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AGENCY FOR INTERNATIONAL DEVELOPMENT
PROJECT IDENTIFICATION DOCUMENT FACESHEET
 TO BE COMPLETED BY ORIGINATING OFFICE

1. TRANSACTION CODE
 A = Add
 C = CHANGE
 D = DELETE

PIL
 2. DOC# CODE

3. COUNTRY/ENTITY
 PERU

4. DOCUMENT REVISION NUMBER

5. PROJECT NUMBER (7 DIGITS)

6. BUREAU/OFFICE
 A. SYMBOL LA CODE 05

7. PROJECT TITLE (MAXIMUM 40 CHARACTERS)

8. PROPOSED NEXT DOCUMENT
 A. 2 = PRP
 3 = PP
 B. DATE

10. ESTIMATED COSTS
 (\$000 OR EQUIVALENT, \$1 = S/.45.)

FUNDING SOURCE	
A. AID APPROPRIATED	
B. OTHER U.S.	1. PL 480 Title II 2.
C. HOST COUNTRY	
D. OTHER DONOR(S)	
TOTAL	

9. ESTIMATED FY OF AUTHORIZATION/OBLIGATION
 a. INITIAL FY b. FINAL FY

11. PROPOSED BUDGET AID APPROPRIATED FUNDS (\$000)

A. APPRO- PRIATION	B. PRIMARY PURPOSE CODE	PRIMARY TECH. CODE		E. FIRST FY 78		LIFE OF PRO.	
		C. GRANT	D. LOAN	F. GRANT	G. LOAN	H. GRANT	I.
(1) EH	600	610		215		560	
(2)							
(3)							
(4)							
TOTAL				215		560	

12. SECONDARY TECHNICAL CODES (maximum six codes of three positions each)

13. SPECIAL CONCERNS CODES (MAXIMUM SIX CODES OF FOUR POSITIONS EACH)

15. PROJECT GOAL (MAXIMUM 240 CHARACTERS)

16. PROJECT PURPOSE (MAXIMUM 480 CHARACTERS)

17. PLANNING RESOURCE REQUIREMENTS (staff/funds)
 None required for preparation of PRP.

18. ORIGINATING OFFICE CLEARANCE

Signature: *Donald Finberg*
 Title: Mission Director
 Date Signed:

19. DATE DOCUMENT RECEIVED AID/W, OR FOR AID/W OR DATE OF DISTRIBUTION

Pre-School Education for the Disadvantaged

I. Summary of the Problem to be Addressed and the Proposed Response.

A. Goal Statement and Problem to be Addressed

The goal of USAID/Peru programs in the education sector is directly supportive of GOP reform efforts to make the education system more responsive to the needs of disadvantaged Peruvians. This goal can be accomplished through a variety of programs by focusing on increased access, greater relevancy, and improved internal and external efficiencies within the education system. To a significant extent, however, the individuals who fall within AID's target population in Peru belong to linguistic and cultural groups which do not possess the skills and prior orientation required for success in the school system.

Despite the efforts which have been made in Peru to reform the curriculum and make it more relevant to local needs, many of the children from low income groups still have difficulty in taking advantage of the few years of education they will receive. To address this problem Peru has been considering pre-school (early intervention) education programs as a means to improve the future potential of the rural and urban poor.

The rationale for early intervention is based on the judgement that success in school assumes that entering students possess certain intellectual and behavioral skills. Children from disadvantaged socio-economic populations frequently lack these skills and have unusual difficulty in coping with the early years of school. Once enrolled in school they tend to either drop out or continue to repeat grades. As a result, wastage rates are usually highest among children from indigenous or marginal populations and it is these children who generally finish the fewest number of years of schooling. For example, the repetition rate in the first three grades of primary school in Lima is 8.8% in comparison to 20.8% in the Puno region.

Most researchers have traditionally attributed these deficiencies to a home environment which deprives children of the type and amount of stimulation necessary for acquisition of these skills. Another significant element which is often blamed for the low level of intellectual functioning is malnutrition. Caloric, and especially protein deprivation, have been identified as contributing factors to the learning problems of young children. ^{1/}

It has been suggested that programs of early intervention could make a significant impact on success in school if those who were readily identifiable as likely to have learning problems were singled out prior to entering school and were brought up to the level of social and intellectual function similar to the rest of the population before entering the first grade. The most well known of these programs and which gave the greatest impetus to the rationale for early intervention was Project Head Start. In addition to teaching behavioral and intellectual skills, Head Start also attempted to provide a nutritional supplement on a regular basis to all students enrolled in the program.

