

5180086/10      3281      15N-32033

AID 1020-25 (7-60)		SECURITY CLASSIFICATION			001 PROJECT NUMBER		
PROJECT APPRAISAL REPORT (PAR)		UNCLASSIFIED			518-15-640-086		
(U-446) See M.O. 1026.1					Page 1555 NS		
002 PAR	MO.	DAY	YR.	003 U.S. OBLIGATION SPAN		004 PROJECT TITLE	
AS OF:	5	1	66	FY 66 Thru FY 70		PD: AAN-399 5180086/10	
005 COOPERATING COUNTRY - REGION - AID/W OFFICE				006 PROJECT TITLE			
Ecuador				Primary Education Improvement			

**006 FUNDING TABLE**

AID DOLLAR FINANCING OBLIGATIONS (\$000)	TOTAL	CONTRACT (NON-ADD)	PERSONNEL SERVICES			PARTICIPANTS		COMMODITIES		OTHER COSTS	
			AID	PASA	CONTRACT	DIR. PASA	CONTRACT	DIR. PASA	CONTRACT	DIR. PASA	CONTRACT
CUMULATIVE NET THRU ACTUAL YEAR (FY 19 )	533.7	533.7		0	325.4	0	53.9	0	7.8	0	146.6
PROPOSED OPERATIONAL YEAR (FY 19 69 )	58.0	58.0		0	58.0	0	0	0	0	0	0

CCC VALUE OF P.L. 480 COMMODITIES (\$000) → Thru Actual Year : 41.2      Operational Year Program : 88.0

**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	a. IMPLEMENTING AGENCY	TYPE CODE		d. CONTRACT/PASA/VOLAG NO.	e. LEAVE BLANK FOR AID/W USE
			b.	c.		
1. U.S. CONTRACTOR 2. LOCAL CONTRACTOR 3. THIRD COUNTRY CONTRACTOR 4. PARTICIPATING AGENCY 5. VOLUNTARY AGENCY 6. OTHER:	0. PARTICIPATING AGENCY 1. UNIVERSITY 2. NON-PROFIT INSTITUTION 3. ARCHITECTURAL & ENGINEERING 4. CONSTRUCTION 5. OTHER COMMERCIAL 6. INDIVIDUAL 7. OTHER:	Univ. of New Mexico	1	1	AID/1a-401	

**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. This 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):

Training of fourteen participants was completed on campus and the returnees appointed to positions in three experimental normal schools. Three returned participants also assisted in a workshop in reading for first and second grade teachers at Uyumbicho Normal. The program of studies for normal schools was revised to include a longer, full-time period of student-teaching during the senior year. An evaluation of the effects of previous workshops was carried out and modifications made in planning (cont

MISSION DIRECTOR APPROVAL	SIGNATURE	DATE
		July 1969

## PAR CONTINUATION SHEET

This sheet is to be used for any Narrative Sections for which sufficient space has not been provided on the form. Identify each narrative by its Part and Section Designation.

I-A

the operation of future workshops. A new six-month plan of activities was adopted, to include results of evaluations and necessary changes to original plans.

In the textbook program the team of six writers has been assigned responsibilities for the textbooks in each of three fields. Scope and sequence in each subject has been established. The writers have nearly completed materials for all three grade one books and teacher's guides, and some background materials to enable teachers to better understand the content and methodology contained in the textbooks.

(1) Stated project targets have been achieved effectively particularly in the textbook program, now that the services of an editorial specialist have been secured. The target dates for preparation of the first three manuscripts were met, but unless the Ministry moves rapidly in arranging for the printing, the first books will not be ready for testing on schedule.

With the recent arrival of two other university technicians much improvement has been noted in the teacher education program. Overall performance and effectiveness of project implementation is satisfactory.

(2) This project contributes to the achievement of sector goal plans related to the socio-economic development of Ecuador. However, with the limited resources allotted to the program, major reform in primary education cannot be achieved. It is anticipated that the primary school textbooks will have considerable positive impact not only in improved education but also in increased understanding between coastal and sierra peoples.

