

PRC/TA/TAPD A300-10

AID 1020-25 (7-68)		SECURITY CLASSIFICATION		001 PROJECT NUMBER	
PROJECT APPRAISAL REPORT (PAR) (U-446) See M.O. 1026.1		UNCLASSIFIED		649-11-640-036	
002 PAR	MO.	DAY	YR.	003 U.S. OBLIGATION SPAN	004 PROJECT TITLE
AS OF:	11	28	60	FY 61	Thru FY 62
005 COOPERATING COUNTRY - REGION - AID/W OFFICE				004 PROJECT TITLE	
SOMALI DEMOCRATIC REPUBLIC (APR)				EDUCATION IMPROVEMENT 13P PD-AAB-841-D1	

006 FUNDING TABLE

AID DOLLAR FINANCING-OBLIGATIONS (\$000)	TOTAL	C JN-TI ACT (NO I-ADD)	PERSONNEL SERVICES			PARTICIPANTS		COMMODITIES		OTHER COSTS	
			AID	PASA	CON-TRACT	DIR. PASA	CON-TRACT	DIR. PASA	CON-TRACT	DIR. PASA	CON-TRACT
CUMULATIVE NET THRU ACTUAL YEAR (FY 1969)	4095	2730	118		1886	946		150	156	151	688
PROPOSED OPERATIONAL YEAR (FY 1970)	381	290			280	31			30	30	10

CCC VALUE OF P.L. 480 COMMODITIES (\$000) → Thru Actual Year : 136 Operational Year Program :

007 IMPLEMENTING AGENCY TABLE

If contractors or participating agencies are employed, enter the name and contract or PASA number of each in appropriate spaces below; in the case of voluntary agencies, enter name and registration number from M.O. 1551.1, Attachment A. Enter the appropriate descriptive code in columns b and c, using the coding guide provided below.

TYPE CODE b	TYPE CODE c	d. IMPLEMENTING AGENCY	TYPE CODE		d. CONTRACT/PASA/VOLAG NO.	e. LEAVE BLANK FOR AID/W USE	
			b.	c.			
1. U.S. CONTRACTOR	0. PARTICIPATING AGENCY	1. Eastern Michigan University		1	AID/afr 340		
2. LOCAL CONTRACTOR	1. UNIVERSITY			2		Aug. 5, 1968	
3. THIRD COUNTRY CONTRACTOR	2. NON-PROFIT INSTITUTION		2. National Engineering & Construction Co.	4			
4. PARTICIPATING AGENCY	3. ARCHITECTURAL & ENGINEERING						
5. VOLUNTARY AGENCY	4. CONSTRUCTION						
6. OTHER:	5. OTHER COMMERCIAL						
	6. INDIVIDUAL						
	7. OTHER:						

PART I - PROJECT IMPACT

I-A. GENERAL NARRATIVE STATEMENT ON PROJECT EFFECTIVENESS, SIGNIFICANCE & EFFICIENCY.

This summary narrative should begin with a brief (one or two paragraph) statement 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 effectiveness of project implementation in achieving stated project targets;
- (2) the contribution to achievement of sector and goal plans;
- (3) anticipated results 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, as necessary and appropriate, significant remedial actions undertaken or planned. The narrative can best be done after the rest of PART I is completed. It should integrate the partial analyses in I-B and I-C into an overall balanced appraisal of the project's impact. 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 PART I-A (Continue on form AID 1020-25 I as necessary):

Historical Summary

Following a request from the Somali Government in 1960 to construct and staff a national teacher training institute, AID signed a contract with Eastern Michigan University in 1961 to conduct a survey of teacher training needs in Somalia and

MISSION DIRECTOR APPROVAL →	SIGNATURE Charles W. George, Acting Director	DATE December 2, 1969
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Drafter: PRM:SFWallace

Clearance: CONT: LJohnson

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## PAR CONTINUATION SHEET

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to outline the requirements of a teacher training institution. Early in 1962 a contract for the design of the school was signed followed by a contract with a local construction firm eight months later. Work commenced in May 1962 on the National Teacher Education Center (NTEC). The buildings were sufficiently completed by late 1963 to accommodate a three-year post-intermediate program for the preparation of elementary and intermediate school teachers. A total of 400 elementary and intermediate school teachers will have been prepared beginning with the first class in 1966 and ending with the class of June 1970. In 1968, NTEC was upgraded to a College of Education (COE) with the initiation of a four-year program for the preparation of secondary school teachers and the continuation of elementary/intermediate teacher training with a one-year program.

