

OCT 9 1975

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INFORMATION MEMORANDUM FOR THE ASSISTANT ADMINISTRATOR (L.A.)

FROM: LA/DR, Donor M. Lion *[Signature]*

SUBJECT: Paraguay Rural Radio Education grant project. *[Signature]*

In May, 1975, the DAEC reviewed the \$601,000 Paraguay Rural Radio Education grant Project Paper and concluded that additional information to support the project was required for approval (see State 115795, attached). The Paraguay Mission has now submitted a revised Project Paper which, with certain modifications as indicated below, is responsive to the concerns expressed by the DAEC. It is our view that the issues and questions of the DAEC have been satisfied by the revised PP and that the concerns which bear importantly on the projects' success or failure have been adequately dealt with. We have, therefore, concluded that an additional DAEC review (initially scheduled for Friday, October 10 at 2:30 p.m.) is not necessary.

The project will focus on expanding access to primary education in rural areas in the Department of Caaguazu through the introduction of radio programs based on the primary school curriculum. The project is designed primarily for the use of out-of-school children that have had three to four years of primary schooling but were not able to complete their elementary education because the schools they attended have less than six grades. Radio instruction will concentrate on four areas: (1) Spanish language, (2) social studies, (3) mathematics, and (4) health and nutrition. The purposes of the project are to develop Ministry of Education (MOE) capability to provide radio instruction to a greater percentage of the rural population; to experiment with different methodologies of providing rural primary school education through the use of radio; and to determine what institutional mechanisms help to make rural radio education programs feasible and more effective.

The total proposed project cost will be \$878,000, of which \$601,000 will be provided by A.I.D. and \$277,000 by the Government of Paraguay (GOP). AID inputs will provide funding for: (1) a radio education specialist to provide expertise in overall program planning, design, and implementation (36 mm), a radio engineering consultant (3mm), a research and evaluation specialist (11 mm), and a radio curriculum specialist (6 mm); (2) commodities, including radio and sound reproduction equipment and materials; (3) 40 man-months of short-term participant

Still lots of money for the project - compare all the other private radio education programs in the country. 1/6/75 in L.A.

training in the U.S., Mexico, Guatemala, and Colombia; and (4) costs for local travel, local contract services, and local purchases of supplies and materials.

The GOP contribution is estimated at over 31% of the total project costs, this exceeding the host country contribution requirement of Section 110(a) of the FAA. The project is included in the FY 1976 Congressional Presentation as part of the Education Development "basket" project (page 241).

The specific questions raised by the DAEC and addressed in the revised PP are described below:

1. Target Group: The DAEC requested further information regarding the size of the projects target group and the motivation of potential radio students to obtain a primary education beyond the third grade. The PP states that there are 9,564 children in Caaguazu between the ages of 7 to 14 who are not in school. Nationally, 18% of children in this age group are not in school because there is no school close to them; 3% are not because of no superior grade to enter; 11% because they had to work; and 42% because of lack of funds. The PP indicates, however, that in Caaguazu, a substantially higher percentage than the national average out of school children in this age group are not in school because there is no school close to home (pp. 9, 12). The social analysis section of the PP also states that of 238 rural schools in Caaguazu Department, 174 are incomplete and at least 104 of these have enrollment possibilities only through the third grade or less. Further, the PP states that according to an MOE study conducted in 1974 in Caaguazu, potential radio students are favorably disposed toward primary school education and would welcome the opportunity to further their education. The Mission estimates that the demand for primary school education in Caaguazu is at least 50% of those out of school in the 7-14 year old age group (pp 27-28).

2. Monitors: The DAEC requested additional information on the number of monitors needed for the project and inquired into the use of normal school students as monitors, as the original project paper had proposed. In the revised PP, the Mission states that 70 monitors will be required for this project, approximately half of whom will be teachers serving without additional pay and the other half of whom will be unpaid volunteers from the communities. The project was revised to exclude normal school students from being monitors, and instead has indicated that they will serve as assistants to the regional supervisors as part of their regular teaching training assignment (pp 14-15).