(3) The costs of this project have constantly undergone close scrutiny and examination. Budgets have been developed in close cooperation between the contractor and the monitoring office. Resources have been utilized in a most efficient manner with very few exceptions.

(4) This project has high importance and significance to the development of improved education in Ecuador, particularly since only a small proportion of students now have textbooks. Teacher training and provision of textbooks will continue to be relevant to the country's development for many years in the future.

Significant remedial actions undertaken the past year involved changing the operation of workshops to make them less comprehensive and more specific and practical, and included providing editorial assistance to the writing team to put materials in manuscript form.





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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?	Y
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?	N
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?	Y
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 NARRATIVE FOR PART I-C.2 Identify each explanatory note by the number of the entry to which it pertains. (Continue on form AID 1020-25 I as necessary):

013 In the capital assistance paper for this project it was anticipated that a printing press be installed in the MOE and textbooks printed there. This is now considered undesirable and some other method chosen for printing books and funds located to cover ensuing additional costs.

An unanticipated result of a negative nature has been that returned participants have not been well received at schools to which they are assigned. Participants were chosen through a national competition on the premise that this method would ensure selection of the most able teachers in the country. It is now believed that selection of participants from each of the three pilot normal schools to return to their assignments upon completion of training would have alleviated problems of acceptance by the school staffs.

014 The several changes in ministers and the recent complete change in governments has tended to slow down project activities and accomplishments for long periods of time.

017 Any project including writing materials for elementary textbooks from scratch could hardly be justified. The availability of excellent materials, some in Spanish, precludes this. Projects of this type need to focus on adapting and translating and illustrating existing materials.

019 The process of developing these textbooks, descriptions of the accompanying background materials for teachers, and samples of text and illustrations are suitable for publicity in the U.S., particularly in areas with large Spanish-speaking population.

020 Thus far there has not been adequate media coverage of this project. This has been brought to the attention of the textbook coordinator and the director of normal schools. Each has promised to see that additional releases are given to press and radio.

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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) PIP ITEM NO.	MAJOR ACTIONS OR STEPS; CAUSES AND RESULTS OF DELAYS; REMEDIAL STEPS	(b) STATUS - PLACE AN "X" IN, ONE COLUMN		
		(1) BEHIND SCHEDULE	(2) ON SCHEDULE	(3) AHEAD OF SCHEDULE
1	Preparation of fifteen education booklets in Spanish for use with participants on campus.		X	
2	Fourteen participants receive academic year of training in teacher education on UMM campus.		X	
3	Returned participants assigned to positions in three pilot normal schools.		X	
4	Returned participants provide leadership to staffs in in-service activities and in developing guides for professional courses.		X	
5	Evaluate effects of previous workshops on day-to-day instruction by teachers. Recommend needed changes in operation of workshops.		X	
6	Contractor submits realistic workplan for entire project, with plan of action for next six months.	X		
7	Plan future workshops through a team basis (UNM technicians, director and supervisor of normal schools, rectors, and vice-rectors, and returned participants). Plans completed for one workshop at each pilot normal school.		X	
8	Coordinate follow-up activities, supervision and evaluation activities at each pilot normal.		X	
9	Team mentioned in 6 above continue planning revised curricula.		X	
10	MOE adopts revised curricula.		(NA yet)	
11	Reorganize three pilot normals to carry out revised curricula.	X		
12	Prepare objectives and guides for professional courses in new curricula.		(NA yet)	
13	Prepare scope and sequence for content of textbooks in all grades in math, science and reading.		X	
14	Prepare background materials to help teachers better understand content of books (reading skills chart,			

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## PAR CONTINUATION SHEET

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PIP Item No.	Major Actions or Steps; Causes and Results of Delays; Remedial Steps	(1) Behind Schedule	(2) on Schedule	(3) Ahead of Schedule
	notes on modern math, learning, etc.).		X	
15	Authors prepare materials and illustrations for grade one books.		X	
16	Prepared materials tested with students and revised as necessary		X	
17	Materials put in manuscript form.	X		
18	Grade one books printed and distributed.		(NA yet)	
19	Textbook Department assists MOE in planning training of teachers in proper utilization of texts.		X	
20	Begin preparation of materials for grade 2 books		X	

Narrative

17 There had been considerable delay in locating the services of a bilingual editorial consultant to assist in putting materials in manuscript form. Such services have recently been obtained.

