PD-AAB-317-B1

att. to TOAD A-339 12/21/70

5760095-(4)

NONCAPITAL PROJECT PAPER

A.I.D.
Reference Center
Room 1656 NS

Country: PARAGUAY

Project No. 526-13-699-095.3

Submission Date: December 17, 1970

Project Title: CATHOLIC UNIVERSITY

U.S. Obligation Span: FY 1969 through FY 1978

Physical Implementation Span: FY 1971 through FY 1978

Gross Life-of-Project Financial Requirements: (in dollars or dollar equivalents)

| | |
|---|---|
| U.S. Dollar Grants Total | $1,767,000 |
| GOP owned PL 480 | 22,000 |
| Catholic University: | |
| Cash | 100,000 |
| In-Kind | 192,000 |
| German Bishops | 110,000 |
| | $2,191,000 |

A. SUMMARY

The purpose of this project is to work with the Catholic University in creating a Center for Social Studies which by 1978 can provide Paraguayan university graduates with the skills needed to examine and solve development problems of the country.

The need for this project has been previously documented in the Gerry/McDonough report of May 1969 and in the USAID Preliminary Project Proposal submitted July 31, 1969. As indicated in Section B of this PAAD, the overall situation at Catholic University has changed substantially during the past six months, with the approval of new statutes and the election of a new University Rector. USAID believes that the outlook is favorable for effective cooperation by the Catholic University in carrying out the proposed project.

The proposed course of action is extended over an eight-year implementation period, with the first stage starting during the Paraguayan academic year 1971. A contract has been negotiated to implement the project. During the first stage two professors and two graduate students are expected to begin operations. The first professor and student team arrived in late August/early September 1970, and the second team is scheduled for arrival no later than February 1971.

Specific project targets, proposed strategy, course of action and USAID and Paraguayan resource inputs, are presented in Parts C, D, and E. Proposed project funding is summarized in Table No.1, pages 3 and 4. In connection with proposed USAID inputs, the major U.S. contribution will be the services of four full-time U.S. professors and two U.S. graduate students, and U.S. and/or third country participant training.

B. SETTING

The Catholic University (Universidad Católica Nuestra Señora de la Asunción) was founded in 1961, and is Paraguay's second university. From a student body of ten, enrollment has grown to some 3,100 students today. The University has branches in Villarrica, Concepción and Encarnación. The students are all part-time, generally attending classes in the evening. The University consists of three faculties: Law, Business Administration, and Philosophy and Education.

The University receives a monthly subsidy equivalent to US$1,800 from the GOP. Despite this subsidy, it enjoys a fair degree of autonomy from the Government. Other sources of funds are the proceeds from an annual August 15th collection taken at all Paraguayan churches, a one-time $10,000 grant from the Vatican, a small contribution from the Catholic Churches of Germany and tuition income of ₲.7,000 per student per year. Capital expenditures for renovation of University facilities (particularly the main building) have amounted to some $380,000. To date, there has been no assistance to this University from any of the international agencies.

All the professors teach on a part-time basis at low salary scales (about $3.00 per lecture hour). Many of the professors at the Catholic University teach at the national University as well. The Catholic University also employs some persons who because of their political affiliations are unable to teach at the National University.

Over the past year factionalism within the Catholic University has centered on "university reform". In July 1968 a special committee chaired by a Bishop was charged by the Episcopal Conference of Paraguay with submitting a report on the reform of the University by December 31, 1969. That report has now been submitted and a set of revised statutes governing the operation of the Catholic University has been approved.

Professor Karl H. Cerny of Georgetown University visited the Catholic University in July 1968 to investigate the possibility and desirability of a program involving the Catholic University and Georgetown. His tentative conclusions were favorable; and this led to a more formal

NONCAPITAL PROJECT FUNDING (OBLIGATIONS IN $000)

