

PD-AHN-380

ISN-32009

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ENTERED
5/8/78

PROJECT EVALUATION SUMMARY

(Submit to MO/PAV after each project evaluation)

1. Mission or AID/W Office Name USAID/EL SALVADOR	2. Project Number 519-15-670-170
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3. Project Title

FUNDAMENTAL EDUCATION AND SKILLS TRAINING

4. Key project dates (fiscal years)	5. Total U.S. funding life of project
a. Project Agreement Signed 3/76	\$ 404,000
b. Final Obligation	
c. Final input delivered 3/78	

6. Evaluation number as listed in Eval. Schedule 77-3	7. Period covered by this evaluation From: 3/76 To: 7/77 Month/year Month/year	8. Date of this Evaluation Review No formal review held Month/Day/Year
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9. Action Decisions Reached at Evaluation Review, including items needing further study	10. Officer of Unit responsible for follow-up	11. Date action to be completed
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12. Signatures:

Signature Project Officer

Raymond San Giovanni
Raymond San Giovanni, EDUC

Typed Name

Date

Signature Mission or AID/W Office Director

Peter W. Askin

Typed Name: Peter W. Askin, Acting DIR

Date: 4/13/78

EVALUATION UPDATE

After 24 months of operation, the pilot project ended on March 15, 1978. The major accomplishments may be summarized as follows:

- 1) Ten project administrators have received continuous in-service training.
- 2) Four regional supervisors have been trained, in either in-service training or abroad.
- 3) All 83 instructors affiliated with the DAPE urban occupational training program have received a total of 348 hours of in-service training.
- 4) Ten staff members of the MOE were provided 5 months of participant training (a combined study/observation/work program) at San Jose State University, California.
- 5) Over 2,400 students have been enrolled in occupational skills training courses.
- 6) All basic and occupational skills training courses have been revised and standardized.
- 7) Additional shop equipment, tools and audio/visual equipment have been provided.
- 8) Permanent facilities of the senior vocational high school program of the MOE have been added to the community facilities being used in the pilot project.
- 9) Four major subsystems have been developed including research and evaluation, which involves job market and job performance analysis and overall project evaluation; in-service training of administrators, supervisors, and teachers; curricula development, involving design, application, and evaluation; and guidance services, involving personal and occupational counseling and job information, placement, and follow-up services.

Under the pilot project, three basic evaluations were planned (each one coming at the end of an 8 month interval). In addition, the USAID contract project coordinator was required to submit quarterly progress reports of activities and accomplishments, problems encountered, recommended solutions to these problems, and proposed activities for the subsequent quarter. So far, two formal evaluations and five quarterly reports have been submitted. This Project Evaluation Summary (PES) summarizes the first two evaluations.

A final evaluation of the pilot grant project (519-15-670-170) will be completed o/a May 15, 1978. This evaluation will focus on the final results of the pilot project and the areas where DAPE requires further institutional development.

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13. Summary

Notwithstanding initial delays in implementation, this project has made progress in five basic areas of concentration, i.e., program planning, curriculum development, personnel training, training delivery and guidance services.

Under the pilot project a basic training needs survey was undertaken with the help of U.S. technical assistance to determine basic skills required for entering into occupations being taught by the Division of Adult and Permanent Education (DAPE). However, the ability to carry out a regular and continuous watch on manpower needs of industry has not yet been institutionalized.

Considering the relatively limited funds devoted to curriculum development, a respectable start has been made in this area. A more comprehensive, articulated approach to curriculum development has been established. Course guides are reflecting content and procedures drawn from industry's needs and students' interests and abilities. Short-term U.S. contract advisors have conducted in-service training for DAPE counterparts and teachers, and an integral part of the participant training program at San Jose University was devoted to curriculum development. Each participant developed a curriculum model in his area of expertise, and these are being tested in the courses currently being offered by DAPE.

Significant changes have also occurred in the area of personnel training. At the central administrative level of DAPE, a full-time professional educator was provided under contract to serve as counterpart to the director of DAPE and to coordinate project activities.