### General Evaluation

Although there appears to have been a lack of USAID planning on this project in recent years, the Eastern Michigan University contract team has provided consistent thrust to permit an apparent timely and effective implementation of this project. Uniformly good contractor performance combined with Somalia's priority interest in the field of education have resulted in the project being USAID's best current technical assistance effort and one of the most popular projects in the Somali Democratic Republic. Furthermore, there is no question that this project will be of priority significance and importance to Somalia in the foreseeable future; for the College of Education will continue as the institution for the preparation of all Somali teachers and serve as the probable nucleus for the newly established National University of Somalia.

Note: In the sections of this PAR which follow, parts I-B 009 and II-A 022 have been left blank because an insufficient amount of time has transpired since the PIP submission to allow for meaningful evaluation. The first PIP targets are scheduled for June 1970, so an appraisal on these factors will be made in the next PAR.

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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)				6. PROJECTED TOTAL FOR PROJECT LIFE
		3. ACTUAL CUM. TO DATE	4. AS OF PRIOR JUNE 30		5. PLANNED BY NEXT JUNE 30	
			a. PLANNED	b. ACTUAL		
	PIP submitted May 1969. First targets June 1970 to be appraised in next PAR.					



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## PART I-C - Continued

## 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.	MARK IN THIS COL.
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 output or accomplishments?	Y
015 Have any problems arisen as the result of advice or action or major contributions to the project by another donor?	Y
016 If the answer to 014 or 015 is yes, or for any other reason, is the project now less necessary, unnecessary or subject to modification or earlier termination?	N
017 Have any important lessons, positive or negative, emerged which might have broad applicability?	N
018 Has this project revealed any requirement for research or new technical aids on which AID/W should take the initiative?	N
019 Do any aspects of the project lend themselves to publicity in newspapers, magazines, television or films in the United States?	Y
020 Has there been a lack of effective cooperating country media coverage? (Make sure AID/W has copies of existing coverage.)	N
021 <u>NARRATIVE FOR PART I-C.2</u> Identify each explanatory note by the number of the entry to which it pertains. (Continue on form AID 1020-25 I as necessary):	
014 The success of this project appears largely due to competent contract staff which has provided good administrative and academic direction and to a sustained interest by the Somali Government in providing enough support to keep the project moving forward at an acceptable rate. This is noteworthy in view of the Somali decision to upgrade NTEC to a college-level institution which will have a substantial effect on the project's outputs and accomplishments as noted in Part II of the PIP dated May 1, 1969.	
015 UNESCO advisors and UNDP staff have encouraged the Somali Government to establish another elementary and intermediate teacher training institute in Mogadiscio. However, USAID/SDR and the EMU contract team point out that such an institute would be economically unviable and academically redundant. USAID received assurances from the previous government that the COE would remain the sole pre-service teacher training institute in Somalia, and we think that our views will continue to prevail on this matter.	
019 The fact that Somalia now has a viable teacher training institution being run largely by Somali staff is remarkable for a country which nine years ago at independence had fewer than twenty college graduates, <del>one</del> no post secondary institutions, and practically no Somali teachers of any kind. And with the College of Education being the only teacher training institute in a country with 95 percent illiteracy, its effects are quite visible and could lend themselves to feature stories or even a film documentary.	

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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) BEHIND SCHEDULE	(2) ON SCHEDULE	(3) AHEAD OF SCHEDULE
	<p>PIP submitted May 1969. First targets June 1970 to be appraised in next PAR.</p>			

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	
(7) Commodities (FFF)	
(8) Other (specify):	

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:		032 Quality, comprehensiveness and candor of required reports	P
		033 Promptness of required reports	N
025 Adequacy of technical knowledge	P	034 Adherence to work schedule	P
026 Understanding of project purposes	P	035 Working relations with Americans	P
027 Project planning and management	P	036 Working relations with cooperating country nationals	P
028 Ability to adapt technical knowledge to local situation	P	037 Adaptation to local working and living environment	P
029 Effective use of participant training element	P	038 Home office backstopping and substantive interest	P
030 Ability to train and utilize local staff	P	039 Timely recruiting of qualified technicians	P
031 Adherence to AID administrative and other requirements	P	040 Other (describe):	

2. FACTORS-PARTICIPANT TRAINING

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

\*Mainly as result of upgrading NTEC to college level.

