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MIDTERM EVALUATION OF THE STRENGTHENING OF ACHIEVEMENT IN BASIC EDUCATION PROJECT (SABE)

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GLOSSARY

AED	Academy for Educational Development
ASDI	Salvador Association for Integral Development
BID	Interamerican Development Bank
CAPS	Central American Peace Scholarships
CENITEC	Center for Technological and Scientific Research
CF	Finance Committee
CIDEP	Corporation for Economic Development and Social Progress
CONARA	National Commission for Reconstruction
COP	Chief-of-Party
CTE	Technical Education Committee
DCM	Construction and Maintenance Office Development
DNA	National Administration Office
DNE	National Education Office
DNS	National Supervision Office
EDUCO	Education Program with Community Participation
FEPADE	Enterpreneurial Foundation for Economic and Social Development
FIS	Fund for Social Investments
FUSADES	Salvadoran Foundation for Economic and Social Development

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FUSALPRODESE	Salvadoran Foundation for Progress and Social and Economic
GOES	Government of El Salvador
GTP	Project Management Committee
MEA	Municipalities in Action
MOE	Ministry of Education
NGO	Non-Governmental Organization
OFIPLAN (ODEPOR)	Education Planning Office
OPCI	Office for External Project Coordination
PADECOMSM	Patron for the Development of the Communities of South Morazan
PEBA	Basic Education Program for the Archdiocesis of San Salvador
PRN	Program of National Reconstruction
PRODERE	U.N. Refugee Program
PROMESA	Program to Protect El Salvador's Environment
SABE	Strengthening Achievement in Basic Education
SETEFE	External Funds Secretariat
SRN	Secretary of National Reconstruction
UACE	Unit for Analysis of Educational Quality
UCA	Central American University "Jose Simeon Cañas"
UES	National University of El Salvador
USAID	United States Agency for International Development

EXECUTIVE SUMMARY

Name of Mission: USAID/El Salvador

Title of Evaluation Report: Midterm Evaluation of the Strengthening of Achievement in Basic Education Project (SABE) Contract No. 519-0357-C-00-498-00
Evaluation dated November 1994

Purpose of the Evaluation: A Project evaluation during the third year of the Project is required in the Project Paper as well as the Agreement with the Government of El Salvador (GOES). The third year of the Project spans from September 21, 1993 until August 31, 1994. The purposes of the evaluation are to:

1. Determine the efficacy of the Project interventions;
2. Determine the Project's compliance with the Conditions Precedent;
3. Determine the likelihood that the Project will achieve the stated outcomes and objectives; and,
4. Make recommendations for more effective Project implementation.

Project Background and Description: The Strengthening of Achievement in Basic Education Project's (SABE) goal as stated in the Project paper is to improve the productivity, quality of life, and democratic participation of Salvadorans in their country's social, economic and political development; and, the Project's purpose is to improve the relevance, effectiveness, and efficiency of basic education at the kindergarten through grade 6 levels in El Salvador.

In February of 1990, consultants employed by USAID completed a series of baseline studies related to the basic education system of the Republic of El Salvador and those studies led to the careful planning process for the Project. USAID worked closely with El Salvador's Ministry of Education (MOE) to collaboratively plan the Project. On September 21, 1990 an agreement between USAID and the GOES was signed that provided for this eight-year effort. Ten months later, on July 26, 1991, a contract was awarded to The Academy for Educational Development (AED) as prime contractor, together with Development Associates as their primary subcontractor, to implement the SABE Project. The Project is defined by the following four components:

Component I: primarily includes curriculum development, validation and revision; instructional program improvements; educational materials development; and, teacher training and staff development. Component I was initially driven by the development of a national curriculum based on El Salvador's constitutional and legal issues concerning education and the needs of society. Activities under Component I currently focus on the development of a national curriculum to orient Salvador's educational program to students' needs, educational materials development, and professional development (training) of administrators and teachers.

Component II: addresses educational administration at all levels. As such, it concerns itself to a large degree with the decentralization of education in El Salvador in the accomplishment of its objectives. Target areas would include training for supervisors and directors; school and community relations; educational finance; absorption of recurring expenses and budgeting; and commodities acquisition. Component II is considered the action plan of the SABE initiative. It is designed to bring together the various Ministry entities as a means "to agree upon and design a consolidated action plan." The current MOE activity under decentralization is

considering a two-phase plan designed to gradually pass on major responsibilities to the regions, departments, districts and local educational centers.

Component III: the Project backstopping activity on the part of USAID, it is largely concerned with budget and expenses.

Component IV: built by Amendment 2 to the SABE Project, it addresses educational development of the ex-conflictive zone. "With the arrival of peace, special attention will be paid to reestablishment of primary education in formerly conflictive zones as an important component of the GOES' National Reconstruction Plan (NRP). For the approximately 600 primary schools to be reopened under the NRP, the Project was amended to provide funding for furnishings, books, supplies and equipment."

Evaluation Methodology Used: The Statement of Work was broken down into line items and assigned to individual team members. In excess of 100 documents were reviewed; 80 SABE Project experts were interviewed; and, field research was conducted in 14 Districts (included interviews with three district supervisors, 19 school principals, 70 teachers, and many parents and students). Sites visited were randomly selected from a list of districts and schools provided by the MOE. Interviews were open ended and semi-structured to allow systematic and comprehensive coverage which permitted a free flow of unanticipated response in a flexible manner. Three data collection instruments were utilized: A form for classroom observation; a teacher interview protocol; and, a school principal interview protocol. Instruments developed by one team member were reviewed and revised by other team members and field tested by other members.

Findings and Conclusions: Project SABE is successfully accomplishing the goals and objectives required by the Project's log frame. Its successes, however, have largely been achieved recently, following a very difficult start-up period during which the Project operated within a society characterized by social upheaval caused by a long and tragic civil war. The early experience of the SABE Project was a frustrating one, where turnover of the contractor's personnel at all levels threatened the vitality and confidence of the implementation, and caused a shift in the way the partnership among the MOE, the contractor and USAID was intended. Long-term Project staff came and went at an unprecedented rate and that undermined the confidence and character of the Project.

During the period which lasted until the current Project Director was hired, the vacuum caused by turnover forced USAID to manage the Project more directly and forcefully than was originally intended. As such, USAID was forced to make Project decisions directly with the MOE, since the contractor's staff, handicapped by turnover, stepped back from its intended role. This unanticipated circumstance caused tensions between USAID and the MOE; between the MOE and the contractor; and between USAID and the contractor. Fortunately, however, leadership in the USAID Education Office was indeed up to this scrappy task and performed this unwanted yet unavoidable role quite well. The difficult and thankless role played by USAID and, to a large part the MOE, transitioned the Project to its present healthy condition during very demanding times.

Once the contractor recaptured its intended role through the arrival of the new and current Project Director, the Project's achievements accelerated immediately. Gradually, USAID and the MOE regained confidence in the leadership of the Project by the contractor. The transition back to the shared leadership among the MOE, the contractor and USAID has been a slow and cautious one that has now been completed. From the beginning, it was clear to all concerned that the new Project Director was exquisitely qualified to take on the

task of rebuilding the Project; perhaps it was the stubbornly ingrained impression of excessively high turnover that caused the agencies involved to be tentative about accepting that the Project was now finally led in a stable manner and on firm ground.

During the period when the contractor and the SABE Project were weakened by turnover, collateral damage was seen throughout the Project but most strongly felt in the distribution of commodities, the fluid implementation of Component IV in the manner intended by USAID, and the decreased absorptive capacity of the contractor's staff with respect to the proportionally large quantity of short-term consultation employed during that period. These issues are addressed in detail in the evaluation.

