

PO 99A 778-11

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AID 1020-25 (7-69) PROJECT APPRAISAL REPORT (PAR) PROJECT NUMBER 5190071 (6)
(U-446) 519-11-640-071.1

002 PAR NO. 1041 YR. 1970
AS OF: 11/10/70

REGIONAL TEXTBOOKS

A.I.D.
Reference Center
Room 1656 NS

EL SALVADOR

FINANCING TABLE

AID DOLLAR EQUIVALENT CUMULATIVE NET FUND RECURRING OPERATIONAL (FY 1971)	CON- TRACT (100% AID)	PERSONNEL SERVICES			PARTICIPANTS		COMMODITIES		OTHER COSTS	
		AID	DESP	CON- TRACT	DIR. PASA	CON- TRACT	DIR. PASA	CON- TRACT		
190	782	61				628		14		
288		26				260				

CCC VALUE OF NET COMMODITIES (\$000) Operational Year Program

IMPLEMENTING AGENCY TABLE

If contractors or participating agencies are identified, enter the name and contract or PASA number of each in appropriate spaces below; in the case of voluntary agencies, enter the registration number from W.O. 1551, Attachment A. Enter the appropriate descriptive code in columns b and c, using the key in guide provided below.

TYPE CODE	NAME OF AGENCY	IMPLEMENTING AGENCY	TYPE OF CONTRACT		CONTRACT/ PASA/ VOLAG NO.	LEAVE BLANK FOR AID/W USE
			a.	b.		
1. U.S. CONTRACTOR						
2. LOCAL CONTRACTOR						
3. THIRD COUNTRY CONTRACTOR						
4. PARTICIPATING AGENCY						
5. VOLUNTARY AGENCY						
6. OTHER						

PART I. PROJECT IMPACT

1A. GENERAL NARRATIVE OF THE PROJECT EFFECTIVENESS, SIGNIFICANCE & EFFICIENCY.

This summary narrative should be a brief outline of the chronological sequence of the principal events in the history of the project since the last PAR. Following this should come a concise narrative statement which evaluates the overall efficiency, effectiveness and significance of the project from the standpoint of:

- (1) overall performance and achievement of project implementation in achieving stated project targets;
- (2) the contribution to the achievement of sectorial goal areas;
- (3) anticipated savings compared to costs, i.e., efficiency in resource utilization;
- (4) the continued relevance, importance and significance of the project to country development and/or the furtherance of U.S. objectives.

(Include in the above outline any unanticipated significant changes, actions undertaken or planned. The narrative can best be done after the work of Part I is completed. It should integrate the narrative analyses in 1-B and 1-C into an overall balanced appraisal of the project's results. The narrative can refer to other sections of the PAR which are pertinent. If the evaluation in the previous PAR has not significantly changed, or if the project is too new to have achieved significant results, this Part should so state.)

008 NARRATIVE FOR PAR (A Good copy on form AID 1020-25) is necessary.

1. HISTORY

This PAR represents the first comprehensive in-house evaluation of the Salvador Textbook Program since the first project agreement was signed over five years ago. Its regional forerunner antedates

REGIONAL DIRECTOR APPROVAL December 22, 1970	DATE December 22, 1970
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this by another two years. For the sake of clarity and conciseness, the historical portion of this long and troubled program has been sketched in outline rather than narrative form.

January 31, 1963. A Regional Project Agreement was signed by the Secretary General of ODECA and the U.S. Coordinator of the Alliance for Progress. Entitled the "Central American Regional Textbook Program", this program was enacted "for the purpose of carrying on a primary education program of textbook development in the Central America region."

February 23, 1965. The USAID/El Salvador and the GOES Ministry of Education signed the first of six project agreements for \$105,000. Subsequent signing dates and the amounts agreed to are as follows: June, 1966 - \$47,000; June, 1967 - \$166,100; May, 1968 - \$84,000; June, 1969 - \$103,000; June, 1970 - \$143,300.

November, 1967. MOE presented a five year plan for the printing and distribution of textbooks, and for the orientation of teachers ("Plan Quinquenal para la Provisión y Orientación de los Libros del Programa de Textos "ODECA-ROCAP").

December 2, 1968. Miss Antonia Chávez, the USAID Textbook Advisor, pinpointed responsibility for the long-accumulating problems of reprinting, teacher orientation, distribution, and accounting then facing the program. "The major problem facing the Regional Textbook Program in El Salvador is the Minister of Education, Walter Béneke's total lack of interest in the Textbook Program and his flagrant disregard of the USAID Project Agreement No. ES-37 (1968) and his own Plan Quinquenal for implementing the Program."

February 12, 1969. USAID personnel from each of the Central American countries and Panama, ROCAP, the Regional Textbook Center, and Washington met in Guatemala as the II Reunion of the Advisory Committee of the Regional Textbook Center. The Committee addressed itself to the "low priority level" in which the GOES Ministry of Education had relegated the program. They recommended that "USAID El Salvador should have a meeting with the Minister of Education to determine what future plans of the MOE/El Salvador are for distribution, orientation, and re-printing of the Textbooks. No regional complication was seen if USAID/El Salvador had to take strong temporary action."

February 18, 1969. At a meeting with the Chief of the USAID Education Division and Miss Chávez, the Minister of Education declared that there was no use in having lots of beautiful books that no one wanted to use. Then, in a quick reversal, he announced his intention to put the Textbook Program under the Chief of the

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Department of Technical Education. In a memo two days later, Miss Chávez summarized the Minister's position: "Even though from a personal point of view, he is no fan of the program, he is not ready, as Minister of Education, to go on record as honoring a discontinuance of the Program."

March 3-7, 1969. Regional meeting of the Ministers of Education convened to discuss progress and problems of the Textbook Program in each of the participating countries. El Salvador is reputed to have been quite embarrassed in reporting their failure to carry out any reprinting.

June 30, 1969. In a report summarizing the 1st half of 1969, Miss Chávez tone was one of optimism: "There is a change in attitude at the MOE in relation to the program. It has now become important. This is carried through to the teachers. The word is being circulated that the books must be used. Top MOE personnel are attending the orientation sessions and are telling the teachers this. The teachers themselves are anxious."

May 6, 1970. Special meeting held by the Mission Director to discuss the Textbook Program about which Miss Chávez later reported on June 10th, "from our discussion, it was obvious that Dr. Handleman (Chief Education Advisor), Mr. Witherell (Program Officer), and the writer agree that the signing of another project agreement be postponed until the Ministry starts the reprinting of texts." She added, "I recommend that no new project agreement be signed until such time as the Minister is ready to take the program seriously, give it his full support and start the reprinting of books as called for in the 1969 project agreement."