The MOE transferred to the DAPE staff a professional teacher training specialist from another division and recruited three vocational education specialists to occupy new positions in supervision. U.S. specialists in vocational education administration, supervision, teacher training, and guidance were provided on a short-term basis to conduct in-service workshops and identify candidates for advanced training abroad. The MOE and USAID selected ten Salvadorans for an intensive, specially designed participant training program for about five months at San Jose State University in California. The group, which undertook a combined study-work-observation program, included representatives from DAPE, the Planning Office, the Curriculum Development Office and the Materials Development Office.

Upon completion of training, the returned participants conducted in-service workshops in their specialties for other specialists and teacher and began developing detailed systems and implementation plans within their areas of expertise for use in the proposed expanded program.

While a significant start has been made in personnel training (318 hours of in-service training to date), the nature and magnitude of the problem dictate that more activities in this area are essential to ultimately solve the problem.

There have also been some important changes in the delivery system as a result of the pilot project. The system was expanded from 13 to 25 facilities by making use of permanent schools that belonged to the secondary education division of MOE. These excellent physical plants,

though short of equipment and materials, at least had the advantage of being well-located, well-built and designed for vocational education activities. Previously underutilized, they became much more efficient under the pilot project since afternoon and evening classes were added for out-of-school youth and adults. The regular day time students and teacher also benefitted, because equipment purchases under the pilot project was used by these persons.

With regard to guidance, U.S. specialists were provided by AID and a total guidance system was designed, in-service training was provided counterpart personnel and various types of school personnel and a candidate for advanced study was selected and trained at San Jose State University. During the remainder of the pilot project the returned participant will continue to provide in-service training and will begin to implement the job information, placement, and follow up aspects of the guidance program.

In spite of the above accomplishments, it is doubtful that the purpose of the pilot project, "to develop the institutional capability of the Ministry of Education to plan, manage and evaluate the FEAST program," will be fully established by March 1978 when the pilot activity is scheduled to terminate.

A comprehensive technical analysis performed under USAID Technical Services Contract #519-156 during the period May 22 to June 25, 1977, concludes that "the pilot project has not yet presented prima facie evidence that it can train and place unemployed and/or underemployed

people in occupations which are in demand on the labor market." The study recommends expansion of the pilot project into a nationwide program only after a number of specific institutional and other changes have been made to assure that the project does not become an isolated and sporadic effort which dies as soon as USAID support is withdrawn. The Mission fully supports this position. The implications of this position as it relates to the proposed follow-on loan, are discussed further in Section 23 below. (p.17)

14. Evaluation Methodology

This evaluation was initiated in June 1977 in accordance with the revised evaluation schedule submitted with the FY 1979 ABS, and covers the 16 month period from the beginning of the project in March 1976 until the end of July 1977.

This is an "implementation" evaluation designed to determine whether the FEAST project is being implemented as planned and to make some preliminary judgements as to the feasibility and timing of a follow-on loan. That AID/W has decided to proceed with an FY 77 loan without reference to an official Mission evaluation of the pilot activity, brings into serious question the relevance of the evaluation process to project review, program analysis and budgetary decision making.

17. Goal

The goal of this pilot project is to improve the quality of the Fundamental Education and Skills Training Program of the Ministry of Education. The measures of goal achievement are: (1) increased enrollment and retention rates in non-formal education and skill training courses; (2) reduced time required to achieve course objectives; and (3) higher skill level and labor market awareness of course graduates. Enrollments did increase from 666 students in 1975 to 1324 students in 1976, and 1413 in 1977 for the 10 schools falling in the sample. The actual number of schools in the pilot project was increased to 13. The overall enrollment for 1977 is 1761. However, the increased numbers of courses and the increased number of students to date (which have exceeded pilot project objectives) have resulted in a negative effect on quality. Limited equipment and physical facilities, combined with excessive workloads on supervisors and instructors, are indications that the pilot project is being prematurely overextended.

Retention rates for 1977 cannot be determined until the current school year ends in November; however, retention rates rose moderately from 46.09% in 1975 to 49% in 1976.

Likewise, measurement of indicators two and three must also await the end of the current school year in November 1977.

18. Purpose

The purpose of the pilot project is to develop the institutional capability of the MOE to plan, manage, and evaluate innovative short-term, non-formal education and skill training courses for poor, unskilled rural and urban Salvadorans.

The EOPS as stated in the current design are not adequate to determine when the purpose of the pilot project is achieved and an expanded program can begin.