Component IV was created by Amendment II to facilitate the peace agreement, yet little progress was made with respect to USAID's interpretation of its intentions. Some observe that this was a symbolic reflection of political issues between ARENA and FMLN; others say it was because the translation of Amendment II into Spanish is ambiguously stated; and, still others feel that USAID could have interpreted Amendment II in a more flexible way based on the intentions of National Reconstruction. Whatever caused the slowed implementation of Component IV, which utilizes a geographic target for focusing funds on the ex-conflictive areas, the intransigence of the powers did indeed seem to be softening during June of 1994. However, only time will tell.

The commodity distribution system is identified as a serious problem. Recommendations are to keep Project SABE commodities in a central warehouse where these items can be carefully controlled by a system now coming on line. This system has a good chance of attracting attention and hopefully being implemented by the MOE system wide.

Overall, the SABE Project has overcome its early problems and emerged as a project creating a significant and visible impact on El Salvador. This is a project that USAID, and all the parties involved, can be proud of. The production of new curriculum; writing, printing and distribution of texts; teacher training, and implementation of educational testing are at once impressive as well as on target with log frame objectives. While the evaluation report identifies many problems and makes many recommendations, the evaluation team found the MOE, the contractor and USAID operating more cooperatively than ever, as they confront and resolve the issues identified in the evaluation. In all fairness to these three partners, these issues were already addressed and discussed to some degree by the time the evaluation team began its work.

Lessons Learned: Since the primary problem in the SABE Project has been turnover, the most important lesson learned is concerned with the selection and recruitment of long term-personnel who are appropriate and well suited for the task. However, it is not clear what type of due diligence on background checks is sufficient and legal with respect to the federal law that guides this process. Secondly, starting too big too fast, insofar as infrastructure outpaces stable project leadership, is also a concern for the future. Altogether, twelve lessons learned are identified in the evaluation report.

Primary Recommendations From the Evaluation and Lessons Learned

Of the numerous recommendations made within the body of the report by the evaluation team, the following are those that are felt to be in greatest need of immediate attention.

General Management Guidelines

Findings

A number of the activities of the SABE Project are expensive. For example, the distribution of the *canasta básica* was costly, not so much because of the items it contained, but because of the cost of disbursement. The massive teacher training program was costly not only with regard to the training costs, but also the loss of school days while the teachers were out of their classrooms.

Conclusions

It is possible to achieve almost the same results with less expensive methods that may not be as difficult to continue funding after the Project is completed. The distribution costs can be reduced, for example, by providing for the local purchasing of some instructional materials. The teacher training can be conducted through the use of Teacher Guides similar to those used in the Interactive Radio Instruction program. The MOE budget in the past has primarily gone to pay salaries and has made little provision for these recurring training costs.

Recommendations

The recurring costs and expenses in the SABE Project need to be kept as low as possible by finding the least expensive way to accomplish objectives such as providing essential instructional materials and upgrading teachers' performance. Strategies need to be put in place now to provide for these necessary recurring costs after the Project ends.

The Pace of the Project

Findings

The Project has yielded some very impressive accomplishments, such as printing and distributing many thousands of very good student books and providing in-service training for a large percentage of the teachers and principals, but problems have reduced the

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effectiveness of these achievements. For example, in some cases the number of books has been insufficient for the number of students in the class. As to the teacher training, some of the participants report it to be very abstract and theoretical, rather than practical. It appears since the Project is trying to do so much so quickly, it is not possible to give all the activities the attention they require to be of maximum effectiveness.

Conclusions

The various programs of the Project are interrelated, and must be coordinated if they are to be as effective as possible. This will require taking the necessary time so that efforts can be made to solve the minor problems that are currently standing in the way of effective coordination. This evaluation is a good opportunity for pausing to examine the different programs and to find ways of solving these problems.

Recommendations

Use this evaluation to examine the recommendations herein, and take time to review other recent studies in order to develop strategies which can result in more coordinated and even more positive results. For example, some of the essentials would be: give priority to statistics on the number of students in each grade and in each school, so that the materials distributed match the needs and numbers; initiate a system in which teachers can contact a central source to receive additional copies of materials if they need more; use the distribution of materials as a means of rectifying statistical errors, so that records on numbers can be updated and corrected; include in the system a set of written instructions for the teachers so they exactly how the *libros de apoyo* are to be used; reinforce and supplement the written instruction with distance-learning methods, in-service teacher radio instruction, television, and video and audio cassettes, which should show situations where the materials are being used well, effectively and successfully; make the instructional materials for the teachers, their manuals, etc., at least as user friendly as the materials for the students are; and develop specific instructions for administrators, principals and teachers on how to handle and administer materials – are they to go home with the students, what is the anticipated lifespan of the books, how are the books to be cared for, etc.?

Technical Assistance

Findings

A pivotal part of the SABE Project is technical assistance, and it has at times been less than satisfactory. A major problem has been the lack of stability in the staff of long-term

consultants. Also, the short-term consultants have not always been as effective as required. This was for a variety of reasons, including unclear delineation of consultants' responsibilities; inability to adapt the technology that they were supposed to transfer to local conditions in education and other factors; unwillingness of counterparts to accept new technology; not enough time allowed for the consultancy, or the counterpart was not released from other duties in order to devote full time to learning the new technology.

Conclusions

Since technical assistance is such an important part of the Project, it will need to be improved. It appears that the present team of long-term consultants functions well and, with the MOE leadership, the short-term consultants can be more successful. One possible method would be to select consultants who have been in El Salvador before, and who have a proven, effective track record. The planning for technical assistance will need to be undertaken jointly by the MOE and the AED Contract Team, regardless of whether dollars or counterpart funds are used.

Recommendations

The technical assistance aspect is so important that all three organizations involved, the MOE, USAID, and the AED, must examine their roles to see to what extent they were responsible for the assistance being less than satisfactory. For example, the MOE has not always had an appropriate counterpart available to work full time with the consultant. USAID has not always been able to differentiate its role of monitoring the Project from that of managing it. The AED must do a better job of screening the candidates. Short-term consultants need to be selected on their ability to transfer appropriate technologies. Their scope of work must be carefully delineated so that they know what specifically is expected of them. An appropriate counterpart must be made available to work full time with them, so that their efforts will result in on-going progress, rather than just leaving a product behind. The technical assistance must be handled in a single, well-coordinated program, regardless of whether dollars or counterpart funds are used.

Decentralization

Findings

The MOE's decentralization effort started in 1992, when three regional and sub-regional offices were established, but it has not yet provided for an effective administrative system. In fact, some of the features of the present system are counterproductive, leading to a

bureaucratic structure that may be an obstacle for principals and teachers in making their voices heard. Recently, other avenues for decentralization have been tried. The EDUCO schools provide for a parent committee in each school, with the power to select the teachers and present their salaries. A second alternative, the District Educational Funds (FED), which is in an experimental stage, provides for student, parent and teacher councils, and a council of principals of the entire district. A finance committee of this council has the authority to disburse funds to the schools for instructional purposes. Currently, plans are being made for a new decentralization program.

Conclusions

The present decentralization plan has not worked as intended, and will need to be replaced with a strategy which will permit greater participation from all levels of the system. Such a strategy will endow the Project's programs with greater effectiveness and efficiency.

Recommendations

The MOE shall actively pursue the initiation of a newly proposed program for decentralization. It should respond to such concerns as the need to eliminate bureaucracy; the need to bring services closer to teachers, and the need to better and more directly serve the community.