Table N°1
Page 1 of 2

PROP DATE
Original: Nov. 13, 1970
Revision
Project N°526-13-699-095.3

Country: PARAGUAY

Project Title: CATHOLIC UNIVERSITY

| Fiscal Years | L/G | Total | Cont 1/ | Personnel Serv. AID | Personnel Serv. PASA | Personnel Serv. CONT | Participants U.S. Agencies | Participants CONT. | Commodities Dir U.S.Ag. | Commodities CONT | Other Costs Dir U.S.Ag. | Other Costs CONT |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Prior through Actual FY 70 | G | 145 | (130) | - | - | 118 | - | 6 | 15 | 1 | - | 5 |
| Oper. FY 71 | G | 125 | (100) | - | - | 100 | 10 | - | 15 | - | - | - |
| Budg. FY 72 | G | 289 | (225) | - | - | 225 | 39 | - | 25 | - | - | - |
| B + 1 FY 73 | G | 334 | (270) | - | - | 270 | 54 | - | 10 | - | - | - |
| B + 2 FY 74 | G | 329 | (270) | - | - | 270 | 54 | - | 5 | - | - | - |
| B + 3 FY 75 | G | 251 | (195) | - | - | 195 | 54 | - | 2 | - | - | - |
| FY 76 | G | 186 | (130) | - | - | 130 | 54 | - | 2 | - | - | - |
| FY 77 | G | 98 | ( 60) | - | - | 60 | 37 | - | 1 | - | - | - |
| FY 78 | G | 10 | - | - | - | - | 10 | - | - | - | - | - |
| Total Life | | 1,767 | (1,380) | - | - | 1,368 | 312 | 6 | 75 | 1 | - | 5 |

1/ Memorandum (nonadd) column.

Table No. 1
Page 2 of 2

($000 Equivalent)
Exch. rate $1 - 126 Guaranies

Project N°526-13-699-095.3

| Fiscal Years | AID-controlled Local Currency | | Cooperating Country Contribution | | Other Donor 2/ Contribution |
|---|---|---|---|---|---|
| | U.S. owned | Country owned PL 480 | Catholic University Cash | Catholic University In-Kind | |
| Prior through Actual FY 70 | | - | - | 12 | - |
| Oper. FY 71 | | 2 | .5 | 12 | - |
| Budget FY 72 | | 10 | 4.5 | 24 | 5 |
| B + 1 FY 73 | | - | 5.5 | 24 | 10 |
| B + 2 FY 74 | | - | 16.5 | 24 | 15 |
| B + 3 FY 75 | | - | 17.0 | 24 | 20 |
| FY+76 | | - | 18.0 | 24 | 20 |
| FY 77 | | - | 19.0 | 24 | 20 |
| FY 78 | | - | 19.0 | 24 | 20 |
| Total Life | | 22 | 100.0 | 192 | 110 |

2/ German Bishops.

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evaluation by Dr. Cerny and Prof. John H. McDonough (Director of the Latin American Studies program at Georgetown) in April 1969. They submitted a 46 page report in May 1969 (copies are available in AID/W) which contains much useful background on the Catholic University and its problems. This report served as the basis for Project Agreements signed in FY 1969 and in 1970 obligating funds for the contract with Georgetown University for two professors and two U.S. graduate students to initiate the program.

The general explication of the educational and administrative limitations prevailing at the Catholic University in 1969 is still valid at this time. Nonetheless, certain significant changes have occurred in regard to the situation. Most of these changes may properly be regarded as improvements and augur well for the successful implementation of the project.

In the year and a half that has elapsed since the Cerny-McDonough report there appears to have been a lessening of tension in Church-State relations. This is clearly observed in regard to the situation of the four Jesuits who were under threat of expulsion. Although Father Hamalio is not allowed to return to the country and Father Oliva was expelled, the other two Jesuits are still present and it seems unlikely that action will be taken against them. In fact, Father Juste was appointed Vice-Rector and subsequently acting Rector with no discernible opposition from sources outside the University.

Related changes have been made in the part of the University located at the Jesuit owned facility at Cristo Rey. The Faculty of Philosophy, located at Cristo Rey, was previously an autonomous part of the University structure. It had its own budget and its own system of appointment of the Dean and professors. The Dean, for example, was appointed directly by the Jesuit provincial. As of June 1970, this autonomy was voluntarily surrendered to the University. In the future, the Dean will be appointed by the University Council in the same manner as the Deans of the Faculties of Law and Accounting. This has been an important step in regard to the centralization of the University structure and it will facilitate further University reform.