Despite some early doubts as to the worth of the Head Start program, more recent evaluations of the program have convinced educators that early intervention can make a highly significant impact on improving the school performance of children from disadvantaged populations.

B. Prior Pre-school Education Experience in Peru

A private program which began in Puno, Peru in 1967 and which was adopted by the GOP as an official program in 1973 (with financial and PL 480 Title II assistance from UNICEF and CARITAS) has demonstrated the potential for success of early intervention programs within a developing country context. The Puno Program combines many of the elements of Project Head Start (including a nutrition component)

^{1/} See Cravioto and De Licardie, "The effect of Malnutrition on the Individual" in Nutrition, National Development, and Planning, Berg; Scrimshaw and Call eds. MIT Press 1973.

as well as adding other dimensions, e. g. a high level of community involvement. The project at present includes over 150 pre-school locations with approximately 3,000 students, the vast majority of whom are Quechua or Aymara monolingual children from families who fall in the lowest 20% of socio-economic groups within Peru.

The most convincing evidence of the success of the project to date comes from a recently conducted USAID financed evaluation of the program and from observations made by several primary school teachers who work in the area where the program operates. The evaluation indicated that the level of social and intellectual functioning of students in the pre-school is significantly above the norm for children of that age in the area. Teachers have commented frequently on how readily one can identify first grade students who have been through the pre-school program. In almost all cases these children are the most alert, bright, intellectually curious and successful students in the primary schools in these areas. Not enough time has passed, however, to follow the academic success of these students over an extended period.

The way the program has evolved in Puno makes it difficult to systematically evaluate, since no baseline data were collected when the project began. Given the late start in building an evaluation component into the program and the lack of a reasonably sophisticated research design, it is impossible to identify the specific factors which account for the positive changes which have occurred.

An additional problem which is affecting the Puno program is the method of compensating the volunteers who participate in the program. Rather than using regularly paid MOE teachers, the project has experimented with the use of members of the community who receive training under the program and then are responsible for running each program. Initially the volunteers were content to receive a very small stipend from the MOE or the community. As they gain more experience they are becoming less willing to work for only a small stipend and are increasing their demands to be incorporated within the formal teaching profession and to earn a minimal salary.

C. Project Description: Outputs, Assumptions, Target Group

Based on the Puno experience, the USAID is convinced of the merit of attempting to establish a similar program in another region of Peru in order to provide a controlled, low-cost demonstration of the potential value of pre-school programs in Peru, and elsewhere in Latin America. It is with this purpose in mind that the proposed three year project herein described was designed.

Project outputs which are necessary to the achievement of the project purpose include trained community volunteers to teach in the program, trained specialists in pre-school education, curriculum, and educational measurement and evaluation to manage and supervise pre-school programs; establishment of a minimum of 100 pre-school education units; and enrollment of approximately 2000 children aged 2 through 5 in test locations. Other outputs include enlisting the participation of parents of pre-school children to work in the program; developing, producing and distributing sets of teaching material; and preparing research reports and publications for the project.

Several major assumptions are critical to the project's success: 1) The techniques and methodologies developed in the Puno project are readily transferable to other disadvantaged populations within Peru. 2) Restricting the establishment of programs to those communities which are able to afford stipends for "volunteer" workers will be politically acceptable. 3) Finally, a sufficient number of volunteers will be interested in continuing to work with the program without becoming a formal part of the teaching profession or earning the minimum teacher salary.

The proposed project was designed with the idea of reaching the poorest 20% of the Peruvian population. A recent Mission study has identified the relative position of all 150 provinces within Peru on the basis of an index of 11 socio-economic factors which are correlated with poverty within Peru. The sites to be selected for the establishment of pre-school programs under this project will be selected from communities in the bottom 20%.

Rural and some urban sites for the project will be selected from one or more of the most disadvantaged education regions within Peru.

The primary beneficiaries are the children aged 2-5 in the above target population who will be enrolled in pre-school programs. Parents as well as other members of the community will also benefit as a result of the project by learning some basic principles of sound nutrition and ways to provide effective educational stimuli to young children.

The Education Sector Assessment completed by the Mission in October 1975, identified pre-school education as one of the areas which offers potentially high, but long term benefits to educational investment. The major caveat which was expressed in the assessment was that before such a program was undertaken, possible solutions to budgetary implications be found. The favorable evaluation of the Puno pre-school program which was recently completed has indicated that a potential solution to the financial constraint may be found if the establishment of pre-school programs is conditioned by a determination that there exists a modest level of community resources and interest which is sufficient to support a significant element of program costs.