In an effort to promulgate such decentralization, attention should be given to such factors as: realistic time frames for accomplishing designated tasks; appropriateness of training to prepare personnel to assume new and different responsibilities; information dissemination regarding new organizational structures; modernization of equipment to maintain accurate, timely and useful records; and the qualifications of personnel to assume decentralized leadership positions.

When the evaluation was conducted, study of the effectiveness of FED's program has not been completed. All indications, however, seemed to point to the fact that the system should be expanded while keeping it flexible enough to continually make mid-course corrections and adjustments.

Decentralization has to be more than a structural and organizational change in order to be successful. It must, ultimately, impact the basic belief system of those who have been entrusted to carry out the mandate.

Technical Recommendations

Commodities Management

Findings

The commodities management system was not up to USAID requirements, so a special Project warehouse was set up to handle Project commodities. To upgrade the program, the Project included computers, thus the three main MOE warehouses have the equipment. In some cases, however, these systems have not been installed; in other cases they lack the proper software or are incomplete. It was reported that the MOE does have the appropriate software. The SABE Project warehouse has no computer, and still uses the antiquated Kardex system, therefore it is not an appropriate model. Before the Project started, a study was made which pointed out the defects in the MOE's commodity management system and made recommendations to remedy the problems. In early 1994, a survey was done by the Price Waterhouse Company. This study found that the defects cited in the earlier survey for the most part still persisted. The MOE accepted the report and is in the process of reacting to its recommendations.

Conclusions

The MOE's commodity management system needs to be upgraded, but so far the Project has not made a major contribution to this. Its special warehouse for Project commodities is a temporary solution and is not serving as a model to use to influence the entire system.

Recommendations

Among the recommendations cited in the body of the evaluation, several stand out as worthy of being addressed immediately. Among these are the following: provide computer equipment for the SABE warehouse and upgrade its commodity management system so that is can be the model for the other warehouses; complete the installation and set up of the computers in the warehouses and provide appropriate software and training for staff to handle the systems; treat all the commodities in the same inventory, with one MOE commodity management system that includes all materials regardless of their point of origin, geographic location, or destination; and bring the commodities management system up to the standards mentioned in the Price Waterhouse report.

Excellent Teaching Can Be Replicated

Findings

In the evaluation team's site visits, it found some excellent school administrators and teachers, but there seemed to be little recognition of how well they were doing. We found no strategies for identifying outstanding educators. Since this was the case, no strategy existed for using them as models which should be followed and learned from. The "popular" schools had little in the way of guidelines, but some of the teachers were using creative and innovative teaching methods. These were Salvadoran innovations that work well in the context of the society. Such methods in keeping with societal values should be encouraged and replicated. Almost all teachers visited indicated a desire to do a better job. They appreciated the instructional materials they received and indicated that the type of training which would serve them best would be hands-on, practical methods for improving their teaching skills.

Conclusions

El Salvador has some excellent principals and teachers who could serve as outstanding models if ways can be found to replicate their techniques. They were doing a good job, often under difficult circumstances. Even among the "popular" teachers, some were being very innovative and creative. Other educators would benefit if ways could be found to inform them of these successful strategies. The teachers visited generally were appreciative of the materials furnished and wanted training that was practical and specific to improve their day-to-day teaching.

Recommendations

Ways need to be found to identify outstanding principals and teachers, who then need to be used as role models and trainers. District supervisors should be an excellent source of this information, if they are told what to look for in their school visits. The teachers and principals should be videotaped at work with their children in their own school and classroom. The videotapes should not show idealized or unnatural situations, but rather should respect and illuminate the excellence and details of the educators' work. Such tapes can be used for distance-learning techniques or as a basis for group discussion in workshops. Their innovations and effective methods should be described in the teacher publication, *Horizontes*. The CAPS-SABE program is a step in this direction, but the plan is too loose yet to work effectively. Just exactly how are the demonstration classrooms going to be used as models? How are the returned participants to be used to train the teachers in their own and surrounding schools? What special teacher training materials and what released time will

they be given? Replication does not take place automatically. It has to be carefully planned with a great deal of attention given to implementation.

Educational Materials

Findings

One of the most outstanding achievements of the SABE Project has been the large amount of high quality, educationally sound instructional materials. These have included such items as student books for kindergarten through grade 3, teacher guides, and materials for the Interactive Radio Instructional program. The student books, in addition to the regular learning texts, often have good suggestions in small print at the bottom of the page for other enrichment activities. The site visits revealed that the teachers appreciated the books but in some cases were not making the most effective use of them. Also, problems existed in the distribution of the materials; a class might not get enough of the books, or schools may not have received any materials at all.

Conclusions

The Educational Materials Unit under the SABE Project has turned out a large number of student books, teacher's guides, and other supplementary materials. The teachers appreciate the student books but are not always using them as planned. The books are generally kept in closets and in only a few cases are the students allowed to take them home. They have soft covers so will last only a maximum of four years if the students are allowed to take them home. The Teacher Guides are on newsprint, and are not as attractive as the Teacher Guides for the Interactive Radio program, nor are they as user friendly. Sometimes the distribution of the materials has presented difficulties, such as shortages.

Recommendations

To make the instructional materials more effective, efforts must be made to see that the distribution of materials is carried out in such a way as to insure that each class has a sufficient number of books before the school year begins. The student books should have suggestions for enrichment at the bottom of each page. The teachers need to be better prepared and better instructed on how to use the books. This can be done by a well-written pamphlet on now to teach with the books. The issue of students taking books home needs to be addressed and clarified. The Teacher Guides for the Interactive Radio Instruction are attractive and user friendly, and should be used as a model for future teacher materials. Since

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the instructional materials will be a recurring cost, a strategy must be developed for financing them when the Project is over.

Evaluation and Testing

Findings

A review of the SABE Project and early documents showed that testing in any standardized fashion had been almost nonexistent in the MOE's operations. Up until December, 1993, one of the critical features for the Project was not in place – the testing program of baseline data to describe students' levels of achievement. Since that time, a National Testing System has been started, and tests have been administered. The tests were administered by an evaluation section of the Office of Curriculum, although a special agency, the Unit for Analysis of the Quality of Education, has been established. The tests are being analyzed by an outside agency, and they will provide baseline data that can be used in measuring the future progress of the Project. Although evaluation is still not a well-established concept, the leadership in the MOE now appreciates the need for testing and evaluation programs.

Conclusions

The policy regarding the role of testing and evaluation is neither as clear nor as well-emphasized as it should be because it may not be recognized as a key step in the validation of the curriculum. The level of awareness of other MOE departments regarding research, testing and evaluation is low because of the limited communications between the evaluators and other departments. A national testing program, however, is now being implemented and should provide useful baseline data. Currently, the evaluation efforts are diluted, since two different agencies are involved and neither has a staff with the managerial, technical and interpersonal skills needed by an effective testing and evaluation program.

Recommendations

The commitment of the MOE to evaluation and testing should be shown by a stated public policy and by concrete actions. These would include establishing evaluation as a continuous policy in order to validate the curriculum. The evaluation would be done by a single agency which has been provided staff development and a mandate to serve the needs of the entire MOE. It should enlist the collaboration of Salvadoran universities and research institutions, since they too would benefit from their participation in a large-scale national program. In order to control costs on the program, testing could be administered only to grade 3 and grade 6 students, for example.

Supervision

Findings

As a Condition Precedent to the SABE Project, USAID required that a study and a plan be made on supervision. This was done, and several studies have been conducted since that time. These were not adapted to the needs in El Salvador, and have had little impact. The MOE is still in the process of trying to upgrade the supervision so that it will be able to play an effective and key role in improving the quality of basic education. The MOE is sending some nine supervisors to the U.S. for a special workshop, and the CAPS-SABE Project is sending over 40 individuals, primarily supervisors, for a program on supervision to the U.S.