"MOE personnel trained", "students trained", "data examined" and "systems developed" are all "Outputs" of the project, not "Conditions". A superficial evaluation of the EOPS as stated would lead one to believe that the project was meeting most and exceeding some of its targets. In terms of numbers of people being trained, systems being developed and analyses being conducted, this is in fact the case. However, if one were to evaluate the following illustrative conditions, one would reach somewhat different conclusion:

- (1) MOE personnel sufficient in quantity and quality to effectively implement and administer the pilot activity.
- (2) Advisory councils functioning effectively.
- (3) Labor market information collected and utilized for program modification.
- (4) 60-70% of graduates placed in industry or self employed.

With respect to the first condition, project experience to date confirms low technical quality of counterpart personnel. Supervisors and

teachers need far more training in both subject matter areas and teaching practices, and both human and material resources have been overextended by a premature expansion of the program by the Ministry of Education.

As regards Advisory Councils, only three of the ten Councils, which were planned to provide the vital linkage between the supplier and the end-user of trained people, have been established but even these are not functioning as planned.

A labor force demographer (PASA DL/ELS-168-4-77) conducted a study to assess the adequacy of data needed for making decisions with respect to curriculum development. The study showed that detailed manpower supply and demand projections cannot be made at the present time and must await the collection of time series data on an annual or more frequent basis.

With respect to student guidance, placement and follow-up systems, an evaluation of their effectiveness will have to await the completion of at least one full cycle of operation. The final evaluation of the pilot project in March 1978 should be able to provide some indication of effectiveness.

In conclusion, there is a clear indication that some fundamental prerequisites to expansion of the pilot project beyond the institution building stage have not yet been fully realized. Therefore, the FY 77 loan currently being developed, should earmark some funds for continuing institutional development purposes and Conditions Precedent to the loan should clearly specify GOES institutional development actions required prior to disbursement of the loan.

19. Outputs and Inputs

A. Outputs: As indicated in Section 18 above, the EOPS in the original design are actually outputs and are treated as such below:

<u>Quantitative Output Indicators:</u>	<u>Progress to Date:</u>
1.- 3 trained supervisors	1.- 3 supervisors being trained
2.- 6 trained administrators	2.- 10 administrators being trained
3.- 48 trained instructors	3.- 54 instructors being trained
4.- Approximately 1000 semi-skilled individuals trained and served thru guidance system.	4.- 1400 being trained; not yet being fully served through guidance system.
5.- Data examined to evaluate the feasibility of expanding the FEST'	5.- Labor market and target audience surveys have been completed; occupational analysis in being conducted.
6.- Four systems consolidated into a management information system.	6.- All four systems are being completed as scheduled.
7.- Ten industry/education councils formed	7.- 3 organized <u>1/</u>
8.- 30 new courses with instructional guides, equipment/materials.	8.- 49 new courses
9.- Data on local, regional and national manpower training needs by occupation for FESTP expansion.	9.- Completed only at national level.
10.- Cost-benefit analysis for FESTP expansion.	10.- Completed

1/ Although three industry/education councils have been established to date (Chalchuapa, Quezaltepeque, and Sonsonate), they are not yet performing their advisory function as planned.

B. Inputs

The ability of AID in procuring commodities was overestimated. Some items ordered at the beginning of the project (July 1976) were not received until July, 1977.

Other essential AID inputs have been delayed as "other mission priorities" diverted attention from this project, some times for several weeks (e.g., Mission Population Policy Paper).

The administrative commitment, capability, and absorptive capacity of the Division of Adult Education was overestimated by the Education Division during the Planning phase of the pilot project. Part of the problem revolves around the fact that the Division of Adult Education continues to have too many other projects to administer (e.g., sex education, nutrition education, adult literacy, and accelerated adult primary education) in addition to the FEAST project. Resources and efforts thus are diluted or diverted from the project, causing operational problems. Efforts are being made to correct these problems, mainly by USAID insistence that more physical and human resources be assigned to the project.

The GOES did not provide the new classroom space called for in the project agreement.

20. Unplanned Effects

No unplanned social, economic, or environmental structural changes have occurred as a result of this project.

The only unplanned effect was the premature expansion of the FEAST project beyond its original scope.