The DAEC also requested additional information regarding the amount of time required of a monitor and the assurance that monitors would participate in the project on a continuing basis. While these questions were not directly answered by the revised PP, an inquiry to the Mission indicated that each monitor will be required to devote from 5 to 10 hours per week in connection with the project. In addition, the Mission has been assured by the regional supervisors in Caaguazu and by the MOE that a sufficient number of monitors will be provided. This provision is included in the draft Project Agreement, and the Ministry is fully confident that volunteers to serve as monitors will be available on a continuing basis.

3. Logistics: The DAEC requested greater elaboration on the timing and logistics of the radio broadcasts and the manner in which the students would listen to them and discuss them with the monitors. The revised PP addresses these points on pages 13-15, which state that groups of students will listen daily to the radio programs at listening centers in their communities; that monitors will not require transportation to and from the listening sessions because they will be members of the community; and that supplementary training materials will be published by the Center for Tele-education and distributed by the monitors to the students.

Specific responses to the DAEC questions regarding the timing of broadcasts were not contained in the revised PP, but the Mission has indicated that during the first year each broadcast will be one hour in length - 15 minutes for each course. The course will be broadcast between 11 a.m. and 1 p.m. on one station, and will be repeated between 5 p.m. and 7 p.m. each day on another station. (The PP states that these are the best times of the day to broadcast the programs (p. 13)). Three radio stations in the Caaguazu area have indicated that within these time periods they have one hour daily available to donate as a public service to the MOE. The same monitors may not all be involved in both sessions. Those who are able to meet with their groups only once a day will do so, and a different monitor will meet with the group for the other session. While this might necessitate including more than 70 monitors in the project, their availability will be assured as explained above. The second year of the project will require two hours of time per broadcast, and the third year three hours, because of the expansion of the number of grades covered by the radio education project. Therefore, the MOE is considering the need to operate their own radio station.

4. GOP Personnel: The DAEC inquired as to the availability of sufficient support and personnel from the GOP for the project. The revised PP addresses these questions completely, pointing

out that the budget for the Center for Tele-education has already been increased from \$30,000 to over \$58,000 for 1976 to cover the costs of adding 10 professional staff members to implement the project and to provide funds to support the additional work required under the project (p. 37). Two new primary instruction supervisors will be added to the Caaguazu Department staff who will assume full-time responsibility for the establishment and operation of the listening centers (p. 4). The PP states that the basic GOP staff needed to implement the project is therefore already on board and that the MOE is ready to sign the project agreement and implement the project (pp. 5, 42).

5. Cost of Replication: The DAEC requested that the Mission examine more closely the costs of project expansion in Paraguay. The economic analysis of the revised PP includes a detailed assessment of replication costs and concludes that cost inputs after the initial pilot project phase will be minimal and that future expansion of the project is feasible and is now considered an integral part of MOE planning (pp. 31-36).

6. Evaluation: The DAEC asked that consideration be given to including an education economist consultant in project-funded personnel to conduct a cost-benefit analysis as part of project evaluation. The revised PP includes a research and evaluation specialist in the project budget (see p. 43) and states that the evaluation plan includes cost-benefit analysis (p. 42).

7. Consideration of Reduction in Scale: The DAEC considered that the scale of the project might be reduced and that consideration should be given to the need for the infrastructural input (equipping a recording studio for MOE use), reserving such inputs for possible future program expansion. A small reduction was made in total project costs and the revised PP states that costs have been cut to a level where a decrease in certain items (e.g. recording studio, tapes, production materials) could create bottlenecks which could adversely affect the project (pp. 31-32).

The revised PP does not directly address the issue of the need to construct a recording studio as part of the project. However, because the project is essentially a prototype of a program which the MOE plans to expand after initial testing, it is important for the success of the project that its different elements be viewed as a package to be tested and evaluated together. Therefore, the establishment of a recording studio at which MOE personnel can develop radio education programs should be viewed as an essential component of this project, the use of which will be evaluated along with the rest of the project to determine the manner in which the radio education project should be expanded. Furthermore, the cost of this

element (\$25,000 for equipment and installation, \$12,000 for a radio engineering consultant to assist in the selection and operation of the studio) does not represent a significant amount of the entire project costs, and the benefits of equipping a recording studio under this project at this time sufficiently outweigh the costs.

8. Detailed Budget: The DAEC requested that a detailed budget be included in the revised PP for both AID and GOP inputs. This has been done on pages 43-48.