Conclusions

The present structure of supervision can be improved. The nature of the system is such that the supervisor is expected to oversee the administrative functions of approximately 25 people. This, with their many other responsibilities, paperwork, and travel, leaves the supervisors little time for attending to curricular and instructional concerns. The present training programs of the MOE and CAPS-SABE can be instrumental in staff development and in upgrading supervision.

Recommendations

Supervisors should be relieved of those duties and responsibilities that detract from curriculum and instruction, and should assume the role of facilitator. They should be trained to design and implement in-service training sessions. Their primary focus should be to improve the quality of life in the schools for teachers and students. The training programs now being conducted must aim to build these capabilities. The CAPS-SABE Project must be carefully coordinated with the MOE's other supervision programs, but a planned relationship between the MOE's program to train supervisors in Tampa and the CAPS-SABE Plan was not found to be in place by this evaluation. The training plan must also be a part of the larger plan on how to use supervisors so they play a more significant role in improving the quality of basic education. Some of the present supervisors may not be comfortable with these new functions, even with additional training, so plans to shift them to more suitable positions must also be made. New supervisors will need to be selected carefully, with a clear definition of the characteristics needed for a facilitator.

Interpretation of the Requirements of Amendment 2 to the SABE Project

Findings

The Amendment stipulated changes in the Project Agreement so as to reinstate primary education in the target zones of the National Reconstruction Plan. Resources were to furnish supplies and equipment for reopened schools in the formerly conflictive zones. Funding for these support items was to be tracked separately.

The three organizations – the MOE, USAID, and AED – have interpreted these requirements differently. The MOE's view is that it must attend to the needs of all the children in the country and so is limited in its ability to provide special attention to those in a particular zone. USAID contends that the Amendment is not concerned with "equity," but rather "parity," giving special attention to the ex-conflictive zone schools so as to make them somewhat equal with other schools. The AED's Contract provided that it should purchase and distribute supplies and equipment to the reopened schools, and a special consultant was assigned to help the schools in the area. Since the job was to be the procurement agent for the whole Project, this tended to mitigate the special attention to the ex-conflictive zones.

Conclusions

The three agencies involved in the SABE Project have different perspectives with regard to the implementation of Component IV activities. They have disparate interpretations of their responsibilities and obligations to the PRN communities. These divergent viewpoints are interfering with what is being accomplished in these communities by the SABE Project.

Recommendations

Specific attention should be directed toward complying with the commitments and obligations of Component IV, which primarily operationalizes the commitments and obligations of the Peace Accord and the Program for National Reconstruction. The three organizations, the MOE, USAID, and AED, must arrive at a common interpretation of the terms of the Amendment. The Amendment and the waiver to permit dollars to be converted to colones indicate that there should be a provision of the necessary educational materials to reestablish primary education in the ex-conflictive zones, a need for special attention to the PRN zone, and a need for urgency. These conditions have not yet been met.

Another crucial adjustment is for the MOE and AED to assign personnel specifically to address the needs and requirements of Component IV. The Project must develop action plans addressing the Component and, as a priority, reach agreement among the three agencies as to target population, goals, specific objectives, strategies, and the appropriate use of human resources. The concern for quality education for all children always involves assessing and adapting to diverse needs, and the MOE should balance its overriding responsibility for the

education of all the nation's students, with that of the particular needs of the PRN zone. The Ministry displays its commitment by providing quality services through differentiated strategies when it addresses the needs of special groups such as gifted and special needs learners. Component IV simply represents a case of special attention to a particular group in order to achieve national education goals; this is consistent with the MOE's own policy and practices. The present 40-60% ratio for resources applied to the PRN zones needs to be reassessed, since the population in that zone is only about 25% of the total.

The Needs and Activities in the PRN Zones

Findings

The needs of the schools in the PRN zones are specific to the conditions in that area, and as yet not much is known about these needs. It is critical that the MOE's mapping (microlocalization) effort identify all the schools, official and "popular", in the zone and asses their educational requirements. Without such information, no strategic plan can be drawn up, and no serious attempt has been made to develop clear goals and objectives for the SABE Project in the PRN communities. The benefits from the SABE Project in the PRN zone have varied widely, with some "popular" schools receiving instructional materials and teacher training, while others have been ignored. The amount of benefit appears to depend on the efforts of the district supervisor.

Conclusions

The accuracy and credibility of the MOE's information about schools in the PRN zone varies greatly from department to department and down even from section to section in the same school, so that many children in the PRN zone have not been identified for services by the SABE Project, and thus are not receiving any of its benefits. Specific strategies to take the Project to all the 115 PRN *municipios* have not been formulated, nor has the Project designed specific approaches to adapt materials and teacher training to the rural areas, where poverty is extreme. However, in the schools that have received services from the SABE Project, the instructional materials, such as the Cipote books, have been found to be helpful. The teacher training, though in need of modification to address the needs of rural children, has also been of value.

Recommendations

Research should be conducted by the Project to determine the needs of the districts located within the PRN zone. Studies and needs assessments of PRN schools and communities done

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by other governmental and non-governmental organizations should be collected and studied, along with the results of the MOE's mapping program (see "Annex H: Bibliography/Working Documents"). The microlocalization program must be expanded to include all schools, "popular" as well as official. The three types of schools described in the evaluation, "popular," "mixed" and official, should be included in every aspect of the Project. Component IV presents a vital opportunity and an urgent necessity to innovate new strategies for democratic participation and confidence. Strategies for following up on this opportunity should include direct dialog, consultation and participative decision-making between the MOE, AED and the non-governmental organizations. It will be important to analyze and build on concrete experiences that have achieved broad-based participation and specific goals, such as the collaborative work that resulted in the accreditation of students in the "popular" schools in Chalatenango. Non-governmental organizations such as *Concertación* should be invited to react to the materials and action plans produced so far by the Project in order to contribute their viewpoints on the entire process.

Funds from Component IV should be used to increase the District Educational Funds in the PRN zones. The benefits now received by schools in the ~~in the~~ PRN zones should be expanded to the other schools in their districts.

Lessons Learned

1. It cannot be emphasized strongly enough that great care needs to be given to the recruitment and selection of technical assistance consultants. It is much better to have open positions than to have those filled by personnel who cannot fit in and get the job done.

2. Too much stress is sometimes placed upon the language ability of the consultants, rather than on their overall competency in their areas of expertise and their abilities to relate in a meaningful and constructive manner with their counterparts.

3. Projects are like buildings; a great deal of the work must be done on the foundation before trying to develop the superstructure and build the upper stories. Trying to start up too big and too fast can be a case of good intentions gone astray, leading to errors and wasting of resources.

4. Project planners need to know what the plans of the other donors involved are, and they need to include those as well. In this case, the plans needed to reflect what the World Bank intended to do in its EDUCO project.

5. The law of parsimony must be applied: Study carefully each activity to ascertain if a less expensive method may produce equivalent results. For the project to be sustainable, the predictions of future budgets must be realistic and perhaps even err on the conservative side.

6. The procurement of commodities must be planned with a number of considerations in mind beforehand, such as the security of storage, the efficiency of the distribution system, the absorption capacity of the overall system, and the capabilities of the logistical personnel.

7. When it is found that a special organization or arrangement is needed to solve problems confronted by a project, it is essential to have a definite and realistic plan of action, assimilating that special situation into the regular organization and operations of the host government.

8. One of the best ways to improve any governmental entity or function is to identify situations (in the case of this project, teachers and good teaching) in which the performance is excellent and to find ways to replicate those results on a program-wide scale.