May 27, 1970. Audit report of the El Salvador Textbook Program made the following recommendation: "The USAID/ES should ensure that the Ministry of Education includes the following support to the textbook program before signing a new project agreement: (a) Integrate the contents of the textbooks to the primary school curriculum. (b) Enforce the proper and systematic use of textbooks in all elementary public schools. (c) Determine textbook replacement requirements and finance their reprinting of texts. (d) Assure that book distribution is not delayed at the supervisor's offices and that all schools have an adequate supply of books."

They concluded that "if the Mission is not able to implement the above recommendations, it appears the Mission would have no alternative but to withdraw from the program."

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June 30, 1970.

1. New project agreement for FY 1970 was signed. Some of the more salient MOE requirements include: a) "Use all of the resources remaining in this calendar year of the Dirección General de Publicaciones, not already committed to tasks (including paper stocks and budgeted funds not yet expended - approximately \$23,000) for the reprinting of textbooks which have previously been provided by this program."; b) MOE budget request for 1971 to include funds specifically earmarked for textbook reprinting; c) MOE feasibility study to establish new printing facility for textbook printing, educational T.V., and other educational purposes.

2. Mission Director Oechsli memorandum to Controller requested that Recommendation No. 1 of Audit Report No. 70-74-ES7 (P. 1b, May 27) be closed. He cited the "greatly improved relationship between the texts and the new curriculum" as putting the Mission "in a much better position to seek improved performance (from the MOE). To this end, continuation of the printing program will be more useful at this time than withdrawal from the program".

July 4, 1970. Miss Antonia Chávez, Textbook Advisor since 1963, departed from Post. No replacement will be named.

August 14, 1970. Chief of Publications within the Ministry of Education reported that Ministry had authorized him to spend \$78,000 from this year's budget for the paper needed to begin reprinting of the textbooks. He added further that similar amounts will be included in the 1971 budget request from the Ministry. Before any money can be spent for printing this year, legislative approval, which will take between 2 and 4 months, would be needed for this intra-Ministry budgetary transfer.

October 2, 1970. Luis Aparicio, Chief of Publications within the Ministry related to Lloyd McEwen of the Regional Textbook Center that MOE budget transfer request to begin reprinting this year has not been approved by the National Planning Council. He claims that it is the Council's intention to remit to the Finance Ministry as many unused allocations as possible from the different government agencies.

November 24, 1970. Minister of Education Béneke states CY 1971 GOES Budget has funds for reprinting. Books will be reprinted with chapters rearranged to bring them in sequence with new curricula.

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2. Overall Efficiency, Effectiveness, and Significance of the Project

A. Overall Performance and Effectiveness of Project Implementation in Achieving Stated Project Targets

The GOES Ministry of Education has not been responsive in fulfilling their obligations under the different project agreements mentioned above.

The regional textbook program involves a repetitive six step process whose implementation involves the Regional Textbook Center (ROCAP/ODECA), USAID Missions, and the different Ministries of Education.

Each new book cycle begins with the Regional Textbook Center, located in San Salvador since June 1966. Its responsibility includes: (a) Writing of manuscripts for the texts and teachers' guides (Step 1) and the production of negatives of the manuscripts for off-set printing of the books and guides (Step 2) as well as the printing of guides.

At this juncture, the USAID assumes the task of contracting and financing the printing of an initial supply of texts for all children in the designated grade plus 20% above that number to cover increased enrollment, loss and damage for an additional year (Step 3).

It is at this point that each Ministry of Education takes over, with responsibility for: (a) the training of classroom teachers in the use of the books (Step 4); (b) the distribution of the texts throughout the country in accordance with an established system of physical controls (Step 5); and (c) reprinting of texts and teachers' guides in future years as they are needed (Step 6).

It is this last step upon which the future of the program within each country ultimately rests and it is with this obligation which the GOES Ministry of Education has, so far, not complied.

In other respects as well, the Ministry's performance has been deficient. A teacher orientation team has vacillated for years in an on-again off again status. The present chief of this activity divides her time between this position and that of Chief of the Audio Visual Division.

Distribution of the textbooks has been accomplished only with the assistance of manpower, airplanes, and trucks from the

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Ministry of Defense. The Ministry of Education simply does not have the personnel or transportation facilities to deliver the huge quantities involved. Furthermore, books delivered to school supervisors have remained in their offices for periods up to a year before being distributed to the schools.

The Ministry has never assigned an individual, divested of all other duties and responsibilities to "supervise and coordinate all aspects of the program in El Salvador" as stated in the first Pro Ag. Neither has the Ministry complied with a narrower definition of its responsibilities; i.e., "to supervise and coordinate the receipt, storage, accountability, delivery, and distribution of all textbooks provided under the program". The person presently charged with these responsibilities serves also as Chief Warehouse Custodian within the Department of Teacher Education and Planning. While his boss has been designated as the overall coordinator for the program, since January, 1969, he is far too busy to devote more than occasional attention to the program.

One further example of the Ministry's lagging participation has been its failure to initiate an evaluation of the program as it agreed to do twice in separate project agreements. On one occasion, the USAID Textbook Coordinator agreed to suspend this requirement "until the utilization phase is operative".

For USAID's part, the Mission has been effective in arranging for the printing of the textbooks without major problems. Where deadlines for finished texts have not been met, late submission of negatives from the Textbook Center usually accounts for the delay. Occasionally, the commercial firms contracted to do the printing have not met schedules.

B. The Contribution to Achievement of Sector and Goal Plans

Almost 3,000,000 textbooks have been distributed to El Salvador's school children. Moreover, negatives for 25 of the 31 basic books planned for the Program have now been completed, with the rest expected before the end of the current fiscal year. The temptation exists for the casual observer to accept these facts as prima facie evidence that the primary goal of the textbook program has or soon will be accomplished; namely "to improve public education at the primary level by the installation of a basic series of textbooks for all subject matter areas of the elementary school".

Realistically, however, any meaningful analysis must go further and test the "installation" process for acceptability

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and viability. Textbook acceptance at the supervisor, teacher, and student level is now being measured in the first extensive regional evaluation since the program's inception seven years ago. Penn. State University prepared the basic research tool, a questionnaire, which has been distributed to school supervisors and teachers throughout Central America. A complete report on the findings should be released next March.

The scant evidence now available from earlier evaluations indicates a mixed reception for the textbooks in El Salvador. In a memorandum of November 6, 1968 three professors from the Regional Textbook Center reported on their visits to 45 schools in the Department of San Miguel, San Vicente and Cuscatlán. With the exception of one school, at least some use was made of the texts in each school. They noted, however, a general tendency to use the books as reference guides rather than basic texts.