Two additional questions concerning the project arose at the pre-DAEC meeting. The first was whether the formal primary school curriculum to be used for the radio broadcasts would be relevant to the rural students listening to these broadcasts. The radio programs will use the revised curriculum developed with AID grant and loan assistance in Paraguay over the past several years, and will, therefore, be responsive to the needs and interests of the prospective rural radio students.

The remaining question concerned the consistency with the Congressional Presentation of FY 76 cost figures for this project and the Non-Formal Education project, which makes up the remainder of the basket Education Development project. While funds for these two projects are represented in the Congressional for both FY 76 and the interim quarter, neither project facesheet has broken out funding requirements for the interim quarter. As a result, the combined FY 76 cost figures for radio education (\$241,000) and non-formal education (\$165,000) are in excess of the amount in the Congressional for FY 76 (\$368,000). However, \$85,000 is included in the Congressional for the basket project for the interim quarter, part of which is for the radio project. The Mission's FY 77 ABS included \$203,000 in FY 76 funding and \$45,000 for the interim quarter for the radio education project. These amounts combined are more than sufficient to meet the first year requirements of \$241,000 for this project. Therefore, a proposed resolution to this question is to decrease FY 76 funding for the radio education project to \$203,000 on the PP facesheet, consistent with the Congressional and the ABS, and add a new column on the facesheet for the interim quarter, in which the remaining \$38,000 for first year funding will be included. The Mission will be advised of this recommendation.

Copies of this memorandum are being sent to those offices which received invitations to the DAEC meeting. In the event that any recipient wishes to discuss any matters related to the proposal, we are asking that they contact Chuck Weinberg no later than close of business, Thursday, October 9.

Attachment
State 115795



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SUBJECT: RURAL RADIO EDUCATION PROP-DAEC

1. THE RURAL RADIO EDUCATION PROP WAS REVIEWED ON MAY 8, 1975. THE DAEC DETERMINED THAT ADDITIONAL INFORMATION WITH REGARD TO CERTAIN ELEMENTS OF THE PROPOSAL IS REQUIRED. PROJECT APPROVAL IS DEFERRED PENDING SUBMISSION

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AND A/D/H REVIEW OF A REVISED PROP WHICH MORE FULLY ADDRESSES THE ISSUES OUTLINED BELOW.

(A) TARGET GROUP. WHAT WILL BE SIZE OF TARGET GROUP? HOW MANY CHILDREN ARE NOT IN SCHOOL IN TARGET AREA SOLELY BECAUSE OPPORTUNITIES DO NOT EXIST? IN MAKING THIS ESTIMATE DETERMINATIONS SHOULD BE MADE REGARDING (1) REASONS WHY PRESENT RURAL PRIMARY SCHOOLS IN TARGET AREA ARE INCOMPLETE (I.E. OFFER LESS THAN SIX GRADES) AND (2) MOTIVATION OF POTENTIAL RADIO STUDENTS FOR RECEIVING A PRIMARY EDUCATION. IF PRESENT SCHOOLS ARE INCOMPLETE BE USE OF LACK OF DEMAND FOR UPPER PRIMARY GRADES IN AREA, WHAT EXPECT WILL THIS HAVE ON IDENTIFYING STUDENTS WHO SHOULD BE INTERESTED AND WILLING TO PARTICIPATE IN RADIO COURSES? TO WHAT EXTENT ARE STUDENT MOTIVATION AND LACK OF EDUCATIONAL FACILITIES IN TARGET AREA RELATED TO DROP-OUT PROBLEM?

(B) MONITORS. HOW MANY MONITORS WILL BE NEEDED AND WILL TH. NUMBER BE READILY AVAILABLE IN TARGET AREA? WHAT DEMANDS DOES INTRODUCTION OF MONITOR FUNCTION INTO NORMAL SCHOOLS CURRICULUM MAKE ON NORMAL SCHOOL, BOTH IN TERMS OF EXPENDITURES OF TIME AND RESOURCES AND IN TERMS OF ALTERNATIVE USES OF TIME OF NORMAL SCHOOL STUDENTS? WHAT PROBLEMS MIGHT BE ENCOUNTERED IN INTRODUCING THIS CONCEPT INTO A SINGLE NORMAL SCHOOL CURRICULUM, HOW LONG WOULD IT TAKE, AND ARE THERE MOTIVATIONAL QUESTIONS RELATED TO PROSPECTIVE MONITORS WHICH MIGHT AFFECT SUCCESS OF PROJECT? HOW MUCH OF MONITOR'S TIME WILL BE SPENT IN CONNECTION WITH PROJECT FUNCTIONS? IN ADDITION, CONSIDERATION MIGHT BE GIVEN TO USING MOTHERS LIVING IN RURAL AREAS AS MONITORS OR SUBMONITORS WHO COULD ASSIST STUDENTS BETWEEN VISITS BY NORMAL SCHOOL MONITORS.