9. Just as students need instructional materials which are attractive and user friendly, so teachers need such materials as well (perhaps even more so, since if teachers can get excited about something, they can pass the excitement on to the students).

10. All the elements of an educational program must be evaluated constantly in such a way that methods are discovered that will improve the program. In order to implement and sustain these innovative methods, project must be flexible.

11. Conditions Precedent for projects are helpful only if they are realistic and are specific as to the condition that is being addressed for improvement or remediation.

12. Implementation of a project requires at least as much attention and effort as the planning of it. Implementation requires continual planning, since successful projects require adjustment to current conditions and flexibility to meet the changes that occur over the lifespan of the project as it progresses.

2

MIDTERM EVALUATION OF THE STRENGTHENING OF ACHIEVEMENT IN BASIC EDUCATION PROJECT (SABE)

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1. Introduction

1.1 The Timeliness of and Urgency for Educational Reform

More than anything else, the evaluation presented here points out and underscores how timely educational reform is in El Salvador, and how urgent it is to take advantage of the moment.

Education, which is the key element in El Salvador's economic and social development, suffered profoundly during the years of conflict. As the Minister of Education has so forcefully stated, a crisis exists in education.

The importance of the clear vision held by El Salvador's President Cristiani and leadership in the MOE regarding the need for educational reform is perhaps the most critical driving force. The vision of El Salvador's government is consistent at all levels on the topic of educational reform and can be seen in the way educational reform was a major component in President Calderón Sol's campaign for president and the plan he presented in his inaugural address.

The need for educational reform receives constant national attention in the press and on television. In addition, public seminars and workshops address the subject. For example, the Center for Science and Technological Research (*Centro de Investigaciones Tecnológicos y Científicas*) held a special forum on "The Necessity and Urgency for an Integral Educational Reform in El Salvador," (June 1994). Featured speeches were given by the Minister and Vice Minister. The Minister emphasized that an educational crisis exists, and the Vice Minister detailed the gains that had been made during the past administration with the help of the SABE Project as well as other programs targeting educational reforms. She also described how critical the situation is and described the work ahead.

The private sector also recognizes the urgent need for major educational reform. At the CENITEC forum, the head of the Social Research department of the Salvadoran Foundation for Economic and Social Development (FUSADES) recognized that though progress had been made, even stronger reform measures were required. A private radio station is lending its assistance by donating air time for the SABE Project's Interactive Radio Instructional Program.

The SABE Project, with its focus on improving the quality of basic education, is a key resource for facilitating reform. To a large extent, both the honor and responsibility for

taking advantage of this rare window of opportunity to conduct reform in basic education belongs to the partners in the SABE Project – the MOE, USAID and AED. Since this evaluation will include thoughtful observations and recommendations for improvement, it is hoped that instead of just being another report on the shelf, that it becomes a plan for guiding the partners in modifying the Project in order to obtain the maximum results possible. The singular and overwhelming question raised by the evaluation regarding basic educational reform is: How can USAID and AED work together with MOE so that the SABE Project reaches its full potential in strengthening the quality of basic education?

1.2 Project Background

With help of USAID and other major donors, the GOES was able to make important strides in education up to the outbreak of social unrest in 1978. Although annual budgets for education in some years had exceeded 25%, the political and social upheaval that followed had a devastating effect on education. Some schools could not operate, and many people migrated from rural to urban areas.

USAID education projects during the 1980s focused primarily on financing the construction and rehabilitation of public school classrooms. In spite of this effort, however, the number of children not attending school increased due to social unrest and economic problems. The internal conflict gave priority to defensive measures, and the budget for education suffered; in 1989 it dropped until it was only 13.7% of the national budget.

It became obvious that the future of the country depended not only upon arresting the decline of education but on improving its quality. Basic education was identified as the area which might best contribute to employment and productivity and give greater impact to USAID efforts in the other sectors.

The Strengthening Achievement in Basic Education (SABE) Project was designed to become the vehicle "to improve the relevance, effectiveness and efficiency of basic education (kindergarten through grade 6) in El Salvador." The Project was developed in close cooperation with the GOES, which in its five year plan (1989-1994) recognized as a serious problem the low educational level among the school aged population, especially in the rural area.

The Strengthening Achievement in Basic Education Project is a follow-on to the Education System Revitalization Project (No. 519-0295). The latter project was authorized in 1986 with a completion date of December 31, 1990. It primarily was a school construction project, but during the last two years of the Project, it included

curriculum development and standardized testing activities. These efforts helped to reveal the need for a focus on improving the quality of basic education.

The need for qualitative improvement in basic education was further reinforced by Baseline Studies in 1989 prepared under a contract with the Academy for Educational Development (AED). A Project Identification Document was subsequently undertaken that pointed to the need for a project to stress the improvement of educational quality. This suggestion was followed up with a Project Paper and on September 2, 1990, the Project was authorized by the Mission Director and later, a Project Grant Agreement was signed with the MOE.

Before the Project could become operative, a Condition Precedent was that a consultant in the area of supervision would need to help the MOE develop a supervision strategy and plan. This precondition was satisfied during February 1991, when the study, "Plan and Strategies for consolidating National Education Supervision" was presented and accepted.

Through a competitive bid process, the Academy for Educational Development was awarded a contract on July 29, 1991 to implement the SABE Project . This contract is concurrent with the Project completion date of August 31, 1998. The original project grant authorized US $27,000,000 USAID funds with GOES counterpart funds of $26,000,000. Upon the signing of the Peace Accord in January, 1992, the Project was amended and funds increased to $33,000,000, in order to include provisions to assist the areas which had suffered the most because of the conflict.

Initially the SABE Project had three major components:

- Component I – Curriculum and Instructional Program.
- Component II – Basic Education System.
- Component III – Other Project Cost.

The Other Project Cost Component provided for the implementation contractor and AID Project Management and Support. The Project Amendment added a fourth component, which expanded the coverage of the Project to provide special attention to the ex-conflictive zones.

This current evaluation conducted during May and June 1994 was planned for the third year of the Project. Its purposes are to:

- Determine the efficacy of Project interventions.
- Determine the Project's compliance with conditions precedent.

- Determine the likelihood that the Project will achieve the stated outcomes and objectives.
- Make recommendations for more effective project implementation.

The Scope of Work for the Project evaluation spelled out the purposes in further detail in the form of specific questions (see Annex, "Scope of Work"). This evaluation was guided by but not limited to that Scope of Work.

1.3 The Evaluation as a Snapshot

One of the weaknesses of an evaluation such as this one is that the evaluation is apt to give the view of just what the present situation is rather than a longitudinal view, particularly in this case when there is no significant baseline data. This is liable to point up the weaknesses and negative elements since it is so difficult to ascertain accurately how much better things are than when the Project started.

It was relatively easy to measure inputs plus some of the outputs but very difficult to measure specifically the impact. This is not unusual in social science research where multiple factors are at work, and it is not possible to isolate and control variables experimentally to determine cause and effect.

The evaluators wish to point out that although problems still remain in basic education (and these will be pointed out in the report), we saw so many good things happening that we are optimistic that some important gains are being and will continue to be made in basic education here. The recommendations are as much to suggest how some of the positive aspects of the SABE Project can be made even better as to suggest how to correct deficiencies. The three partners, MOE, USAID and AED, have done some good work.

