

PROJECT APPRAISAL REPORT (PAR) PD-AAN-459

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1. PROJECT NO. Loan L-021 and Project 699-095.1	2. PAR FOR PERIOD: 2/26/73 TO 12/31/74	3. COUNTRY PARAGUAY	4. PAR SERIAL NO. 73-5
5. PROJECT TITLE			

ELEMENTARY AND SECONDARY EDUCATION

6. PROJECT DURATION: Began FY 1969 Ends FY 1976	7. DATE LATEST PROP 10/11/73	8. DATE LATEST PIP 6/28/73	9. DATE PRIOR PAR 11/7/73
10. U.S. FUNDING	a. Cumulative Obligation Thru Prior FY: \$ 2/	b. Current FY Estimated Budget: \$ -	c. Estimated Budget to completion After Current FY: \$ -

11. KEY ACTION AGENTS (Contractor, Participating Agency or Voluntary Agency)

a. NAME UNIVERSITY OF NEW MEXICO	b. CONTRACT, PASA OR VOL. AG. NO. ATD/1a-C-1031
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I. NEW ACTIONS PROPOSED AND REQUESTED AS A RESULT OF THIS EVALUATION

A. ACTION (X)			B. LIST OF ACTIONS	C. PROPOSED ACTION COMPLETION DATE
USAID	AID/W	HOST		
X			1. EO and EHR should continue to monitor loan funded construction and press for full disbursement by the terminal date.	31 Dec. 1975
X			2. EO and FO should investigate possibility of amending Proag No. 22 to provide funds for printing teachers' guides.	31 March 1975
X		X	3. Find out from the MOE the reasons why a textbook distribution plan is not yet prepared and explore the need for financial or technical assistance in connection with such plan. Condition any future financial assistance to the submission of a plan.	28 Feb. 1975
X	X		4. Notify contracting officer to withhold \$5,000 from payments under Contract 1a-C-1031 until report on administrative survey and final completion reports are submitted.	15 Feb. 1975
X			5. The Mission should not engage in any type of administrative reform program, unless specifically asked by the Ministry.	Open

D. REPLANNING REQUIRES	E. DATE OF MISSION REVIEW
REVISED OR NEW: <input type="checkbox"/> PROP <input type="checkbox"/> PIP <input checked="" type="checkbox"/> PRO AG <input type="checkbox"/> PIO/T <input type="checkbox"/> PIO/C <input type="checkbox"/> PIO/P	24 January 1975

PROJECT MANAGER: TYPED NAME, SIGNED INITIALS AND DATE Herbert F. Holt <i>H.F.H.</i>	MISSION DIRECTOR: TYPED NAME, SIGNED INITIALS AND DATE Oliver L. Sause <i>O.L.S.</i>
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EVALUATION SUMMARY REPORT

Primary and Secondary Education Project

Project 526-51-699-095.1 (Grant) and

AID Loan No. 526-L-021

I. BACKGROUND

The integrated loan/grant program was started by the Mission in 1970 to provide technical and capital assistance to the Ministry of Education for developing and implementing selected program elements of the Paraguayan rural school system and in accordance with a twelve year educational development plan formulated by the GOP for the period 1969 through 1980.

The goal of the program is to redirect the primary and secondary education system to increase the relevance and vocational content of courses in rural areas.

The AID Loan 526-L-021 was granted on October 1, 1970 for financing the following components:

- a. Construction of 120 rural primary schools.
- b. Construction of 2 regional education centers and completion of an existing one.
- c. Construction and equipping of a superior institute of education.
- d. A textbook production program.
- e. Long term technical assistance in administration and curriculum improvement.

The complementary grant assistance (Project 526-51-699-095.1) was to finance 1) a pilot textbook printing program; 2) short term technical services in curriculum, teacher training, textbook production, administration and supervision; 3) participant training; 4) commodities for textbook production and support of technicians; and 5) other costs for special studies.

II. PROJECT PROGRESS TOWARDS PURPOSE

A. School Construction

The original plan under the Loan Agreement was to construct 120 primary schools with a total of 280 classrooms and 140 shops providing facilities for 32,000 students on a double shift basis, three Regional Education Centers and a

Superior Institute of Education. It was originally estimated that all the construction work would be completed by December 31, 1973.

There were considerable delays in starting the construction program due to delays by the GOP in fulfilling conditions precedent, prequalification of construction firms, and planning the location and type of schools to be built. Unrealistic cost estimates, plus significant increases in local construction costs forced the project to reduce the scope of the whole construction program. The original plan, further revisions and present status are shown below:

a. Primary Schools

Subsequent to the signing of the loan Agreement, the Ministry of Education (MOE) conducted a survey which concluded that the planned construction did not provide the flexibility required by the projected enrollment figures, and design changes were made providing for different sizes of schools. According to this plan the number of schools was reduced from 120 to 59 but the total capacity was increased from 32,000 to 38,240 because the new schools were larger than originally planned. Later on, in view of the increasing construction costs and the limited amount of funds available under the project, the loan agreement was amended providing for the construction of only 32 schools with a total of 273 classrooms and a capacity of 20,800 students. All the construction work was to be completed by FY 1975.

As of the date of this evaluation review, a total of 24 schools were fully completed and officially accepted by the MOE.