In November of 1968 a committee appointed by the Minister found, that in 1967, 90% of the 190 schools polled were using the texts.

Contrary to these findings the Minister of Education has entertained serious doubts over the utilization of the textbooks. His February 18, 1969 comment to this effect is paraphrased in Section 1-A(1). Even should the findings of the evaluation currently underway show a widespread use of the books, it is unlikely that this information alone would alter the Minister's apparent bias against the program. In light of the importance which his personal commitment or lack thereof holds for the program's survival, the prospects for the program appear unfavorable at this time.

C. Anticipated Results Compared to Costs

The possibility looms that over \$500,000 in Mission funds may be spent in producing close to 4 million textbooks which are, at best, not updated or replaced and, at worse, are not used at all.

D. The Continued Relevance, Importance, and Significance of the Project to Country Development and for the Furtherance of U.S. Objectives

Running parallel with, but largely independent of the Textbook program has been a massive education reform program of the GOES. Directed at grades 1-9, this reform centers on three closely inter-related areas: 1) Instructional Television; 2) Teacher and Supervisor Training; 3) Curriculum Revision. Education has been publicly endorsed by the President of El Salvador as the highest priority of his administration.

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The USAID has committed itself heavily to Salvador's education program. Since 1968, grant funds for this program have totalled over \$1.2 million. Ratification by the GOES of a \$1.9 million AID-approved education loan has been achieved. A second loan of \$8.2 million is authorized with ratification expected in 1971.

* Curriculum revision, the third of three priority areas mentioned above, can and should be interrelated with the development of a modern textbook series. Owing to the efforts of three USAID curriculum specialists, who worked closely with their counterparts in the MOE, a good correlation does exist between the regional textbooks and the new primary school curriculum. Sixty school supervisors meeting in June endorsed the use of the books as an integral part of the curriculum.

The potential benefits which this interrelationship holds for the educational reform program poses a formidable argument for keeping the program alive into the 70s and undoubtedly weighed heavily in the previous Mission Director's decision to sign the project agreement in FY 1970. This seems especially true in light of a promise from the Minister to provide supplementary guides linking the different curriculums with the textbooks.

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PART I-B - PROJECT EFFECTIVENESS

009

I-B-1 - OUTPUT REPORT AND FORECAST - (See detailed instructions)

1. CODE NO. AID/W USE ONLY	2. This section is designed to record progress toward the achievement of each project output target which was scheduled in the PIP, Part II. Where progress toward a target is significantly greater or less than scheduled, describe reason(s) beneath the target.	ACTUAL AND PLANNED OUTPUTS (ALL DATA CUMULATIVE)				
		3 ACTUAL CUM. TO DATE 6-70	4. AS OF PRIOR JUNE 30		5. PLANNED BY NEXT JUNE 30	6. PROJECTED TOTAL FOR PROJECT LIFE
			a. PLANNED	b. ACTUAL		
	Textbooks and guides printed	2,767,000	915,000	476,579	360,800	3,974,840
	Textbooks and guides distributed	2,521,863	400,000	230,574	6,000	3,729,703
	Teachers receiving training	7,224	300	3,254	200	10,874
	<p>These figures show mixed results.</p> <p>While textbook printing and distribution fell substantially below their projected marks, teacher orientation exceeded by almost 3,000 the number expected.</p> <p>Textbook printing and distribution must, in the case of each and every book, await the production of negatives from the Regional Textbook Center. Over the last two years, the Center has fallen far behind its original schedule. Delays from six months to one year were not uncommon.</p> <p>On the teacher training side, the 985% spread between planned and actual performance, in addition to indicating very poor forecasting, loses its glitter when closely examined. Of the 2,342 school personnel receiving in-service training from the MOE Orientation Team, 1968 or 84% received only one day's instruction. Those allotted five days, the minimum time considered necessary for adequate orientation, numbered only 200 while four received 10 days of training.</p>					

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Ministry personnel have cited various reasons for the little time allowed for orientation sessions. The June, 1969 war with Honduras and the school time lost as a consequence, provided one such excuse.

The less than 1,000 personnel trained in the second half of the fiscal year stems from a three month delay in finding funds to finance the Orientation Team in CY 1970. As a consequence, training sessions did not commence before April of this year.

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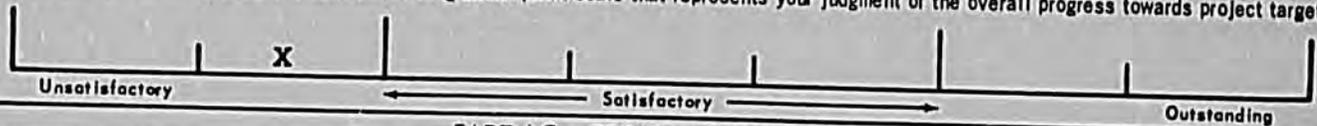
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PART I-B - Continued

010

B.2 - OVERALL ACHIEVEMENT OF PROJECT TARGETS

Place an "X" within the bracket on the following seven-point scale that represents your judgment of the overall progress towards project targets:



PART I-C - PROJECT SIGNIFICANCE

011

C.1 - RELATION TO SECTOR AND PROGRAM GOALS (See detailed instructions M.O. 1026.1)

This section is designed to indicate the potential and actual impact of the project on relevant sector and program goals. List the goals in col. b and rate potential and actual project impact in cols. c and d.

a. CODE NO. (AID/W USE ONLY)	SCALE FOR COLUMN c: 3= Very Important; 2= Important; 1= Secondary Importance SCALE FOR COLUMN d: 3= Superior/Outstanding; 2= Adequate/Satisfactory/Good; 1= Unsatisfactory/Marginal	c.	d. ACTUAL IMPACT ON GOAL TO DATE RELATIVE TO PROGRESS EXPECTED AT THIS STAGE
b.	SECTOR AND PROGRAM GOALS (LIST ONLY THOSE ON WHICH THE PROJECT HAS A SIGNIFICANT EFFECT)		
(1)	Improve public education at the primary level by the installation of a basic series of textbooks for all subject matter areas of the elementary school.	3	1
(2)	To support the regional effort to develop a Central American capability for the writing and publication of textbooks.	2	1
(3)	To help in the development and upgrading of the commercial printing industry of El Salvador.	2	2
(4)			

For goals where column c. is rated 3 or 2 and column d. is rated 1, explain in the space for narrative. The narrative should also indicate the extent to which the potential impacts rated 3 or 2 in column c. are dependent on factors external to the achievement of the project targets, i.e., is there a substantial risk of the anticipated impact being forestalled by factors not involved in the achievement of project targets. If possible and relevant, it also would be useful to mention in the narrative your reading of any current indicators that longer-term purposes, beyond scheduled project targets, are likely or unlikely to be achieved. Each explanatory note must be identified by the number of the entry (col. b) to which it pertains.