2. Strategic Issues

2.1 Sustainability

2.1.1 Conclusions on Sustainability

In dealing with the sustainability of activities in development projects, a main factor considered is the cost. This is as it should be because after a project has ended, the activities will be limited to the host government's ability to pay. Because of this every effort must be made to see that recurring costs will be kept as low as possible and that

plans are made for continued financing when project funds have terminated. This does not mean that commodities purchased should be of low quality since the upkeep is often more important than the original price. For example, the instructional books, now being purchased and distributed have soft covers. A study should be made to see if books with hard covers will last enough longer to merit the additional costs, and for the system to be institutionalized, a strategy needs to be developed right away as to how replacement books will be obtained.

All the equipment purchased under the SABE Project will need to be maintained as carefully as possible and replaced when it is no longer serviceable. The MOE needs a strategy to provide a depreciation account in the budget that will make it possible in the future to replace the equipment. It is obviously very difficult to do this when at present virtually the entire GOES education budget is required just for salaries, even though salaries are low.

If a project activity is so expensive that it will be virtually impossible to continue it without project funds, other ways must be found to achieve the same objective but in a less expensive manner. In this study for example, it appeared that certain activities now in operation are just too expensive to hope that they will be continued. For example, the cost of items and the distribution costs for the *canasta básica* are considerable. The same results might be obtained by limiting the items in the *canasta básica* to those most valuable to the learning process and reducing the distribution costs by permitting the items to be purchased locally.

Similarly, the teacher training workshops are very expensive and they sometimes interrupt the learning process since the students are without teachers while the workshops are on. It might be almost as effective to try alternative methods to upgrade teachers, such as the proposed method of the use of the radio and TV to provide distance learning for the teachers. Other countries have upgraded teaching by providing very specific instructions for teachers in a printed form. The Teacher Guides for the Interactive Radio Instructional Program are good example of how such guides might look.

As important as costs are, other factors often play even more significant role in the sustainability of project activities. One of these is the extent to which the project develops mechanisms and organizational forms, which, while useful in bringing about desired results, will disappear when the project end. The SABE Project has tried to avoid this. It has its substantive offices right in the ministry, and for the most part, its activities fit into the MOE's regular organization and routine.

Nevertheless, some of the activities will have less than permanent results unless they correlate more closely to MOE activities. For example, it may have been necessary to

establish a separate SABE warehouse until the MOE warehouses had a better commodity management system, but the objective of establishing the SABE warehouse should be to provide a model system that can be melded into the MOE warehouses so that the SABE warehouse can be closed down as soon as possible.

One of the financial factors that often makes it impossible to maintain a project's activities is that the project pays special and high salaries in order to get more expert people than the ministry normally can recruit. This appears to be only a minor problem with the SABE Project because only about a half dozen employees in the ministry who are working for the project are being paid special salaries and from project funds. However, the activities of the project are sometimes depending on MOE officials as counterparts that are on special salaries being paid by other projects such as those of the World Bank. It really does not do much good to transfer a technology to someone who will be leaving the MOE when it can no longer pay that person's high salary.

Another important factor in sustainability is the extent to which the technology is transferred. This depends in large part on the ability of the consultants to teach and to show the advantage of the technology and on the counterparts' ability to learn and their willingness to accept the technology as a real advantage. It is never easy for anyone or any society to make changes, and technical assistance projects are never easily successful, but changes will occur when the host country personnel sees clearly the advantage that a new technology brings. A good example of this is the Interactive Radio Instructional Program. It represents a major change in the teaching-learning methodology, but when the teachers see that it is really effective, it becomes acceptable and will be used. The sustainability issue here is whether the program can continue to have air time, whether the supplementary printed material arrives in a timely fashion, and radios and cassette players are made available to the teachers.

The technology will be transferred and continue to be used after the project is completed to the extent that it is appropriate. Often, being able to spend additional funds can make a technology appear to be appropriate, but after the money goes the technology is found to be much too sophisticated. Most of what SABE is doing now seems to be appropriate, but some of the previous consultants tried to transfer technologies which were much too sophisticated, such as those where the consultants were dealing with supervision.

A reason for the lack of sustainability that is sometimes overlooked is that the project may have provisions that are too sophisticated for the actual conditions to be found in the schools. In these cases the project activities can seem to have good results but if not tied to reality, the results may be ephemeral. This certainly was the case of the USAID educational television project in the 1960s, and the elaborate USAID statistical project in the 1970s. It appears that the SABE Project is much closer related to reality, but even

so a close look needs to be given to present conditions in the schools. Teachers throughout the world have the tendency to teach as they were taught so teachers will need both incentives and help if they are to change. The instructional books, for example, are good but using them properly will be a monumental change for many teachers. Some teachers may feel that the books were dropped on them.

It would have been wise to give ample notice to the teachers with suggestions as to how they might be used. The development of the use of the books needs to be considered as a process which will need a series of steps and which recognizes that it will neither be a short nor an easy process.

The MOE believes it has the financial and human resources necessary to sustain the SABE activities after the Project ends, however, this will require continued economic growth and the dedicated leadership that the Ministry now has. Even so the sustainability will be difficult since the MOE resources are already stretched not only by SABE and the other externally funded projects, but also by the monumental task in reforming education while in this very difficult transition period.

Another issue is whether the ministry in addition to finding the program desirable, has the organizational (human resources) capacities that program activities require. Certainly the country has sufficient qualified personnel, but with the low salaries that the Ministry can pay, it may be very difficult to obtain the level of personnel that sophisticated program activities require. Some of the planned SABE programs, for example, the testing program, must be kept as simple as possible if they are to be effective. In the case of the testing program, it may be wise as is done in other countries and even in school districts in the U.S. to contract experts outside of the Ministry to do the technical analysis that a good testing program requires.

When MOE leaders were queried on the sustainability issues, they said that the MOE will only take on projects and project activities that it believes that it can sustain when the project terminates; however, they recognized that this will not be easy. A factor is the number of projects and activities that the MOE has at any one time and the severity of the needs and problems faced by the MOE. Now the only large externally funded project is SABE, but it has smaller projects with the World Bank, UNESCO, and several bilateral donors such as Spain, France, Japan. These projects do not appear to be an overload for the MOE, but certainly the MOE is challenged to meet the specific demands of the several projects. The MOE, however, also has serious problems in every educational level as shown by the recent Sector Assessment, and the SABE Project does push the Ministry to give special attention to basic education so that it may challenge the leaders and other Ministry officials to find time to attend to the other necessities of the Ministry.

The workload of the MOE must be considered as a serious sustainability issue. With all the activities being implemented in the SABE and CAPS-SABE Projects and all the problems that the Ministry faces as it is in a transition from a period of conflict to a period of peace, the Ministry is certainly close to be overloaded if it not already is. This situation is accentuated by the fact that with the economy improving, jobs are available outside the public sector that pay as much as three times that which the ministry can pay so some of the qualified personnel has left for private sector jobs.

One recurring issue is the extent to which the MOE accepts the concept of the Project as its own. SABE from the beginning seems to have been a project that was at least as much desired by the MOE as by USAID. Some perceptions, however, were received by this evaluation that the CAPS-SABE Project had a different origin and that the MOE was not an equal partner with USAID in planning and implementing the project. As a result at first the project was not clued into MOE plans and activities. The project is built on concepts that are very reasonable and with the multiplier factor could have exceptional results, but this will depend on coordinating the activities closely with the Ministry's supervision program, and on how the MOE includes the project in its regular plans. Our discussion with USAID personnel indicated clearly that they recognized the need for the MOE to accept the projects as their own. One of the best ways of doing this is to bring the MOE into the planning process early, at the beginning if at all possible. Leaders in the MOE indicated that they know little about the CAPS-SABE Project to train supervisors. Of course, meetings are to be held in the very near future to discuss the plans with the Ministry, but the project would have had more validity and possible sustainability if the MOE officials had been brought in earlier in the planning process.