The most significant of all the changes, however, have resulted from the adoption of new University statutes approved by the Episcopal Conference in February of 1970 and by the Sagrada Congregación para la Educación Católica in August of 1970. This document will make possible major changes in almost all aspects of the University functioning. In particular, far-reaching changes have been made possible in the following areas:

1. Greater clarification of administrative powers and their centrali-

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sation in the hands of the Rector and Vice-Rector;

2. Improvement of the economic structure of the University;

3. The establishment of a new Planning Council, under the Vice-Rector, with special responsibility in the field of University reform and development;

4. Provision for greater participation of students and alumni in the major governing boards and councils;

5. Clear statement of disciplinary and other penalties that can be imposed on faculty and students;

6. The establishment of a new method for selection of Rector, Vice-Rector, and Deans in both Asuncion and in the branches.

The new electoral system may be the most important ingredient of potential University reform since it makes possible the introduction of new leadership in the University. It is also the area in which most activity has taken place.

The new statutes require "elections" of all future Rectors, Vice-Rectors, and deans of faculties. According to a complicated system, slates of candidates for Rector and Vice-Rector are to be elected by committees of faculty, students, and alumni. These slates are then submitted to the decision of the Episcopal Conference of Paraguay. Slates for Deans are to be similarly elected, and the choice of the particular individuals is to be made by the University Council.

The election of slates of candidates and appointment of Rector, Vice-Rector, and Deans was originally scheduled to be the middle of November, 1970. As a result of intensive activity, however, dates were advanced and on October 31, 1970, a meeting of the University Council was held to announce the appointment of the new Rector and Vice-Rector and to elect the new Deans. Beginning on January 1, 1971, and continuing for periods of 5 years for Rector and 3 years for the Deans, the Catholic University of Asuncion will be administered by the following officials:

Rector: Father Oscar Usher
Vice-Rector: Father Ramon Juste
Dean of the Faculty of Law and Political and Social Sciences: Dr. Juan Carlos Mendonca
Dean of the Faculty of Philosophy and Educational Sciences: Father Antonio Maria Sancho
Dean of the Faculty of Administrative Science: Dr. Mariano Luis Lara Castro

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This new directorate gives premise not only of instigating important University reform but also of meaningful cooperation in carrying out this project. Although the new offices will not be assumed until January 1, 1971, the continued occupancy of the Vice-Rectorship by Father Juste has made possible the initiation of other modifications of the University structure that will also be significant in future development. Already the University Council has authorized a change in the structure of the Freshman Year. Beginning in the academic year of 1971 all Faculties will share a common first-year program, thus eliminating the large amount of duplication of basic courses. All Freshmen will attend classes at the Cristo Rey campus. The Faculty of Philosophy will move to the main campus where the two other main Faculties are already situated. Further integration of the upper classes will thus be facilitated, with the greater likelihood that a truly integrated University may emerge.

In addition, the new Freshman Year will switch to the credit hour system. This will be extended by yearly increments to include, eventually, the whole of the University structure. This is one of the most important reforms that could be made, a reform especially urged by Drs. Gerny and McDonough in their previous visit.

The location of all Faculties at the main campus will also enable the construction of a centralized and efficient University library.

Additionally, Father Juste has proposed the reorganization of the present system of Faculties. These plans have not yet been approved by the University Council but they amount, in effect, to the retention of the existing Faculties as the administrative equivalent of Schools in the United States system, plus the establishment of the equivalent of departments and career majors. Again, this proposed internal reform is an important step in a desired direction.

The University Council has also appointed, as of October 24, 1970, an advisory committee of professors to work with the U.S. financed University professors and graduate students.

C. PLANNED TARGETS AND OUTPUTS

1. Major Goal: Creation of a Social Studies Center at the Catholic University which, by 1978, will be capable of training university students in the skills needed to identify and analyze social-economic development problems and then devise effective solutions for them.((The Center will emphasize the learning of applied research techniques, recently developed analytical tools and research data, and modern teaching methods.)) Training will be given during the period of this project to selected faculty members and graduates as well as to the students currently enrolled. Designed to

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serve as a model of academic instruction for the entire University, the Center will cut across the existing academic structural organization and, if successful, will have an impact on the total University.