012 NARRATIVE FOR PART I-C.1 (Continue on form AID 1020-25 1):

(1) The Ministry's widespread disregard of its obligations and its general downgrading of the program have sharply limited its effectiveness to date. This lack of top-level technical and moral support inevitably breeds indifference towards and low utilization of the textbooks among school supervisors, principals, and teachers. In turn, the program's low priority among teachers (assumedly, see P. 1a, February 18, 1969) reinforces its secondary importance within the Ministry.

Several uncertainties now cloud the program. Will the Ministry commence with token reprinting this year or next? Will teacher orientation be continued and on an improved and expanded basis? Will the supplemental guides linking the textbooks with the new primary curricula be developed and printed as promised?

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If the Ministry's past performance can be considered a reliable indicator of what might be expected, little reason exists to suggest real progress in the areas of reprinting, teacher orientation and supplemental guides. Still, the promises recently made by the Ministry and the renewed interest in the program which they seem to suggest offers some hope.

(2) Beyond the immediate concerns discussed above, several vexing questions persist. Can the Ministry afford the estimated one year start-up costs of \$500,000 and the \$250,000 annually thereafter to really put the reprinting of the textbooks on a permanent footing? Will the Regional Textbook Institute, the Center's recommended predecessor become a reality? If so, will it help underwrite the reprinting costs of its member countries as well as assume the task of textbook revision and updating? If not, can the Ministry retain a textbook writing capacity of its own after dissolution of the Regional Textbook Center next year?

The Ministry of Education of El Salvador could not by itself finance the reprinting of the books in the amounts mentioned above. Monetary demands on the Ministry are acute. The Ministry's share of the total budget has been increasing in recent years (28% for 1970) and can be expected therefore to level out in the forthcoming years.

The Regional Textbook Institute has not advanced much beyond lip service afforded it by the Ministries of Education of Central America at the Second Extraordinary Reunion of the Cultural and Educational Affairs Council of ODECA held in Guatemala in January, 1967. A November 1970 meeting of the Education Ministers may, at least, decide on the location for the Institute.**

Should the Institute be established next year as originally planned, it could conceivably house a writing staff for updating the books on a systematic basis. On the printing side, they could do nothing since initial contributions from the member countries are expected to be only \$10,000.

* At the request of the Mission Director, Lloyd McEwen of the Regional Textbook Center prepared a report for the MOE in June, 1970, detailing the cost of a new fully equipped printing facility. He calculated \$500,000 as a first year start-up cost ($\frac{1}{3}$ for the building and equipment, $\frac{1}{2}$ for paper and labor). Thereafter, this annual figure would be trimmed to \$250,000 for the cost of paper and labor. He also estimated an additional \$50,000 in equipment would be needed at some time in the future.

** The meeting was not held in November and will be rescheduled at a future date.

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While USAID grant funds are not scheduled to continue after FY 1971, an \$8.2 million capital assistance paper, entitled "Education Reform Program-Instructional Television Expansion Stage Loan", has been authorized. Of the Government's anticipated share, \$203,000 has been earmarked for reprinting. Signing of the loan agreement and ratification by the Legislative Assembly are expected in CY 1971.

(3) Over the last couple of years, the majority of bookprinting contracts have been won by the same Salvadoran firm. In order to meet their contractual obligations with A.I.D. they have expanded and updated their physical plant in addition to hiring a considerable number of new employees. The result has been an efficient operation and a very good end product. To what extent the termination of major textbook contracts will adversely affect this company has not been determined.

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PART I-C - ~~SECRET~~

C.2 - GENERAL QUESTIONS

These questions concern developments since the prior PAR. For each question place "Y" for Yes, "N" for No, or "NA" for Not Applicable in the right hand column. For each question where "Y" is entered, explain briefly in the space below the table.

QUESTION	ANSWER
013 Have there been any significant, unusual or unanticipated results not covered so far in this PAR?	N
014 Have means, conditions or activities other than project measures had a substantial effect on project success or accomplishments?	Y
015 Have any problems arisen as the result of advice or action of major contributors to the project or outside agency?	N
016 If the answer to 014 or 015 is yes, or for any other reason, is the project now less necessary, desirable or feasible to modification or earlier termination?	N
017 Have any important lessons, positive or negative, emerged which might have broad applicability?	Y
018 Has this project revealed any requirement for research or new technical aids so which AID/W should take the initiative?	N
019 Do any aspects of the project lend themselves to publicity in newspapers, magazines, radio, or TV (in the United States)?	N
020 Has there been a lack of effective cooperating country media coverage? (Make sure AID/W has copies of foreign coverage.)	N
021 <u>NARRATIVE FOR PART I-C.2</u> Identify each explanatory note by the number of the entry to which it relates. (Explain in form AID 1020-25 I as necessary):	

014. As described in Part 1-A (under December 2, 1968), the lack of a personal commitment to this program by the Minister of Education has played a leading role in undermining project success. Writing in January, 1969, Miss Chávez minced few words in describing this causal relationship. "The problem of implementing the Regional Textbook Program as relates to reprinting, distribution, and text-book accounting continues to be the lack of support from the Minister of Education. In such a centralized system as the Salvadoran one if the top person, in this case the Minister of Education, loses interest or decides to withdraw his support from any particular project, everything relating to it is immediately relegated to the bottom of activities carried (sic). Since the Minister has let be known that his interest is elsewhere the support for the Regional Textbooks has deteriorated down the line."

Appointed by the then recently elected President of El Salvador Walter Beneke took office as Minister of Education in July 1967. Little doubt existed from the outset as to where his interests lay. A former diplomat and businessman, Beneke had witnessed first-hand the effective use of television in Japanese schools. In 1966, as head of a private group studying the possibility of using television in education, he had commissioned separate studies by UNESCO, a Japanese team, and a World Bank group.

Following a private conference between President Johnson and President Sánchez Hernández of El Salvador at the Punta del Este hemispheric meeting in 1967, education reform built around instructional television gained momentum in El Salvador. A large amount of A.I.D. funds have been committed to the program (Section 2-B).

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Continued with this project, Senaka inherited the textbook program from the previous administration. Its regional scope and its origins as a favorite Alliance project of President Kennedy made its abandonment politically difficult (see subsection 017 below). Putting it on a backburner apparently offered the next best alternative and there it has languished ever since.