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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	X
(b) Ahead of schedule	
(c) Behind schedule	
(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 through 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	P
025 Adequacy of technical knowledge	034 Adherence to work schedule	P
026 Understanding of project purposes	035 Working relations with Americans	P
027 Project planning and management	036 Working relations with cooperating country nationals	P
028 Ability to adapt technical knowledge to local situation	037 Adaptation to local working and living environment	P
029 Effective use of participant training element	038 Home office backstopping and substantive interest	P
030 Ability to train and utilize local staff	039 Timely recruiting of qualified technicians	P
031 Adherence to AID administrative and other requirements	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	
	052 Appropriateness of original selection	P
PREDEPARTURE	053 Relevance of training for present project purposes	P
042 English language ability	054 Appropriateness of post-training placement	P
043 Availability of host country funding	055 Utility of training regardless of changes in project	P
044 Host country operational considerations (e.g., selection procedures)	056 Ability to get meritorious ideas accepted by supervisors	
045 Technical/professional qualifications	057 Adequacy of performance	P
046 Quality of technical orientation	058 Continuance on project	P
047 Quality of general orientation	059 Availability of necessary facilities and equipment	P
048 Participants' collaboration in planning content of program	060 Mission or contractor follow-up activity	P
049 Collaboration by participants' supervisors in planning training	061 Other (describe):	
050 Participants' availability for training		
051 Other (describe):		

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## PART II-B - Continued

## 3. FACTORS-COMMODITIES

PLACE AN "X" IN APPROPRIATE BLOCK:	002 PFF	003 NON-PFF	004 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.
066 Quality of commodities, adherence to specifications, marking.				074 Readiness and availability of facilities.
067 Timeliness in procurement or reconditioning.				075 Appropriateness of use of commodities.
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.
070 Timeliness of shipment from port to site.				078 Other (Describe):
071 Control measures against loss and theft.				

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.

As a result of an evaluation of previous workshops, plans for a subsequent workshop included features that made it far more effective for teachers attending. Each teacher returned to her classroom with a large quantity of materials to be used in more effective teaching of reading. In addition, there are definite plans for follow-up and supervision in each teacher's classroom. The major problem in the teacher training program is one of finding a time when all teachers are able to meet together for in-service training. A temporary measure is to have teachers meet on Saturday mornings. The director of normal schools is exploring other possibilities.

Significant achievements in the textbook program include the preparation of background materials for teachers, the refinement of scope and sequence in the three subject fields, and the completion of materials for all three first grade books. All this was accomplished in less than a year's time. The problem of editorial services now appears to be solved with the recent arrival of a specialist.

b. Implementing Agency

The university contractor understands the project purposes and commands resources for implementing the project. Occasionally the planning and management of the project was marginal. In recent months planning and management has been quite satisfactory. In the textbook program the training and utilization of local staff has been carried out in an outstanding manner. The preparation of materials on campus has given much assistance and support to the field staff in carrying out in-service activities.

c. Participants

Participants were carefully selected on the basis of criteria established by the MOE.

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The year's training on campus seemed to have been fruitful for most of the 14 participants. All participants have now been assigned to positions in one of the three normal schools. Three of them assisted in a recent workshop for first and second grade teachers of reading. Participants have been warned that they must move slowly in assuming leadership in their new assignments.

d. Commodities

The only commodities included in this project are textbooks for background information for writers. Books have been carefully selected and promptly delivered. There is now a substantial number and variety of books in the writer's library.