2. Specific Targets and Output Indicators include the following, with more precise quantification and timing subject to revisions in accordance with findings of annual PARs':

a. Development of a cadre of competent Paraguayan professors and researchers in the social sciences, including Master Degree training in the U.S. and third countries for 24 Catholic University students, and special refresher type training courses in U.S. and third country universities for an estimated 22 Catholic University professors. To the fullest extent possible, the Latin American Scholarship Program of American Universities (LASPAU) will be utilized as an additional source for training students in the United States. Although the project does not specifically include training on the Ph.D level, the Center will play an active role in identifying individuals with the necessary qualifications and in facilitating the obtaining of assistance for future study for the Ph.D.

b. Development of specific research projects relating to Paraguayan social development under the supervision of the American professors. An integral part of this endeavor will involve the utilization and further strengthening of the research facilities at the Centro Paraguayo de Estudios Sociologicos.

c. Training of 200 to 300 Catholic University students in the social sciences. Graduates who do not follow teaching and research careers at the University will nevertheless have an impact on public and private sector activities such as: teaching at the secondary level; business administration; information dissemination by press, radio and television; and regional development activities related to social development programs, such as tax and judiciary administration, the proposed new savings and loans system and Municipal Development Institution, agricultural credit unions, and regional development centers and social services.

d. Utilization of modernized teaching methods and academic procedures, including teaching aids, improved curricula and systematic utilization of textbooks and other informational resources.

(1) Seminar instruction for approximately 80 social science students annually, through an average of 8 special annual seminars in the Faculties of Law and Philosophy in fields of sociology, developmental economics, political science, psychology, communication sciences, behavioral sciences research, demography, anthropology and related studies. Such seminars to serve as examples of modern teaching methods and to be accepted as part of the students' required course programs for a degree.

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(2) Advanced seminar instruction for approximately 10 Catholic University faculty members annually to acquaint them with newer trends in the social sciences disciplines and with modernized teaching techniques.

e. Inculcation of belief in the desirability of full-time activity for students, professors and administrators. In view of the relative lack of financial resources in the country, the development of full-time study programs, except on a limited scale, must remain a goal for a future period, probably after this project has been terminated. Nonetheless, the presence of U.S. professors and graduate students, working on a full-time basis, holding regular office hours and therefore available for student consultation and guidance, will introduce a different model of academic responsibility which should have a major impact on future university development.

f. Improve library reference facilities in the social sciences, with emphasis on the central library of Catholic University in Asuncion, and on a more limited scale the libraries of the regional branches of the University and the Paraguayan Center for Sociological Studies.

g. Introduction of a textbook sales program to serve an estimated 3,000 Catholic University student population.

h. Provide advice and assistance to the newly established Consejo de Planificacion of the University in regard to all aspects of curriculum and University reform.

D. SUMMARY

Paraguay's two universities have a key role in providing the professional education required for Paraguay's economic and social development. At present, neither the National University of Asuncion nor the Catholic University are doing a satisfactory job, although some Faculties of the National University, such as Agronomy and Veterinary Science and the Medical and Nursing Schools, have made progress in this regard with USAID cooperation.

Several different alternatives were considered as USAID developed this program. First explored was the possibility of developing a program with the National University because of its larger student body and the potentially greater impact a successful program might have there. But the implementation experience of the IDB loan plus our evaluation of existing firmly entrenched divisions within the University, led to the conclusion that the chances of such a program succeeding at the National University were not encouraging. The likelihood of success at the Catholic University seemed much greater since the Catholic University was considerably less hide-bound than the National University, was smaller in size and seemed more anxious to achieve "university reform".

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Next, the USAID considered the magnitude of the proposed program with the Catholic University. One alternative was to attempt a massive infusion of U.S. professors in order to obtain maximum impact in the shortest period possible. This alternative was rejected: a) because it would be impossible to obtain a large number of qualified professors willing to come to Paraguay for an extended period; and b) because of the likelihood that any large group of professors would spark a strong negative reaction of "cultural imperialism" from Paraguayan students and professors. Therefore the cautious and exploratory approach outlined below, involving relatively few professors was adopted.

Finally, the USAID considered what should be the focal point of the program - i.e. the relative emphasis to be placed on action programs involving the University faculty and students versus the emphasis to be placed on academic improvements per se. We concluded that, given the present political climate where direct action programs might be regarded with suspicion by the GOP, it would be preferable to initiate the program along strictly academic lines. By concentrating on Social Science teaching and research, however, the way is left open for applied programs as the local climate permits.