Formalizing the Regional Textbook Program was not conceived and adopted as the outgrowth of a felt need on the part of the GOES. Therefore, the secondary concern it received from the outset was not wholly unpredictable.

016. Had this PAR been prepared two and one-half years ago, an unequivocal recommendation of the PAR for early project termination would probably have been forthcoming. In fact, this question was posed for decision management at that time. In a memorandum of January 17, 1968 to the Chief Education advisor, Miss Chávez reported, "The Director General of Education submitted a five year plan for the printing of textbooks, orientation of teachers and textbook distribution. The plan states the cost of implementing is high and does not appear in the Ministry's Education budget for 1968 and that since the implementation of the plan must start immediately the Ministry is sure to be forced to appeal to national or international credit to fully implement the latter.

The question at present is whether USAID/El Salvador will continue with the printing of textbooks in the face of lagging Ministry contributions. The writer feels that this is a matter for high level policy determination. Would appreciate your comments on the matter.

USAID/El Salvador has two alternatives:

1. Continue to print textbooks as negatives become available in spite of lagging Ministry contributions, or

2. Discontinue printing until Ministry complies with the terms of the PAR.

A few days later, Miss Chávez again raised this same topic for top-level consideration. The problem of implementation of the Program by the Minister of Education is in reality, out of my hands since only personnel at the highest level of the Mission has the authority to exert influence and pressure the Minister to honor the Project Agreement. I have informed the Education Chief and the Mission

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Director of the status of the program and hope that they will see fit to try and get the Minister to honor the agreement signed by him and Mr. Oechsli in May, 1962 (sic)." *

While the Mission Director may have approached the Minister privately on this matter, a search of the files reveals only one written communication to this effect. In a letter dated February 2, 1969 Oechsli requests that the Minister begin reprinting of the textbooks, using the machine which the Mission had donated to them in 1963 expressly for that purpose.

The specific event occasioning Mr. Oechsli's message was a letter the previous November 17 from Luis Aparicio, Chief of Publications within the Ministry, to Miss Chávez. In returning negatives for two books to Miss Chávez, Mr. Aparicio explained that he could not print the texts as planned, since a machine adequate for the job was not available. Miss Chávez later learned that Minister Beneke had personally ordered that the AID-donated machine be turned over the ITV Division.

The lack of any formal reply from the Minister and the failure to begin reprinting went apparently unquestioned by the Mission and a new agreement was signed in June. Perhaps the Minister correctly judged the Mission's three month delay in responding to Aparicio's letter as an indication of their lack of resolve to demand compliance by the Ministry. In fact, Oechsli's letter to the Minister appears in draft form as early as November 23, 1968. The reason for this delay has not been ascertained.

Several reasons, some documented, some conjecture explain the continued support of the program at the highest levels in the Mission. Most important has been the firm belief that Washington would resist strenuously any Mission initiative to pull out of or even cut back the program. In a memorandum of June 30, 1970 the now-departed Mission Director, L. Paul Oechsli remarked, "At one time USAID/El Salvador proposed to postpone further printing but was instructed by AID/W to continue printing."

The situation to which Mr. Oechsli referred actually occurred under his predecessor, Mr. Weismann in September-November, 1967. While the classified nature of the correspondence prohibits a review of the circumstances here, it can be summarized that Washington did not consider this project a candidate for budgetary cutbacks. This constitutes one of many illustrations of the sacrosanct status which this program has enjoyed in Washington since its inception.

Other considerations undoubtedly influenced Mission management. One possibility has been a fear of embarrassing the GOES on a regional

* Miss Chávez was referring to the agreement signed in May, 1968.

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basis. Another seems to be a desire not to risk undercutting our cooperative endeavors with the Ministry in the education reform program. The latter certainly enjoys a higher priority both within the Mission and the Ministry (see 014 above).

For these and probably other reasons, the Mission decided against terminating the project, or better, making an attempt to do so. While their adequacy as suitable justification for continuing the program in 1968 and 1969 can be seriously questioned, additional circumstances did argue for signing a new project agreement in FY 1970.

As previously related (Section 1-A-2-D) the revised curriculum for grades 1-9, now complete, corresponds closely, if not in sequence, at least in content with the textbooks. At the time of the June signing of the ProAg, the previous Mission Director judged that the improved situation which this text-curriculum relationship yielded to the Mission in seeking better project performance from the MOE, would be lost should the Mission refuse to sign the new agreement.

By signing the Agreement but delaying any further printing contracts until the Ministry takes positive action to begin its own reprinting, the Mission has made the best of a bad situation. Should this waiting game continue into May of CY 1971, the FY 1970 project agreement should be terminated without disbursements.

017. "Often, we, in the United States, have been charged with an overweening confidence in the rightness of our own prescriptions, and occasionally we have been guilty." "We have sometimes imagined that we knew what was best for everyone else and that we could and should make it happen. Well, experience has taught us better.

It has taught us that economic and social development is not an achievement of one nation's foreign policy, but something deeply rooted in each nation's own traditions."

These remarks, extracted from President Nixon's major Inter-American policy address of last October, seem almost to have been chosen with the Regional Textbook Program in mind. From its inception, this program was stamped with a "Made in the U.S.A." label, with President Kennedy personally overseeing its founding. For the President, it offered, on a multi-national level, tangible evidence of the then fledgling Alliance for Progress. Indeed, "a free textbook in every child's hand" struck a responsive chord in the Hemisphere, North and South.

The program officially took form on January 31, 1963 with the signing of a regional project agreement between the Secretary General of ODECA and the U.S. Coordinator of the Alliance for Progress. Entitled the "Central American Regional Textbook Program", it had as

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its purpose the initiation of a "primary education program of textbook development in the Central America region". A later paragraph added a note of urgency, citing the "imperative to initiate a program of development, production, and free distribution of textbooks under the Alliance for Progress".

With the program limited to first and second readers for the public schools of the five Central American countries, ROCAP agreed to shoulder the entire expense of printing and distributing the books. The project agreement did not commit the concerned USAID Missions to any expenditure then or for any future expansion for the program which was held open. "A.I.D., subject to prior discussion with Organization of Central American States and the Minister of Public Education of its member States, and depending upon the availability of funds, may make additional commitments to cover the production cost of textbooks on a larger scale."

With this toehold, ROCAP wasted little time in acting to shift the printing cost to the USAIDs. In a message of August 13, 1963, just 6½ months after signing the first agreement, they proposed that the USAIDs assume this responsibility in FY 1965.

On October 21, 1964, ROCAP directed that in 1965 "each USAID Mission ... will bear the budgetary responsibilities for all books printed for use in the host country." As near as can be determined, only two missions protested this arbitrary action in any way. Panama limited its response to a single paragraph.