(See discussion Section 16 above)

21. Change in Design and Execution

A. Changes in Design

The EOPS statements should be changed to more adequately identify and measure qualitative, institutional conditions which must exist and/or essential system components which must be functioning before expansion of the pilot project is feasible.

The first two conditions below are also Conditions Precedent to initial loan disbursement.

CONDITIONS EXPECTED:

1. DAPE Reorganized

a) DAPE restructured to contain a Technical Unit to handle the proposed, AID funded project and an administrative unit to support the technical unit, both organized along the lines indicated in Illustration II below.

b) Technical and administrative budgets, personnel ceilings and on-board strengths increased consistent with the personnel staffing patterns indicated on pages 15 & 16.

2. Ten local Education/Trade Councils established and functioning effectively as evidenced by:

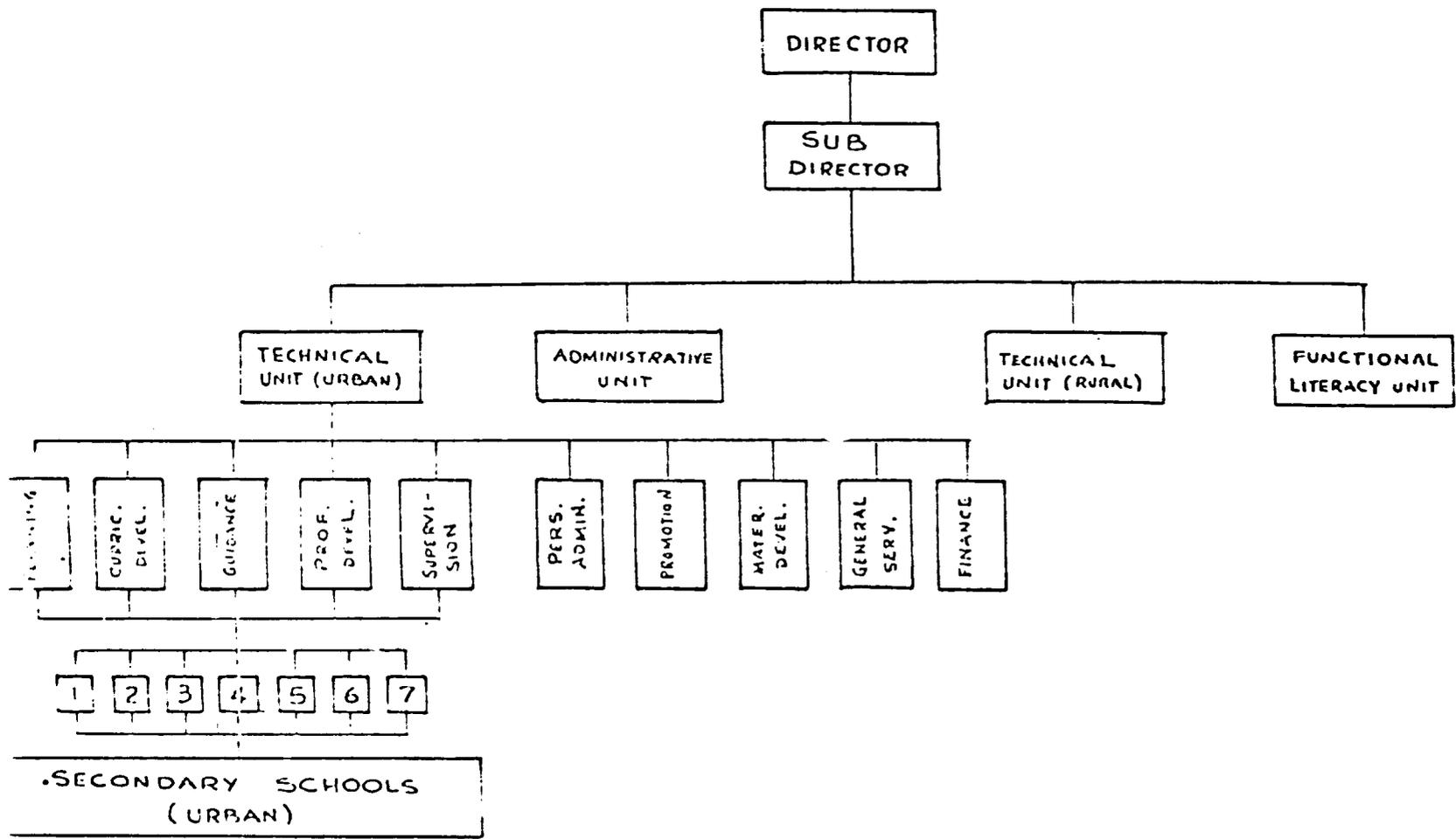
a) Industries providing resources to the occupational skills training program;