The project is now experiencing difficulties with the construction of two groups of four schools each awarded to two different contractors which, due to financial difficulties, have not made any progress in construction since August 1974. One of the contractors has reassumed work on his group of schools through special arrangements with the MOE under which he is provided an advance for materials and labor. The other contract has been rescinded, and the MOE is now taking possession of the schools which will be completed through force account.

b. Regional Education Centers

Increasing costs required the elimination of the planned remodelling of the existing center. Construction of the new centers is scheduled to be completed by February 1975. As of December 31, 1974 the centers were 32 and 48 percent completed against 66 and 67 percent planned, respectively. The delays are mainly caused by the shortage of local construction materials and impassable roads because of bad weather.

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c. Superior Institute of Education

The construction was started in early 1973 and was scheduled for completion in May 1974. The work was actually completed during September 1974 and official acceptance by the MDE took place on September 28, 1974.

B. Textbook Production

The textbook production program was initiated in FY 1970 under a grant funded project with the objective of printing at the MDE printing shop a total of 250,000 new textbooks, 8,000 teachers' guides and reprinting of 50,000 additional copies of existing books, and at the same time gaining experience in technical skills and cost efficiency to determine the best method to use to continue the printing under the loan funded program.

The status of the textbook printing program is as follows:

	<u>Original Plan</u>	<u>Actual Performance</u>
<u>Grant</u>		
Textbooks (1st-3rd grades)	282,000	215,000
Supplementary readers	80,000	40,000
Teachers' guides	22,000	16,714
<u>Loan</u>		
Textbooks (4th-6th grades)	480,000	-

The MDE capability in textbook writing and printing proved to be totally inadequate to implement the planned grant program within the original time frame. It was necessary to print most of the textbooks through local contractors, which increased the costs substantially and funds were not sufficient to print two of the planned titles. Therefore, Mission approved the MDE request to finance these books out of loan funds. Contracts with local printing shops were let in January 1975.

The MDE has not informed the Mission if the first manuscripts for the loan funded program will be ready for printing by April 1975, in order to allow printing before the terminal disbursement date. The MDE Textbook Department is still working on the manuscripts for one of the first 4th grade books and for all the 5th and 6th grade books. The completion is scheduled for Dec. 1975 but according to present progress it is unlike they will meet the schedule.

C. Curriculum Development

The development of the new curriculum was initiated in 1971 with the assistance of a long term loan funded advisor, later succeeded by a grant funded expert.

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By 1974 the new curriculum was introduced for the first and second grades, which included 99 rural schools with 226 grades. In 1975 the third grade curriculum is to be introduced in the same schools.

All the courses of study have been completed through the third grade of the secondary level and printed through the fourth grade of the primary level. Courses of study for the fifth and sixth primary grades and the first secondary grade are being printed.

The project has been successful in establishing a permanent curriculum department within the MOE, which began functioning during CY 1974. The permanent unit provides continuous review and refinement of the curriculum and provides coordination with other units on matters which related to the curricula, such as training and textbook design.

D. Teacher Training

The training of teachers is being performed under a grant funded participant training program, and a loan funded pre-service and in-service in-country training program.

A total of 42 participants were trained as of the date of this evaluation. From this total, two are still in training, three prematurely returned without completing their courses and two did not resume positions in the MOE. The majority are engaged in activities related to their training, although there are cases in which they are not performing exactly as planned because of the slippages in loan components such as completion of regional centers and the ISE.

The MOE has developed a local training plan under the loan portion for 1,160 teachers over a period of three years, which is being implemented satisfactorily. Training classes were started in 1972 and to date the MOE has trained 480 teachers and administrators, and 720 are presently under training. The MOE courses are being supplemented with grant funded special seminars and workshops given by the In-Service Training Center of the National University (CAES), which also provided training to an additional 587 teachers and students of teacher training institutions and leadership and orientation training for 1,144 rural community leaders.

E. Administrative Reform

The Loan Agreement called for an administrative reorganization of the MOE including the establishment of a Central Budgeting and Accounting Office and coordination of the Statistics and Planning Office activities within the accounting and budgeting functions.

During 1972, with the assistance of a loan funded URM administrative consultant, the MOE has centralized its budget, accounting, auditing and statistics functions and restructured and strengthened the Planning Office.

Since early CY 1974, the Mission has provided a grant funded advisor to assist the MOE in developing and implementing an administrative and educational decentralization plan. However, apparently due to the lack of interest on the part of the MOE, little progress is being made towards the objectives listed in the advisor's work plan, and it is doubtful that much headway will be made in this area.

A study of educational services to be completed on January 31, 1975 will provide the MOE with information on areas which could be decentralized.

I. Developing of Information Base

In order to provide the Mission with information for planning its future educational programs, a series of studies were planned to be conducted with the assistance of external consultants. The studies planned were the following:

- a. Vocational Agriculture Survey
- b. Data Base Study
- c. Study of Educational Wastage
- d. Manpower Survey
- e. Educational Sector Assessment

Because of difficulties experienced by AID/W in recruitment of technicians only the first two studies have been completed. Two are underway with completion scheduled for June 1975. The Educational Sector Assessment is no longer planned, it will be replaced by an Educational Cost Study.

III. PROGRESS TOWARDS PROGRAMMING GOAL

According to the revised PROP, the goal will be considered met if 11,000 rural primary school children are enrolled in schools with practical courses in Home Economics and Industrial/Agricultural arts. During 1974 9,385 school children from a total of 387,000 were exposed to the new curriculum. As the new curriculum was planned to be implemented first only in the schools to be constructed under the loan program, the shortfall is exclusively due to slippage in the construction program.