2.1.2 Recommendations on Sustainability

Based on the above conclusions, the team recommends the following:

- The cost and expenses involved in the SABE Project should be kept as low as possible so that it is realistic to expect the MOE to be able to continue the activities when the Project is completed.
- The MOE must have a strategy for funding activities after the Project ends that is realistic. For example, it will need a depreciation fund in the budget to make it possible to replace Project equipment when it is no longer serviceable.
- The MOE will need to find ways to replace some of the more expensive items with less experience alternative measures. For example, it might be possible to replace some of the expensive massive teacher training with less expensive techniques such as the use of radio or TV instruction or with teacher guide books such as those teacher guides for interactive radio instruction.

- The Project must try to avoid mechanisms and organizational forms which are certain to disappear when the Project funding closes. For example, using Project funds to pay MOE personnel who will not continue to work for the MOE when the Project is over.
- For the transfer of a technology to be real and sustainable, the technology must be realistic and appropriate to the needs here and to the level of sophistication in the MOE and out in the schools.

2.2 The Project on USAID Mission Objectives

2.2.1 Conclusions on the Project on USAID Mission Objectives

The SABE Project objectives and goals are in close alignment with the Mission's strategic objectives.

The first objective is to assist El Salvador to make the transition from war to peace. With the arrival of peace, the Project was amended to include a Component IV mandating that special attention was to be paid to the re-establishment of primary education in the ex-conflictive zones. Six hundred primary schools were to be reopened under the National Recovery Plan.

As the evaluation of Component IV shows, this has not been an easy part of the Project to implement, and the evaluation makes recommendations on how the activities under this component can be made more effective. Component IV can and should make a significant impact over time, particularly once a better understanding can be worked out among the MOE, USAID, and AED as to how the Amendment to the Project Agreement is to be interpreted.

A second major strategic objective is to increase equitable economic growth. The main overall goal of the Project is to improve the quality of education. The underlying concept is that, with better schooling, the students will at least finish grade 6, and without the need for several repetitions of a grade. The Project will need to give emphasis to the schools in the rural areas since this evaluation and other studies have shown a discrepancy between the rural and urban schools. By increasing the quality of education and providing greater equity between rural and urban schools, the Project is making and will continue to make a significant positive contribution to this Mission objective.

Another pivotal and explicit Mission objective is to promulgate enduring democratic institutions and practices in El Salvador. Some of the activities of the Project aim to make the parents more active participants in the education of their children, and to empower them with a greater voice in what happens in the schools. For example, the District

Education Funds program promotes the formation of parent councils which can petition the District Finance Committee for funds to use for school needs.

Healthier and more highly educated Salvadorans is another key Mission objective, as well as the basic goal of the Project. As the quality of education increases through Project endeavors, which is certainly occurring, Salvadorans will undoubtedly continue to reap the benefits of a better education. The educational materials produced by the Project clearly show the efforts to teach children to lead healthier, and thereby happier, lives.

In addition to targeting the objectives of teaching students to live happier, healthier private lives, the goals of public awareness of the environment, appreciation of natural resources, and improvement are advocated in the instructional materials. The content is designed to help students learn about, appreciate and respect the environment.

2.2.2 Recommendations on the Project and USAID Mission Objectives

Since so much of the Project correlates so closely with Mission Strategic Objectives it should continue to receive Mission emphasis.

2.3 The Pace of the SABE Project

2.3.1 Conclusions on the Pace of the SABE Project

As shown in the chapter on the Project Component, the SABE Project has made some very impressive accomplishments in what is still less than three years of the Project. For example, it has produced thousands of student books and provided in-service training for a large part of the teachers and principals. Any criticism of the Project outputs must be placed against that backdrop.

The problems that exist are primarily caused by the fact that several programs are interrelated and must be coordinated. This has been difficult to do since so many activities are in start-up phases and things have been moving so fast. For example, the teachers need to learn how to use the new student books and then the books need to arrive on time. In many, if not most, of the cases, this may have happened, but our evaluation found cases where the teachers had had the in-service education but got no books while other teachers had the books but with no preparation on how they should best be used. On other cases the teachers had both the training and the books but did not have enough books for all their students.

The SABE Project is a large and complicated one apparently necessitating that many activities be carried on at the same time, but the project has seemed to operate in such a fast and furious pace and so much is happening so fast that it does not permit the

activities to receive the attention they require. This evaluation is a good time to pause and examine the whole situation so as to develop a more realistic and more problem-free program. This is also a good time to ascertain if the activities of the project are as cost effective as they might be. All the efforts from the beginning of the Project have resulted in a great deal of the Projects funds being spent without, perhaps, the maximum accomplishments that the expenditures should represent.

Notwithstanding obstacles and problems, much has been accomplished. The evaluation suggests that slowing down the pace of the project and spending more time in developing effective strategies in regard to the several programs contained in the project can make for even better results. This project means a great deal for the future of this country, and it must be done well.

Another reason for stopping to take another look at the project at this time is so many changes have taken place since the period of 1989-1991 when the project was planned. It is quite possible that no changes will be necessary, but this needs to be ascertained.

Also, at this time this study is making a series of recommendations. These needed to be studied along with the recommendations in the Sector Assessment as well as those made by other consultants and studies such as those by the World Bank, IDB, UNESCO Donald Lemke, Alvaro García and Price Waterhouse.

2.3.2 Recommendations on the Pace of SABE Project

Use this evaluation as the time to pause to take time to examine the recommendations of this study as well as the several others done recently in order to develop strategies which will result in activities with even more positive results.

2.4 Technical Assistance

2.4.1 Findings on Technical Assistance

A major part of the SABE Project is for technical assistance. In addition to long-term consultants, the project has used a large number of short-term consultants, some planned and paid for out of AED contract funds, others planned and paid for by MOE counterpart funds.

The concept behind technical assistance is that a transfer of technology will take place, and thus a more effective methodology will be passed from an expert in that technology to a person or persons in the MOE, who then can and will use this technology to make his efforts more efficient. The consultant must not only have the expertise in the

technology, but he must be able to pass it or teach it to his counterpart. The consultant also must be able to show how the technology can be adapted to the environment where it will be used. The reason for the above long discourse is to emphasize what a difficult task this is. It also points up the fact that for the transfer of technology to take place the counterpart has to have certain capabilities and must be willing to change and to accept and use the new technology.

In the case of the SABE Project, the technical assistance has at times been less than satisfactory and the deficiency may be found on either side of this equation.

There is also a time factor. The consultant must have a reasonable time period to do his "transferring" and the counterpart must be free from other responsibilities so that he can devote himself to picking up the skills required in the new technology. The time factor has obviously at times been a factor in the lack of maximum impact of a consultancy in the SABE Project.

For a short-term consultancy to be effective, it must be carefully planned so that both the consultant and the counterpart have sufficient time and so that both are very clear as to their responsibility. Usually this will be the work primarily of long-term consultants. This planning process has not always worked effectively in the past with SABE. During the first six months of the project, 24 short-term consultants were used. Although 16 of these were Salvadorans so at least they could adapt their teaching to this environment, it would seem impossible that the necessary planning and specific description of their tasks could have been properly achieved nor that their counterparts were prepared to learn the technology or freed from their other responsibilities so that they could devote themselves to learning the new methods. From the vantage point of this evaluation, it was difficult at times to discern what impact the consultancies had made.

For example, several of the short-term consultants have been involved with the supervision situation in the MOE, some by SABE, some by other projects. Little change seems to have resulted. In one case the consultant appeared not to be able to visualize the situation here nor thus to adapt the technology he was offering to the situation. Instead he offered as his contribution a lengthy report on supervision that seemed to be more of a sophisticated and theoretical university course in supervision.