Two major considerations led to the decision to emphasize the social sciences. First, neither the National nor the Catholic University now have a formal program of studies in the social sciences. Thus, development of this area could contribute to the distinctiveness of the Catholic University and focus the attention of both faculty and students on the social and economic needs of Paraguay - without creating duplication between the two universities.

A second consideration in establishing the independent Social Studies Center is that all the faculties offer one or more poorly taught courses in the social sciences, most notably introductory courses in sociology. There is considerable interest in the social sciences, but little appreciation of the substantive and methodological progress in the social sciences made in the U.S. Thus, the improvement of social studies offers the promise of widespread impact on the educational system and a model for raising the general level of Paraguayan University teaching.

## E. COURSE OF ACTION AND MAJOR RESOURCE INPUTS

In accordance with the basic strategy outlined in the previous section, an eight-year project implementation plan (1971-78) is proposed. The plan is divided into two stages, with the first or "exploratory" stage being implemented during the years 1971-72, and the second or full implementation stage extending over the six-year period 1973-78. The exploratory stage covers the Paraguayan academic year March 1971 through November 1971 while the second stage covers the academic years ending in November of each calendar year 1972-1977.

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The first six months of the exploratory stage cover the initial planning and organizational activities of a two-man team from Georgetown University i.e. a professor who serves as Chief of Party and a graduate student. During this period social science research agencies and institutions such as the Centro Paraguayo de Estudios Sociologicos (CPES), the Centro Paraguayo de Documentacion Social (CPDS), and the various Population Research Centers in Asuncion will be evaluated. Contacts will be made with the representatives of the University Council at Catholic University and with representative members of the University administration, faculty, students and alumni.

Other activities during the preparatory period include:

a. Inspection of the Catholic University branches in Villarrica, Encarnacion and Concepcion.

b. Preparation of library resource studies, including facilities and materials at Catholic University and those available at the Centro Paraguayo de Estudios Sociales and the Centro Paraguayo de Documentación Social.

c. Preparation of lists of basic books in social sciences as a basis for future library acquisitions.

d. Selection of two Catholic University students to work with the advisors.

e. Establishment of an advisory committee of Catholic University faculty members to work with the U.S. Advisors.

f. Planning and initiation of an RTAC textbook sales program.

In January/February 1971 a second two-man advisory team from Georgetown University is anticipated, i.e. a professor and a graduate student. During the academic year 1971, the two U.S. advisory teams, assisted by two Catholic University students, will conduct two student seminars and an advanced faculty seminar. In addition, library reference materials will be ordered, a textbook program should be in operation and the participant training program will get underway. Thus, the groundwork will have been prepared for the beginning of the full implementation stage in March 1972.

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For the 1972 academic year program, two additional U.S. professors would be recruited from Georgetown, the consortium of Washington, D.C. Universities or the consortium of Jesuit Universities. These professors would be expected to arrive in Paraguay no later than January of 1972, thus bringing the U.S. advisory assistance into its full complement of four U.S. professors and two U.S. graduate students. (It is planned that the U.S. graduate students would serve for one year each, after which they would be replaced annually until FY 1976 and FY 1977, the last year of contract financing).

During the first stage covering the academic year 1971, the U.S. faculty teams will offer two seminar courses in the social sciences for students in the Faculties of Law and Philosophy. These courses will demonstrate U.S. teaching methods, promote cooperation among the various Faculties, and serve as part of Paraguayan students' degree requirements.

An advanced faculty seminar for interested faculty members will be initiated.

The second stage will begin with the formalizing of the Center, hopefully in time for the 1972 academic year. In order to ensure sufficient flexibility and autonomy to the Center, it should be attached directly to the Rector's office rather than being part of a Faculty.

A total of four U.S. professors and two students would be on board during the academic year 1972 to provide advisory services and assistance in implementing the first year program. It is expected that each of the professors would conduct no fewer than two seminars each, annually.

In connection with the seminars and other activities involving research techniques and their application to problem identification and solution, specific studies and work projects will be designed where possible to focus on socio-development problems and leadership training opportunities related to such USAID assistance activities as the proposed Municipal Development Institution, the projected Savings and Loan system, the CULA Agricultural Credit Union program, the In-Service Training Center activities, and the Regional Education Centers.