D. Alternatives

USAID is already providing assistance to a relatively similar target population through its Bilingual Education Project. That project represents an attempt to address the disadvantage of not speaking Spanish faced by large numbers of Peruvian children. It is anticipated that the provision of partial instruction in Quechua (the language spoken by a large segment of the rural poor) in the first three grades of school should lead to a more relevant education for these children while facilitating transition to the school system. This bilingual education is a necessary element in a program to overcome the special problems of the target group. However, other program elements, such as pre-school education, are also necessary to compensate for the additional socio-economic disadvantages of the target population.

Another major area indicated in the assessment as being appropriate for USAID assistance deals with programs, especially non-formal, for an older age group (15-39) within the target population. While USAID continues to maintain a strong interest in this age group and is aware that the impact of programs for this group are highly visible in a short period and can make significant contribution to development efforts, the failure of the Division within the Ministry to implement a previously approved Non-Formal Education Grant Project, thus requiring its recent deobligation, makes it unlikely that AID and the MOE could agree at this time to other assistance in the non-formal area. For this reason USAID believes that under present circumstances, and given Peruvian interest in this area, a pre-school program represents a promising area of assistance at this time with potentially significant impact on the target group.

II. Financial Requirements and Plans.

The total project cost, over a three year period, is estimated at \$850,000 of which \$560,000 would be grant financed by AID. It is also contemplated that AID will provide up to \$300,000 worth of PL 480 Title II food to be used for a pre-school feeding component of the program. The tentative project budgets for AID and the GOP are as follows:

AID

- | | | |
|-----|---|-----------|
| (1) | <p>Technical Assistance
Short and long term technicians (6) for 55 mm at \$5,000 per/mm in curriculum development, materials design, psychometrics, testing and evaluation.</p> | \$275,000 |
| (2) | <p>Participant Training (U.S. and third Country)
Short and long-term training for 8 participants totalling 38 mm in pre-school education, curriculum, educational measurement and evaluation.</p> | 50,000 |

(3) Commodities		
Samples of testing and teaching material, educational games and puzzles, cassette recorders and cassettes, and duplicating equipment.		\$ 75,000
(4) Other Costs		
Local training (seminars & workshops)	75,000	
Publications/material production	30,000	
Research and Evaluation	55,000	
		<hr/>
Total AID Contribution		\$ 560,000

GOP

(1) MOE Supervisory and project personnel	85,000
(2) Community & GOP contribution for volunteers	115,000
(3) Office supplies and materials	60,000
(4) Local training (seminars and workshops)	30,000
	<hr/>
	\$ 290,000

It is anticipated that as a result of this project the GOP should be able to gradually expand the program throughout the country's disadvantaged areas. The type and quantity of technical assistance and training being provided under the project should provide a sufficient cadre of Peruvian specialists who would be capable of expanding the project with only minimal outside assistance.

III. Development of the Project.

The USAID recently financed a modest evaluation of the project in Puno using locally available talent. The evaluation indicated the importance and contribution the project is making to Peruvian education. In addition, the evaluation highlighted several weaknesses in the program and areas which require further research. Building

on this evaluation, the USAID (using Technical Support funds) and UNICEF plan to jointly finance a follow-up to the evaluation using the services of the High Scope Foundation.

The purpose of these services is to help provide concrete suggestions to personnel in Puno to improve the operation of the program and to incorporate evaluation as part of an ongoing element and process within the project. A secondary purpose is to assist the USAID in project design and to detail the necessary requirements for project development. These services are programmed during the period between July and October, 1976. The data generated by the High Scope Foundation should provide a significant portion of the information needed to prepare a PRP, which the USAID anticipates submitting in October, 1976. No AID/W resources will be needed for the development of the PRP.

The PRP should indicate those areas which will require additional analysis in preparation of the PP. It is estimated that approximately one man month of TDY assistance from AID/W will be required for the economic analysis. Tentative date for submission of PP is August 1977.

IV. Issues of a Policy of Programmatic Nature.

1. The major issue relates to the financial capacity of the GOP to carry out such a program on a national basis. The experience in Puno to date has generated useful evidence of the technical soundness of the project and the education benefits which accrue to students who participate in the program. The program has largely been staffed by volunteer teachers who until recently have been willing to work for only very modest compensation. After several years of participating in the project these individuals are seeking formal recognition from the MOE of their right to be incorporated into the teaching profession and to earn an appropriate salary. Preliminary calculations have demonstrated that such a solution far exceeds the capacity of the Ministry of Education. As an alternative, and to make the project financially feasible, the MOE is considering the possibility of offering pre-school programs only in those areas which are able to pay the volunteers a wage which is sufficient to keep them in the program. In the course of project development USAID and the MOE will explore the practicability of this

solution as well as exploring other alternatives, such as increased participation by mothers.