"USAID/Panama has programmed no funds for this project for FY 1965 or FY 1966. The program was designed to provide support for two years, FY 1963 and FY 1964, after which each participating country would continue the activity with their own resources. This has been discussed with the Chief of the Textbook Section of the Ministry of Education of the GOP and they have expressed a willingness to try and conduct this activity on their own."

Only USAID/El Salvador offered a lengthy, reasoned rebuttal. Noting that "important questions remain to be answered before substantial multi-year commitment envisaged ROCAP proposal could be undertaken", the Mission doubted the feasibility of providing an estimated \$140,000 annually for textbooks in view of the "continued decreased grant funds, and high priority needs for such programs as tax advisors, agricultural development, secondary and higher education".

Although admitting that "Minister Education desires conti-

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uation of textbook program", El Salvador felt the "GOES would have serious reservations" about program if it entailed "elimination or reduction bilateral programs". They also professed their belief that "GOES not fully aware magnitude of budgeting it would assume for program envisaged in ROCAP projection", especially since "ODECA apparently has not taken role of leadership in pressing for understanding and commitments by CA Governments to the program."

To reduce this information gap, the Mission proposed "a comprehensive review textbook volume requirements, production schedules, annual costs in relation (1) ability CA Governments assume financial burden train teachers in utilization, distribute efficiently, and take over general management; (2) ODECA's ability assume coordinating and leadership role, and (3) AID's ability provide financial and technical assistance".

For their genuine fears, all of which were later borne out to one degree or another, USAID/El Salvador received a $\frac{1}{2}$ page rebuff from Washington. They did not address themselves to the specific points raised by the Mission; instead, after citing various references, they issued the following statement. "AID/W fully endorses the textbook development program as planned and the mechanism for funding as recommended by ROCAP. Suggest USAID re-program where possible from available funds to best meet its commitment to textbook printing and manufacturing as defined in Pro Ag between ODECA-country Ministries Education-ROCAP."

Mission opposition crumbled and the first project agreement was signed the following February. Only one other time, in September 1967, did El Salvador force the issue again. Washington proved equally unbending (see 016 above).

The other C.A. Missions did endorse a flexible position for El Salvador in the latter's dealings with a reluctant Minister of Education. At a regional meeting (Section 1-A, February 12, 1969), they raised no objections to "strong temporary action", seeing "no regional complications developing from an USAID fund cutback so long as this did not imply a discontinuance of the program". While the latter qualification somewhat weakened the impact of their joint resolve, it did offer a counterbalance to the Washington bias.

The conferees also addressed themselves more directly to this question by adopting a resolution calling for the declassification of the textbook policy paper and a re-evaluation of the program's objectives contained therein.

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The Washington representative to the conference put the onus on the USAIDs for tying the Textbook Program into the broader spectrum of educational reform. He stated that it is "particularly important to send information (to Washington) which indicates that this is more than just a Textbook Project, but a basic tool for the revision of curriculum, teacher methodology, educational planning, and distribution of educational materials in Central America".

Considering Washington's own negative performance on this account, his remarks must have touched a number of sensitive nerves. The record speaks for itself: a) 1963 - Blunt rejection of El Salvador appeal for detailed feasibility study of all aspects of program prior to its inception. b) 1967 - Policy Paper with its overriding emphasis on fulfilling commitment. c) September, 1967 - Refusal to consider any program cutback for El Salvador.

Even in 1970, Washington's protective stance towards the program has not diminished. AIDTO circular A-51 of 3/4/70 comments, "It is obvious that by almost any standard the ROCAP project can be judged as a unique activity with far reaching benefits. The outstanding achievement of getting educators from six countries to work in close harmony over a period of years to improve curricula and produce basic texts-usable with minor adaptation in each country - is in itself highly commendable. The printing and distribution of more than 11 million texts (not of course without numerous problems) at an average of \$.30-.35 is the most dramatic accomplishment of the project thus far."

Then, almost as an afterthought, the message addresses itself to the far more critical criteria of student benefit. "There remains to be determined the more difficult evaluation - that of the effect of the textbooks upon the education of the students themselves. We will await with considerable interest the results of the ROCAP-funded evaluation being carried out by the staff of the Regional Textbook Center and Penn. State University."

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PART II - IMPLEMENTATION REPORT

II-A - STATUS OF SCHEDULE

022 A-1 - INDIVIDUAL ACTIONS (See detailed instructions M.O. 1026.1). This is a listing of major actions or steps which were scheduled for physical start or continuing implementation in the reporting period as reflected in the Project Implementation Plan, Part I.

(a)		(b) STATUS - PLACE AN "X" IN, ONE COLUMN		
PIP ITEM NO.	MAJOR ACTIONS OR STEPS; CAUSES AND RESULTS OF DELAYS; REMEDIAL STEPS	(1)	(2)	(3)
		BEHIND SCHEDULE	ON SCHEDULE	AHEAD OF SCHEDULE
1	Preparation of Project Agreement and PIO/C	X		
2	Preparation invitation to bid.	X		
3	Receipt and distribution of textbooks and teachers' guides to the country's primary schools.	X		
4	Orientation primary teachers on use of textbooks.	X		
	1. Mission staff review of program (5/9/70) delayed preparation of Project Agreement and PIO/C to cover FY 1971.			
	2. Pending MOE initiation of reprinting, Mission has delayed preparation of bids for printing of negatives available from Regional Textbook Center since early this year.			
	3 and 4. The GOES has retarded performance of GOES throughout life of project.			

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PART II - Continued

023 II-A.2 - OVERALL TIMELINESS

In general, project implementation is (place an "X" in one block):

(a) On schedule	
(b) Ahead of schedule	
(c) Behind schedule	X
(1) AID/W Program Approval	
(2) Implementing Agency (Contractor/Participating Agency/Voluntary Agency)	
(3) Technicians	
(4) Participants	
(5) Commodities (non-FFF)	
(6) Cooperating Country	X
(7) Commodities (FFF)	
(8) Other (specify): Regional Textbook Center	X

BLOCK (c): If marked, place an "X" in any of the blocks one thru eight that apply. This is limited to key aspects of implementation, e.g., timely delivery of commodities, return of participants to assume their project responsibilities, cooperating country funding, arrival of technicians.

II-B - RESOURCE INPUTS

This section appraises the effectiveness of U.S. resource inputs. There follow illustrative lists of factors, grouped under Implementing Agency, Participant Training and Commodities, that might influence the effectiveness of each of these types of project resources. In the blocks after only those factors which significantly affect project accomplishments, write the letter P if effect is positive or satisfactory, or the letter N if effect is negative or less than satisfactory.