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## PAR CONTINUATION SHEET

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Contract staff has phased down from a high of 13 in June 1968, to a current seven. Five positions are programmed for FY 1971 and four for FY 1972. Following FY 1972, direct contract between EMU and AID/w is anticipated which will cover project residuals and basically not involve monitoring by the USAID.

Sixty-five Somalis have participated in US university programs. Thirteen are now at the COE plus five not trained by AID, 31 are in the United States, and 21 who have returned are not now associated directly with COE. In the latter category, however, it should be pointed out that 15 of the 21 are employed by the Ministry of Education which backstops the COE.

Past significant problems were construction delays and counterpart administrative inadequacies, this latter element being elucidated under part III, Quality of Country Performance. The two major current problems facing the COE are lack of qualified staff to teach the first junior year class in academic year 1970-71 and the need for an adequate science facility which had been targeted for British Council funding. It is anticipated that the first of these current problems will be solved by postponing the junior year by one year and sending the some 40 completing sophomores out to teach for that year. This will also allow for a more optimum junior class size the following year, provide time for the library to improve its research resources, and extend the period needed to establish a suitable science facility.

b. Implementing Agency

With the exception of factor 033, Promptness of Required Reports, (semi-annual and annual as specified in the contract) the contractor has performed commendably in other respects. Until October, 1969, no report had been submitted since July, 1967. The USAID warned the contractor by letter that payment on the contract would be withheld if the period from July, 1967 to July, 1969 was not adequately reported by September 20, 1969. A good report was received by the deadline. This Mission will expect subsequent required reports to be submitted on time.

c. Participants

As noted in the summary, the participant training aspect of this project has been successful from the standpoint of training utilization; for out of the 34 returned, 28 are applying their training to the field of education. Of the remaining participants in training, almost all are expected to return to the COE since most have taught at the COE already for two years and have been returned to obtain either undergraduate or graduate degrees to upgrade their teaching capabilities.

060: With the phaseout of the Mission Training Officer position in July, 1970, and the assumption of its activities by the Program Office, less time is now available to devote to active follow-up of returned participants.

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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.	P
065 Timeliness of AID/W program approval (i.e., PIO/C, Transfer Authorization).					P	073 Control measures against deterioration in storage.	P
066 Quality of commodities, adherence to specifications, marking.					P	074 Readiness and availability of facilities.	P
067 Timeliness in procurement or reconditioning.					P	075 Appropriateness of use of commodities.	P
068 Timeliness of shipment to port of entry.					N	076 Maintenance and spares support.	P
069 Adequacy of port and inland storage facilities.					P	077 Adequacy of property records, accounting and controls.	P
070 Timeliness of shipment from port to site.					P	078 Other (Describe):	
071 Control measures against loss and theft.					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.

With the exception of the PIP submitted in May of this year, no work plan has been done on this project since June 1965 when it was estimated that this project would be completed by June 1968. Furthermore, there appear to have been no Project History and Analysis Reports done in the interim indicating reasons for deviation from the work plan other than the already mentioned decision to upgrade NTEC to the College of Education. Consequently, without well defined parameters of outputs, targets, or knowledge of acceptable reasons for delay, it is difficult to attempt to judge performance precisely. This problem, too, is compounded by the lack of continuity in Mission personnel over sustained periods. Nevertheless, sufficient tangible evidence of progress exists to indicate that a good record of performance has occurred.

Basic facilities at the COE now exists to accommodate 300 students and staff. These include administrative offices, dining room, kitchen, classrooms, storeroom, laboratories, dispensary, gymnasium, library, dormitories, staff housing, and a six-room demonstration school.

Through academic year 1969-70, 400 elementary and intermediate teachers will have graduated and this is expected to level off at approximately 75 per year by academic year 1970-71. There are currently two classes of secondary student teachers enrolled of 125 with first graduations expected in the spring of 1972. Subsequent graduating classes will number about 75 teachers annually.

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d. Commodities

068: Receipt of both Mission procured and EMU contract procured commodities have presented problems. In the case of both, the use of American carriers to the furthest possible point (Mombasa, Kenya) has caused delays in transshipments. Major problems with USAID procured commodities through Afro-American Purchasing Center (AAPC) have been improperly marked containers, poor packing and lack of packing slips with cargo. In several cases USAID also has failed to allow for sufficient procurement lead-time.

