Value & Freight (\$000)</u>	<u>World Market Price (\$000)</u>
Prics thru Actual FY 69		203	231				
Operational FY 70		239	269				
Budget FY 71		210	190				
B + 1 FY 72		210	119				
B + 2 FY 73							
B + 3 FY 74							
All Subs Yrs.							
Total Life		862 ^{1/}	809 ^{2/}				

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TOAID A
1/ Trust Fund.
2/ Program Counterpart

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