All the above USAID-assisted programs have important Title IX implications in terms of encouraging an increasingly broader understanding among the communities' potential leadership of the socio-economic context within which they operate.

## PROPOSED U.S. CONTRACT STAFFING PATTERN

| | FY 1970 | '71 | '72 | '73 | '74 | '75 | '76 | '77 | '78 |
|---|---|---|---|---|---|---|---|---|---|
| 1st Professor and Replacements (Chief of Party | | X | X | | X | X | | X | |
| 1st Graduate Student | | X | X | X | X | X | X | X | |
| 2nd Professor | | X | | X | X | X | | | |
| 3rd Professor | | | X | | X | X | | | |
| 4th Professor | | X | | X | | | | | |
| Campus Coordinator | | | | | | | | | |

## TRAINING PROGRAM

| | Students for Pilot Training | | | Instructors for Pilot Training | |
|---|---|---|---|---|---|
| | No. | | Man Years (MYO) | No. | Man Years (MYO) |
| | 1st Yr. | 2nd Yr. | | | |
| Prior through Actual FY 70 | 1 | - | 6 | - | - |
| FY 71 | 1 | 1 | 10 | - | - |
| FY 72 | 4 | 1 | 25 | 4 | 14 |
| FY 73 | 4 | 4 | 40 | 4 | 14 |
| FY 74 | 4 | 4 | 40 | 4 | 14 |
| FY 75 | 4 | 4 | 40 | 4 | 14 |
| FY 76 | 4 | 4 | 40 | 4 | 14 |
| FY 77 | 2 | 4 | 30 | 2 | 7 |
| FY 78 | - | 2 | 10 | - | - |
| Total | 24 | 24 | 241 | 22 | 77 |

As shown in Table No.1, Page 3, the major U.S. resource input consists of the contract advisory services and the proposed participant training program (See table page 14 for a projection of the latter).

U.S. commodity assistance is projected on a relatively conservative scale, with the major portion of funds being required to finance library reference books, periodicals and other materials. A limited amount of transport facilities also will be required, i.e. two carryalls and two sedans for the use of the U.S. teams. The textbook sales program is projected for four years of USAID financial support (FY 1971-74), and will require annual contributions of $5,000 each, which would be combined with annual contributions of $500 each by Catholic University and contributions by MPAC of $5,500 annually. Thus, by the end of the four-year period, a revolving fund of $44,000 would have been established which should enable the program to cover requirements of the total student population and to continue without additional external assistance.

GOP, Catholic University and other donor contributions, as presently planned, are summarized on Table No.1, Page 4. The GOP-owned PL 480 funds will represent payment of participants' international travel from the Trust Fund established for this purpose.

Catholic University cash contributions would consist primarily of contributions for the textbook sales program, salaries for two Paraguayan student assistants to work with the U.S. teams, and, beginning in FY 1974, salary support assistance for a selected number of half-time and full-time professors. University in-kind contributions consist primarily of office and classroom space, secretarial assistance, and related items. Other donors' assistance consists of hoped-for contributions from the German Bishops, with such assistance beginning on a relatively small scale in FY 1972 and extending through FY 1978 on an increasingly larger scale, with funds to be used primarily for salary support for full and part-time professors.

AIRGRAM

# DEPARTMENT OF STATE

Proj. 5260095.3
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DATE SENT
1/20/71

FROM - AID/W

SUBJECT - PROP - Catholic University Project No. 526-13-699-095.3

REFERENCE - TOAID-A 334, 12/21/70

The AID/W Evaluation Panel reviewed this PROP on January 11, 1971. It was approved for the life of the project. The Mission is to be commended for the design and layout of the PROP.

JOHNSON

PAGE 1 OF

| DRAFTED BY | OFFICE | PHONE NO. | DATE | APPROVED BY: |
|---|---|---|---|---|
| H. Jacobson | LA/APU | 23381 | 1-12-71 | LA/DP:JKeller |

AID AND OTHER CLEARANCES
LA/DR:FHolmes (subs)
LA/DP:BGoldstein
LA/OPHS:WWren
LA/APU:PAskin

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