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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.	
081 Coordination and cooperation of LDC gov't. with public and private institutions and private enterprise.	P
082 Availability of reliable data for project planning, control and evaluation.	P
083 Competence and/or continuity in executive leadership of project.	N
084 Host country project funding.	P
085 Legislative changes relevant to project purposes.	P
086 Existence and adequacy of a project-related LDC organization.	P
087 Resolution of procedural and bureaucratic problems.	P
088 Availability of LDC physical resource inputs and/or supporting services and facilities.	P
089 Maintenance of facilities and equipment.	N
090 Resolution of tribal, class or caste problems.	P
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.	P
094 Intent and/or capacity to sustain and expand the impact of the project after U.S. inputs are terminated.	P
095 Extent of LDC efforts to widen the dissemination of project benefits and services.	P
096 Utilization of trained manpower (e.g., participants, counterpart technicians) in project operations.	P
097 Enforcement of relevant procedures (e.g., newly established tax collection and audit system).	P
098 Other:	
HOST COUNTRY COUNTERPART TECHNICIAN FACTORS:	
099 Level of technical education and/or technical experience.	P
100 Planning and management skills.	P
101 Amount of technician man years available.	P
102 Continuity of staff.	P
103 Willingness to work in rural areas.	
104 Pay and allowances.	P
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 1):

**III Quality of Country Performance**

In comparison to other USAID projects, SDR support of this project has been good. Basically, the Somali Government has provided sustained, increasing operating budget revenue from the Ministry of Education and good counterpart personnel to allow for the gradual phase-out of the contract team. These factors have been vital to the success of this project. The good host country performance has resulted largely from the acute awareness on the part of Somali officialdom of the great need for educational facilities in Somalia. This awareness is sharpened politically by the increasing demands of a largely illiterate populace for educational opportunities.

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Some recent developments in higher education both within and outside the project indicate a perhaps overly enthusiastic but nevertheless understandable desire on the part of Somali authorities to move forward even without considered judgment. An example of this was the decision to upgrade NTEC to the College of Education before evaluating the results of the AID feasibility study on the proposed change. Another example was the establishment by the Council of Ministers in March 1969 of the Somali National University which turned out to be, as the Minister of Education was quick to point out, more psychological than substantive. Fortunately, these changes have not been inconsistent with basic objectives and it has been possible to revise the project's goals and targets accordingly. Precipitate action notwithstanding, the above changes do indicate the country's efforts at widening the qualitative and quantitative benefits of educational opportunities available to Somalis.

083: The largest shortcoming on the part of the cooperating government has been the lack of continuity in executive leadership at the COE. From 1962 to 1969 five different directors have served eight different appointments. This lack of continuity has placed a very heavy burden on the contract Chief of Party and team in attempting to establish sound institutional practices.

089: The other main problem has been the past lack of plant maintenance at the project site. This problem has been partially resolved since 1967 when the then contract administrative assistant spearheaded a maintenance and facility improvement program. In May, 1969, a new Somali maintenance supervisor was employed and this was followed with the employment of competent custodial workers.

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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):

Adjustment in Project Purposes or Design

The upgrading of NTEC to a College of Education beginning in August, 1968, involved the fundamental change in project design and purpose with a changeover from a three-year program of elementary and intermediate teacher training of intermediate school graduates to two programs for secondary school graduates: (1) a one-year program for elementary and intermediate teachers and (2) a four-year program for secondary teachers. The upgrading resulted largely out of the concern of Somali authorities that 90 percent of the secondary school teachers in Somalia were foreigners who also cost more than their Somali colleagues.

The contract members have done an excellent job of adapting themselves and the COE to the new requirements by advising the Ministry of Education on policy changes, revamping the curriculum, upgrading staff requirements, preparing texts and teaching materials, and advising the USAID on positive curriculum changes for participants currently in training.

Most of the important adjustments excluding the previously mentioned probability of the junior year postponement were foreseen by the time of the last PIP preparation and included in the PIP.

## 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.	X
4. Extended beyond its present schedule to (Date): Mo. ___ Day ___ Yr. ___. Explain in narrative, PROP will follow.	
5. Substantively revised. PROP will follow.	X
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:

Following the completion of this PAR, the initial PROP will be written on this project. And although no substantial deviations from the current PIP are anticipated, a revised PIP will be submitted in early FY 1971.

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