2. While the pre-school education concept has been tested fairly successfully in the Department of Puno, the transferability of the program to other social and cultural settings remains to be demonstrated. In addition to testing the type of program developed in Puno in other areas, the present project will also attempt to demonstrate the effects of pre-school education on a more systematic basis. A particular issue which will be addressed is the degree to which specific factors can be identified as being those responsible for producing changes in student attitudes, knowledge and behaviour.

3. Although the primary emphasis in this program will be in establishing pre-school sites in rural areas containing disadvantaged populations, it is also anticipated that some sites may be located in urban areas (pueblos jóvenes and inner city slums). The extent to which sites may be selected within urban areas will depend on their meeting the criteria which will place the population within the disadvantaged target group.

School Lunch Program

The national school lunch program in Peru continues to be carried out through a government-to-government agreement. A new Transfer Authorization, signed by the US Government and awaiting GOP signature, provides a total of 6,820 thousand kilograms of Title II food commodities valued at \$2.3 million for the school lunch program during CY-1976. The program will provide a breakfast or lunch to approximately 500,000 primary school students. In accordance with the approved PROP and agreements with the GOP, Title II support of the school lunch program will be provided through calendar year 1978. During this period the level of Title I inputs will be progressively reduced while the level of GOP and other local inputs are planned to increase proportionally. An extension of the new Transfer Authorization or new ones will be requested to provide 4,320 thousand kilograms and 1,640 thousand kilograms of Title II food during CY's 1977 and 1978, respectively.

The total commodity requirement for one school year, at the level of 500,000 recipients, is approximately 10,950 thousand kilograms. During 1976 the GOP and other local sources are to provide 4,130 thousand kilograms of commodities equivalent to 38 per cent of the total requirements. It is planned that the local commodity contribution from Government and local sources will amount to 61 and 85 percent of the total commodity requirements respectively during 1977 and 1978. It is expected that full responsibility for providing the necessary commodity requirements and for the administration of the school lunch program will be assumed by the Peruvian Government beginning in 1979.

In addition to GOP commodity support as described above, the Government has been requested to pay 50 per cent of the ocean freight and the equivalent 10 per cent port charges of Title II shipments during 1976, in accordance with AID/FFP policy for government-to-government food assistance programs. These costs amount to \$357,500. In addition, the GOP is assuming additional administrative, monitoring and food distribution costs.

Considering the current weak fiscal situation of the Peruvian Government and the fact that the expansion of the school enrollments in rural areas and pueblos jóvenes adds steadily to the numbers who should receive food assistance under the Government program (the Volags Title II school feeding programs were discontinued by AID/W in December 1974). The Government's ability to assume progressive responsibility for the School Lunch Program per the phase-out schedule will be extremely difficult. No modification of the phase-out schedule is recommended by the Mission at this time, however.

III. Sponsor's Name: SAWS (OFASA)

A. Maternal and Child Health

Total Recipients# 8,000

<u>No. of Recipients by Commodity</u>	<u>Name of Commodity</u>	<u>(Thousands)</u>	
		<u>KGS</u>	<u>Dollars</u>
8	S.F. Wheat Flour	22	5
8	S.F. Cornmeal	22	4
8	S.F. Bulgur	22	4
8	S.F. R. Oats	22	5
8	C.S.M. Inst.	70	24
8	W.S.B.	74	19
8	Oil	44	26
Total MCH 8		<u>276</u>	<u>87</u>

B. Food for Work

Total Recipients: 25,000

<u>No. of Recipients by Commodity</u>	<u>Name of Commodity</u>	<u>(Thousands)</u>	
		<u>KGS</u>	<u>Dollars</u>
25	S.F. Wheat Flour	476	116
25	S.F. Cornmeal	476	93
25	S.F. Bulgur	476	95
25	S.F. R. Oats	476	118
25	W.S.B.	816	213
25	Oil	136	79
Total FFW 25		<u>2,856</u>	<u>714</u>

IV. Sponsor's Name: GOVERNMENT OF PERU

A. School Feeding Program

Total Recipients: 500,000

<u>No. of Recipients by Commodity</u>	<u>Name of Commodity</u>	<u>(Thousands)</u>	
		<u>KGS</u>	<u>Dollars</u>
500	C.S.M. Inst.	768.0	269.6
500	S.F. Bulgur	586.0	119.5
500	S.F. Flour	1,525.9	380.8
500	Veg. Oil	189.7	340.0
Total SFP500		<u>3,069.6</u>	<u>1,109.9</u>