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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.	N
081 Coordination and cooperation of LDC gov't. with public and private institutions and private enterprise.	N
082 Availability of reliable data for project planning, control and evaluation.	N
083 Competence and/or continuity in executive leadership of project.	
084 Host country project funding.	
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.	N
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.	N
092 Political conditions specific to project.	N
093 Capacity to transform ideas into actions, i.e., ability to implement project plans.	N
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.	N
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.	P
100 Planning and management skills.	P
101 Amount of technician man years available.	
102 Continuity of staff.	N
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):

Considering the fact that there have been four different ministers of education during the past year, that there is a lack of accurate data, that there is a conservative attitude about change, and that budgets are funded at only a fraction of the full amount, it is almost a miracle that the country could perform any of its responsibilities relative to this project. However during the interval of the past year several accomplishments took place: returned participants were assigned to the three pilot normal schools, an extended, full-time student teaching course was put into effect, and the textbook department was augmented with additional personnel. There appears to be a definite trend toward increasing cooperation and prospects for increased effectiveness of the project.

The major need at the present time is for giving necessary attention to planning for facets of the project which will ensure impact in future years: training teachers in proper utilization of new texts, follow-up and supervision of teacher's instruction, evaluation of students' learnings, and continuing in-service activities for normal school staffs. The MCE needs to make decisions about selection of an establishment for printing textbooks, about a realistic, workable plan for storage and distribution of textbooks, and to set up rules and regulations for initiating a revolving fund for

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replacement of textbooks. Another major problem is that of frequent turnover, not only in top-level Ministry positions but also within individual schools. This makes it difficult, sometimes impossible, to maintain continuity in project operations. Finance is a perennial problem: supervisors have no funds for traveling to the schools they are to supervise, it is impossible to get approval of new salaries in the MOE budget, and the purchase of equipment and supplies takes an inordinate amount of time before approval is obtained.

082, 096. The utilization of accurate data as a basis for planning is not a practice here. For this reason one technician made a survey of all government normal schools in order to obtain data for planning. One of the reasons for lack of data is a shortage of trained personnel. There is no university program for preparation of normal school teachers. This means that much effort must be expended to merely help counterpart personnel become somewhat knowledgeable about teacher training and textbook production, resulting in lengthening significantly the time needed for project accomplishments.

083. Except for a period of three months during the tenure of one Director General, there has been almost a total lack of executive leaderships of this project. On each of the frequent changes at the ministerial level the project has to almost start anew since the new incumbent has no knowledge of what the project involves.

084. Funding is a problem of every project in the country and will remain so until drastic fiscal reform occurs and until the economy of the country improves greatly.

086. While a ministry of education exists, its organization related to implementing this project or even its own day-to-day functioning is absurd by our standards. There is never a delegation of authority down organizational lines, therefore, even insignificant decisions must be made at the ministerial level.

091, 093. Prevailing attitudes about change and transforming ideas into actions mitigate against anything but very slow progress in accomplishing needed change. For this project the major strategy has been to work closely with the leadership group to stimulate and encourage them to initiate and carry through recommended changes.

100. The cumbersome, poorly organized, political nature of the MOE precludes the acquisition of planning and management skills. The Minister or subsecretary must sign and approve even the most insignificant request. Little or no authority is extended to lesser officials. Communication and coordination between various departments of the MOE is practically nonexistent. For this reason, the persons responsible for implementing the project have utilized a team approach to the planning and evaluation of activities. As officials from various departments meet, it is easier to plan and coordinate activities and to follow up.

102. Maintaining continuity of staff is one of the most difficult aspects of this project. Frequent changes in assignments occur for various reasons: requests from friends, political favors, student strikes, etc. Fortunately the MOE has exercised constraint and has tried to keep turnover in the three pilot normal schools at a minimum.

104. As with all government employees, teachers constantly receive their pay from one to three months late. This places undue hardship on teachers and their families who must borrow money for subsistent expenses at exorbitant rates of interest.

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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):

At this particular time Mission experience with this project does not necessitate any major adjustments in the project purposes or design.

**IV-B - PROPOSED ACTION**

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

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

109 NARRATIVE FOR PART IV-B:

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