(C) LOGISTICS. CONSIDERATION SHOULD BE GIVEN THE FOLLOWING TIMING AND LOGISTICAL QUESTIONS: (1) WHERE WILL STUDENTS LISTEN TO RADIO PROGRAMS? (2) WILL THEY LISTEN INDIVIDUALLY OR IN GROUPS? (3) WHEN WILL PROGRAMS BE BROADCAST, AND WILL THEY ALL BE BROADCAST AT ONE TIME OR AT DIFFERENT TIMES DURING DAY? (4) HOW WILL TRANSPORTATION FOR MONITORS BE PROVIDED AND HOW MUCH TIME WILL THIS INVOLVE? (5) HOW WILL SUPPLEMENTARY TEACHING MATERIALS

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BE PUBLISHED AND DISTRIBUTED? (G) WHERE AND HOW OFTEN WILL MEETINGS WITH MONITORS TAKE PLACE?

(D) GOP PERSONNEL. IS IT REALISTIC TO EXPECT THAT SUFFICIENT SUPPORT FROM GOP WILL BE OBTAINING TO INSURE INPUT OF PERSONNEL AND TRAINING NECESSARY FOR SUCCESSFUL IMPLEMENTATION OF PROJECT? WHAT ARE ALTERNATIVE USES OF THESE PERSONNEL? SHOULD WE THEN HIRE AND DOES IT MAKE SENSE FOR HQE TO DEVOTE THIS MANY PEOPLE FOR THIS PILOT PROJECT? ARE SUFFICIENT PERSONNEL AVAILABLE?

(E) COSTS OF REPLICATION. COSTS OF REPLICATION OF PROJECT ON EXPANDED BASIS IN PARAGRAPHS SHOULD BE MORE SPECIFICALLY EXAMINED AND DETERMINATIONS MADE AS TO WHETHER THESE COSTS WOULD ALLOW GOP TO REPLICATE IT, GIVEN PRIORITY THEY PLACE ON RADIO EDUCATION.

(F) EVALUATION. CONSIDERATION SHOULD BE GIVEN TO DESIRABILITY OF INCLUDING AN EDUCATION ECONOMIST CONSULTANT IN PROJECT-FUNDED PERSONNEL TO CONDUCT COST-BENEFIT ANALYSIS AS PART OF PROJECT EVALUATION.

2. BECAUSE THIS IS A PILOT PROJECT, ITS SCALE MIGHT BE REDUCED AS PROJECT DESIGN IS MORE DEFINED, WHICH COULD LEAD TO REDUCED COSTS. CONSIDERATION SHOULD BE GIVEN TO NEED FOR INFRASTRUCTURAL INPUT (EQUIPPING RECORDING STUDIO) IN VIEW OF POSSIBLE REDUCED SCALE, RESERVING SUCH INPUTS FOR POSSIBLE FUTURE PROGRAM EXPANSION. MISSION SHOULD EXPLORE POSSIBILITY OF ALTERNATIVE FACILITIES IN COUNTRY WHICH MAY BE SUFFICIENT TO SUPPORT THIS PILOT EFFORT

3. DETAILED BUDGETS SHOULD BE INCLUDED IN REVISED PROP FOR BOTH A.I.D. AND HOST COUNTRY INPUTS

4. MISSION SHOULD CONSIDER CONTRACTING SHORT-TERM ASSISTANCE IN COLLECTION OF ADDITIONAL DATA TO ADVANCE PROJECT DESIGN AS ENVISIONED ABOVE, ACCORDING TO HOLT. MISSION HAS FUNDING AVAILABLE FOR THIS ANALYTICAL EFFORT OVER THE NEXT FEW MONTHS, AND MISSION PREPARED TO ISSUE REPORT, BASED ON THAT UNDERSTANDING. KISSINGER