1. FACTORS-IMPLEMENTING AGENCY (Contract/Participating Agency/Voluntary Agency)

024 IF NO IMPLEMENTING AGENCY IN THIS PROJECT. PLACE AN "X" IN THIS BLOCK:	X	032 Quality, comprehensiveness and candor of required reports	
025 Adequacy of technical knowledge		033 Promptness of required reports	
026 Understanding of project purposes		034 Adherence to work schedule	
027 Project planning and management		035 Working relations with Americans	
028 Ability to adapt technical knowledge to local situation		036 Working relations with cooperating country nationals	
029 Effective use of participant training element		037 Adaptation to local working and living environment	
030 Ability to train and utilize local staff		038 Home office backstopping and substantive interest	
031 Adherence to AID administrative and other requirements		039 Timely recruiting of qualified technicians	
		040 Other (describe):	

2. FACTORS-PARTICIPANT TRAINING

041 IF NO PARTICIPANT ELEMENT IN PROJECT. PLACE AN "X" IN THIS BLOCK:	X	TRAINING UTILIZATION AND FOLLOW UP	
PREDEPARTURE		052 Appropriateness of original selection	
042 English language ability		053 Relevance of training for present project purposes	
043 Availability of host country funding		054 Appropriateness of post-training placement	
044 Host country operational considerations (e.g., selection procedures)		055 Utility of training regardless of changes in project	
045 Technical/professional qualifications		056 Ability to get meritorious ideas accepted by supervisors	
046 Quality of technical orientation		057 Adequacy of performance	
047 Quality of general orientation		058 Continuance on project	
048 Participants' collaboration in planning content of program		059 Availability of necessary facilities and equipment	
049 Collaboration by participants' supervisors in planning training		060 Mission or contractor follow-up activity	
050 Participants' availability for training		061 Other (describe):	
051 Other (describe):			

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PART II-B - Continued

3. FACTORS-COMMODITIES

PLACE AN "X" IN APPROPRIATE BLOCK:	062 FFF	063 NON-FFF	X	064 NO COMMODITY ELEMENT	072 Control measures against damage and deterioration in shipment.	
065 Timeliness of AID/W program approval (i.e., PIO/C, Transfer Authorization).					073 Control measures against deterioration in storage.	N
066 Quality of commodities, adherence to specifications, marking.					074 Readiness and availability of facilities.	P
067 Timeliness in procurement or reconditioning.					075 Appropriateness of use of commodities.	N
068 Timeliness of shipment to port of entry.					076 Maintenance and spares support.	
069 Adequacy of port and inland storage facilities.					077 Adequacy of property records, accounting and controls.	N
070 Timeliness of shipment from port to site.					078 Other (Describe):	
071 Control measures against loss and theft.					Regional Bidding	P

Indicate in a concise narrative statement (under the heading a. Overall Implementation Performance, below) your summary appraisal of the status of project implementation, covering both significant achievements and problem areas. This should include any comments about the adequacy of provision of direct hire technicians as well as an overall appraisal of the comments provided under the three headings (b, c & d) which follow. For projects which include a dollar input for generation of local currency to meet local cost requirements, indicate the status of that input (see Detailed Instructions).

Discuss separately (under separate headings b, c & d) the status of Implementing Agency Actions, Participants and Commodities. Where above listed factors are causing significant problems (marked N), describe briefly in the appropriate narrative section: (1) the cause and source of the problem, (2) the consequences of not correcting it, and (3) what corrective action has been taken, called for, or planned by the Mission. Identify each factor discussed by its number.

079 NARRATIVE FOR PART II-B: (After narrative section a. Overall Implementation Performance, below, follow, on form AID 1020-25 I as needed, with the following narrative section headings: b. Implementing Agency, c. Participants, d. Commodities. List all narrative section headings in order. For any headings which are not applicable, mark them as such and follow immediately below with the next narrative section heading.)

a. Overall Implementation Performance.

A detailed analysis here would only repeat what has been already discussed throughout the report. Instead, a very short summary of the two major roadblocks will suffice.

On the one end of the scale, the Regional Textbook Center has always underestimated the time involved from the writing of the manuscript through the production of negatives for the final text. The factor most often at fault has been the inordinate amount of time required for review of the draft manuscripts by the Ministries of Education.

On this score, the GOES Ministry of Education can defend its performance vis-a-vis its neighbors. In mid-1968, the Minister promised that all manuscripts would be returned to the Textbook Center within one month after being received at the Ministry. Their performance has not deviated significantly from this objective.

At the other end of the scale, the Ministry, with its multi-faceted shortcomings discussed before in this report (Section 2-A), has been a serious obstacle in carrying forward the program in El Salvador.

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- b. Implementing Agency: Not applicable.
- c. Participants: Not applicable.
- d. Commodities

073. Prior to mid 1969, storage facilities at the national level consisted of two bookworm-infested buildings. A third cleaner facility was opened last year and now houses most of the undistributed books.

075. There remain unresolved questions as to what extent the books are used and if they are used properly. The regional evaluation now underway (2-B) should provide the answers. Should the results show widespread misuse or lack of use in El Salvador, greatly improved distribution, teacher training, and top level support at the Ministry not to mention the availability of funds for reprinting must all be combined if the textbooks are ever to approach their potential.

077. Receipts for books received submitted to the Ministry by Regional School Supervisors are not complete. Even less control exists at the school and teacher level.

078. By allowing regional bidding on the textbook printing contracts, USAID/El Salvador has realized substantial savings. For its part, the GOES has made a positive contribution to inter-regionalism at a time when other Central American countries do not permit bidding by firms outside their borders.

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PART III - ROLE OF THE COOPERATING COUNTRY

The following list of illustrative items are to be considered by the evaluator. In the block after only those items which significantly affect project effectiveness, write the letter P if the effect of the item is positive or satisfactory, or the letter N if the effect of the item is negative or less than satisfactory.