- b) Courses being modified according to requirements of local industry;
- c) graduates' skills relevant to industry needs;
- d) interministerial and other donor coordination all, non-formal vocational education activities.

3. Student guidance, placement and follow-up systems functioning effectively.

ILLUSTRATION II

PROPOSED DAPE ORGANIZATION CHART



1-7 = REGIONAL SUPERVISORS

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DAPE STAFFING PATTERN

Taking into consideration (i) the proposed reorganization plan for the DAPE (see Illustration II above), which was developed to enable it to carry out an expanded urban skills training program; and (ii) the size of the existing staff attributable to the ULD and administrative support units, the MOE and Mission believe that approximately an additional 31 positions should be allocated in support of the Project at the central level: about 20 to the new ULD unit, which will execute the proposed project, and 11 to the Administrative Unit. Utilizing presently existing and proposed positions, the five offices of the Technical Unit for urban training should be staffed out as follows:

(i) Planning

- 1 Research Coordinator*
- 1 Research Assistant*
- 1 Secretary

(ii) Guidance

- 1 Guidance Specialist*
- 1 Placement Monitors**
- 2 Job Developers**
- 2 Typists

(iii) Curriculum and Materials

- 3 Technical/Vocational Curriculum Specialists*
- 1 Occupation Analyst*
- 1 Research Assistant**
- 2 Secretaries

(IV) Professional Development

- 1 In-Service Training Specialist*
- 1 Secretary

(v) Supervision

- 1 Community Development Specialist*
- 3 Regional Supervisors*
- 1 Secretary

The Administrative Unit should be staffed in the following manner:

- * professional
- ** semi-professional

- (i) Personnel Administration
 - 1 Personnel Management Specialist*
 - 1 Secretary
- (ii) Promotion and Industrial Relations
 - 1 Public Relations Specialist*
 - 1 Typist
- (iii) General Services
 - 1 Inventory Control clerk
 - 4 Chauffeurs
 - 2 Messengers
- (iv) Materials Production
 - 1 Materials Production Specialist*
 - 1 A/V Materials Specialist*
 - 2 Draftsmen**
 - 1 Secretary
 - 2 Clerk typist
- (v) Finance
 - 1 Accountant*
 - 1 Bookkeeper

B. Changes in Execution

Changes in execution have resulted from the expansion of the pilot activity. This has diverted personnel from research and evaluation tasks to supervisory and other administrative activities.

23. Special Comments

It is the Mission's position, supported by independent technical analysis and reiterated in this evaluation, that the MOE is not in a position, at the present time, to expand the pilot FEAST project into a nationwide program. In effect what is needed at this time is an extension of the pilot activity to fully develop those capabilities and conditions which were expected to exist at the termination of the pilot project.

Nevertheless, at the request of AID/W, the Mission prepared a Project Paper for an FY 77 loan.

Prudent management would dictate that essential infrastructure should be in place prior to disbursement of loan funds to expand the FEAST program. Therefore, part of the loan must be used to finance advisory assistance to continue developing essential institutional and human capacity. In order to prevent premature loan disbursement the exact nature of the prerequisite infrastructure should be clearly described in the Loan Project Paper in the form of Conditions Precedent.

It is expected, however, that loan disbursement may be considerably delayed due to delays in meeting "Conditions Precedent" which are, in a manner of speaking, "Conditions Expected" to be accomplished by the pilot project.

N.B. Prior to Mission review of this evaluation the Project Paper was completed. The Conditions Precedent with respect to DAPE reorganization and staffing, and establishment of local Education/Trade Councils are somewhat ambiguous. It is recommended that these conditions be clarified to clearly indicate what USAID will consider sufficient as "evidence" of compliance.