SPECIFIC OPERATIONAL FACTORS:

080 Coordination and cooperation within and between ministries.	P
081 Coordination and cooperation of LDC gov't. with public and private institutions and private enterprise.	
082 Availability of reliable data for project planning, control and evaluation.	N
083 Competence and/or continuity in executive leadership of project.	N
084 Host country project funding.	N
085 Legislative changes relevant to project purposes.	
086 Existence and adequacy of a project-related LDC organization.	N
087 Resolution of procedural and bureaucratic problems.	P
088 Availability of LDC physical resource inputs and/or supporting services and facilities.	N
089 Maintenance of facilities and equipment.	
090 Resolution of tribal, class or caste problems.	
091 Receptivity to change and innovation.	P
092 Political conditions specific to project.	
093 Capacity to transform ideas into actions, i.e., ability to implement project plans.	
094 Intent and/or capacity to sustain and expand the impact of the project after U.S. inputs are terminated.	N
095 Extent of LDC efforts to widen the dissemination of project benefits and services.	N
096 Utilization of trained manpower (e.g., participants, counterpart technicians) in project operations.	
097 Enforcement of relevant procedures (e.g., newly established tax collection and audit system).	
098 Other:	
HOST COUNTRY COUNTERPART TECHNICIAN FACTORS: *	
099 Level of technical education and/or technical experience.	*
100 Planning and management skills.	*
101 Amount of technician man years available.	
102 Continuity of staff.	
103 Willingness to work in rural areas.	
104 Pay and allowances.	
105 Other:	

In the space below for narrative provide a succinct discussion and overall appraisal of the quality of country performance related to this project, particularly over the past year. Consider important trends and prospects. See Detailed Instructions for an illustrative list of considerations to be covered.

For only those items marked N include brief statements covering the nature of the problem, its impact on the achievement of project targets (i.e., its importance) and the nature and cost of corrective action taken or planned. Identify each explanatory note.

106 NARRATIVE FOR PART III (Continue on form AID 1020-25 I);

Summary: More than anything else, the generally poor performance of the Ministry of Education throughout the life of the project reflects a lack of conviction. That the Ministry can, under Minister Beneke's tight reins, develop and sustain a level of high performance has been demonstrated. The massive education reform program offers the best example of this capacity.

082. School attendance statistics, on which the printing obligations of the USAID are based, have quite frequently been revised after a contract has been let, or in some cases, completed. A second small run usually involves a higher per unit cost, owing both to the lower volume and the upward drift in printing costs.

Incomplete distribution records and inadequate research on the utility of the books has frustrated planning and evaluation.

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083. Until 1969, the Textbook Program never enjoyed the luxury of a single individual overseeing its operations. Even since then, only a fraction of the designated person's time can be devoted to this program (Section 1.A, r. 1e).

084. The Ministry of Education has never received a budgetary allotment for reprinting of the textbooks. Even a meager \$8,000 expected in 1968 never materialized.

088. MOE Orientation Team leads an uncertain life from year to year. (Section 1.A., p. 1d) Distribution depends on the continuing co-operation of the Ministry of Defense (section 1.A., p. 1d).

094. Should the present disinterest of the Ministry continue after U.S. inputs are terminated, no books will be reprinted, signalling a certain if gradual death for the program.

095. So far there has been only talk about utilizing the television facilities for orientation of the teachers to the textbooks.

099 and 100. Not enough is done about the limited number of counterparts to form a fair judgment on these two items.

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PART IV - PROGRAMMING IMPLICATIONS

IV-A - EFFECT ON PURPOSE AND DESIGN

Indicate in a brief narrative whether the Mission experience to date with this project and/or changing country circumstances call for some adjustment in project purposes or design, and why, and the approximate cost implications. Cover any of the following considerations or others that may be relevant. (See Detailed Instructions for additional illustrative considerations.) Relevant experience or country situations that were described earlier can simply be referenced. The spelling out of specific changes should be left to the appropriate programming documents, but a brief indication of the type of change contemplated should be given here to clarify the need for change.

For example, changes might be indicated if they would:

1. better achieve program/project purposes;
2. address more critical or higher priority purposes within a goal plan;
3. produce desired results at less cost;
4. give more assurance of lasting institutional development upon U.S. withdrawal.

107 NARRATIVE FOR PART IV-A (Continue on form AID 1020-25 I):

The following recommendations are suggested for management consideration.

1) The Director or Deputy Director of the Education Division should familiarize himself with the current status of the program. Meetings should be held with Ministry personnel on a regularly scheduled basis, but not less than once a month. Comment: Since the departure of the Textbook Coordinator in July, the Education Division has not adequately kept abreast of the operational aspects of the program.

2) Using the monthly meeting of number one above and his routine contacts with other Ministry personnel, including the Minister, the Chief of the Education Division should promote the textbook program, on a low key basis. Specifically, he should continue to:

a. Encourage the initiation of the chapter reordering as promised by the Minister on November 25.

IV-B - PROPOSED ACTION

108 This project should be (Place an "X" in appropriate block(s)):

1. Continued as presently scheduled in PIP.	
2. Continued with minor changes in the PIP, made at Mission level (not requiring submission of an amended PIP to AID/W).	
3. Continued with significant changes in the PIP (but not sufficient to require a revised PROP). A formally revised PIP will follow.	
4. Extended beyond its present schedule to (Date): Mo. ___ Day ___ Yr. ___. Explain in narrative, PROP will follow.	
5. Substantively revised. PROP will follow.	
6. Evaluated in depth to determine its effectiveness, future scope, and duration.	
7. Discontinued earlier than presently scheduled. Date recommended for termination: Mo. ___ Day ___ Yr. ___	
8. Other. Explain in narrative.	

109 NARRATIVE FOR PART IV-B:

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b. Encourage the retention of the MOE Teacher Orientation Team and promote the use of the television facilities to supplement this training.

c. Offer, as requested, advice on textbook distribution problems.

d. Encourage the active participation of the Ministry in the Regional Textbook Institute.

3) Should, at any time, the Minister take the very unlikely position of insisting that the Mission fulfill its printing obligations without any corresponding action on its own part, the Mission might consider giving notice of our intention to terminate the contract and do so at the end of the required 30 day waiting period.

4) If, by 1 May of 1971, the MOE has still not come to an agreement with reprinting to the Mission's satisfaction, the Acting Mission Director should consider ordering the existing funds deobligated and informing the Minister of Education of this action and of the Mission's intention not to sign a new project agreement.

5) Regarding the \$8.2 million educational complex to be operational within one to two years (Section C-1.2), the \$2.7 million contribution of the GOES designated for reprinting of the textbooks might be used instead towards a new MOE printing facility, i.e. building and equipment. In the absence of the latter, a large scale in-house printing capability is not possible. The Special Development Officer has stated that this action would not necessitate any change in the language of the draft agreement.

A different alternative would be to earmark \$300,000, the estimated total cost for this complex, from the USAID Loan. This approach recognizes the slim probability of the Ministry ever receiving a flat \$750,000 appropriation for this purpose.

While Washington would have to approve the change to the loan, the long run strategy of the Mission would have to dictate this course of action. Looking ahead to the Presidential election of March, 1972, it can be surmised that the new Minister of Education will be more inclined to continue the textbook program. A large printing capacity within the Ministry already exists and, at least, is under construction.

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