A major difficulty of the technical assistance effort is that the AED contract has suffered from a change over of personnel. This is despite the fact that an adequate process for selecting the consultants is being used. In several cases, the change over was caused by circumstances that could not have been anticipated. Candidates for each position are recruited by AED with an input at times by the MOE and USAID. After AED nominates candidates, the MOE and USAID interview them before they are chosen.

In the short period that the contract has been operating, four persons have served as chief-of-party. One of these was considered a temporary appointment and because of that and a physical problem had very limited influence in leading the team.

Because of the lack of continuity of contract team leadership, the AID Project Manager has had at times to exercise more active project direction than would be expected from one whose responsibility is to monitor the project. More continuity in the chief-of-party should rectify the situation.

For long-term consultants for Component I, one consultant for testing had a family problem so served but a short time. The curriculum consultant started at the beginning of the contract and served his two-year term but decided to retire at that time. He may be available to come back at times as short-term consultant. The first teacher training consultant was found unsatisfactory and resigned from the contract after a short period of service. A second consultant in that area has been here for a year.

Three consultants have served consecutive terms for Component II.

Although Component IV started later than the original contract since it resulted from an amendment to the Project Grant Agreement, it has had two consultants, both of whom served less than their tours because of personal difficulties. A third consultant came aboard recently.

Since it is expected that long-term consultants will need an adjustment period in order to be of maximum effectiveness, the changeover of personnel has been a serious problem.

The position of chief-of-party is a key one in directing the work of short-term consultants, but of course, he is assisted by the long-term consultants. It is expected that the short-term consultant will have his responsibilities carefully delineated and that the groundwork for his visit carefully prepared; this does not seem to be the case in regard to the work of some of the short-term consultants whose efforts showed limited relation to the needs of basic education in El Salvador.

With the many turnovers of personnel in the contract team, it obviously was not possible to use short term consultants so that they had a maximum impact on the educational reform process.

2.4.2 Conclusions on Technical Assistance

Based on the above findings, the team reached several conclusions:

- A major part of the SABE Project was for technical assistance, partly under the AED contract and partly under the MOE counterpart funds. The part under AED was less than maximum effectiveness because of the lack of stability of the long-term contract personnel. This situation now appears to be almost resolved.
- The short-term consultants were of less than maximum effectiveness because at times, the technology to be transferred was too sophisticated . The counterpart relationship was not effective at times because it was not always possible to prepare properly for the visit and work of the consultant, and because it may have been beyond the capacity of the MOE at that particular time.
- The consultants under the AED Contract were not coordinated, at times, with those consultants paid for with counterpart funds.

2.4.3 Recommendations on Technical Assistance

Based on the findings and conclusions discussed above, the team recommends:

- Consultants need to be selected with great care with the MOE, USAID as well as AED. having inputs in the selection process. The candidates need to be interviewed by all three parties.
- Short-term consultants must be chosen on the basis of their ability to transfer appropriate technologies. The scope-of-work for each must be carefully delineated so that they know specifically what is expected of them, and an appropriate counterpart must be available to work with them while they are here so that their effort will contribute to an on-going process and not just leave a product.
- The technical assistance should be in a single, well-coordinated program regardless of whether dollars or counterpart funds are used.

2.5 The Project and the Sector Assessment

2.5.1 Findings on the Project and the Sector Assessment

Recently a Human Resources Sector Assessment was made by a group representing Harvard University (HIID). The group had education and training experts from abroad as well as from El Salvador so that in addition to international experts it had experts who were thoroughly conversant with education here. One chapter of the assessment deals with kindergarten and basic education and describes the situation here and gives some 24 specific recommendations for changes that were believed feasible and necessary. The

MOE is now in the process of prioritizing the objectives and considering how the recommendations might be implemented. A special committee of the MOE is making this study.

2.5.2 Conclusions on the Project and the Sector Assessment

Although many of the recommendations are closely related to the objectives of SABE, some are contradictory and may harm the project if carried out. The concept of SABE is that at this time with a crisis in education, the focus must be on quality in basic education. Previous USAID projects had largely been school construction programs. With the level of basic education so low which is well detailed in the Sector Assessment, it makes little reason to be expanding the schools unless some drastic changes are made to improve the quality. The results of the SABE Project to date shows that it is a monumental task to improve the quality of the existing schools. Trying to build more schools and expand the access may make the task of improving the quality more difficult. Yet the Sector Assessment recommends constructing 700 classrooms now in order to accommodate 29,000 more children. If increasing access to schools or increasing quantity is not done carefully, simultaneously improvement in the quality of education will be made even more difficult.

2.5.3 Recommendations on the Project and the Sector Assessment

The main relation between the SABE Project and the Sector Assessment recommendations should be that SABE can help the MOE to prioritize the recommendations and to discern more specifically what each of the recommendations would entail.

The Sector Assessment recommends what the MOE should do, but it gives little help as to how the recommendations are to be carried out. It does give an estimate as to what additional costs each recommendation would require but does not indicate what the process might be nor what human resources would be required. The SABE Project should help the MOE as it studies the recommendations and makes plans to carry out those which parallel the objectives of the SABE Project, but the SABE Project should not attempt to be congruent with the recommendations of the Sector Assessment. The SABE Project has, if anything, an overload now.

Perhaps as important as the recommendations of the Sector Assessment for the SABE Project is the section of the chapter on basic education which describes the situation the consultants found on their visit to the schools and in their interviews of school personnel. A problem that at least some of the SABE experts in the past had was to get down to the level of education in the schools. The technical assistance that they were trying to transfer

was too sophisticated for conditions here. Of course, the SABE personnel visits schools also, but the Sector Assessment information should be added to their understanding as should the information on the site visits made by this evaluation team.

2.6 Communications

2.6.1 Findings on Communications

As the evaluation team members met with the various people involved in the SABE Project, they were careful to observe the extent to which the communications among the various entities (and within the entities) added to the success of the project. For example, the fact that periodic meetings of the Project Management Group (GTP), the Technical Education Commission (CTE) and Education Administration Commission (CAE) take place makes it possible to have a level of communications among the MOE, USAID and the AED contract Team that few assistance projects enjoy. As important as such formal contacts are, informal communication such as those at the team's report meeting luncheon may help to solve even more problems.

The fact that two of the AED's contract team's offices are in the MOE is also a great advantage, but the fact that it was necessary to have a separate office for the team's Chief-of-Party and management activities does detract because the Chief-of-Party, in addition to the interactions with his team members, needs to have a close and frequent relation with his counterparts in the MOE. The Chief-of-Party recognizes this and is working to overcome the problem of the geographic separation.

The communications between the AED Team and its Washington Office also appears to be good in that the Washington office understands the nature of its backstopping and support role.

Although within the MOE the communications is better than what is often found in other countries in some such organizations in which a feudal system may persist, communications could be improved. For example, a complaint of the Office for International Project Cooperation (OPCI) was that the implementing entities in the MOE do not always order the things they need in a proper and timely fashion is a symptom which shows that communication between the offices and the entities it serves can be approved. Indications are that communications in the MOE are better from the top down rather than those going up to the top leaders. Also, communications going horizontally across departments or divisions are sometimes a serious problem.

Substantive offices such as those involved in curriculum, teacher training, educational material, etc. need to cooperate fully if the activities are to be most successful, but as one

top Salvadoran MOE official said, "The MOE is a closed society," by which it was understood that it is difficult for an outsider to relate and communicate with the ministry since sometimes the entities within the ministry are not as open in their relationships as is optimum. It was found that personnel involved in Component I of the SABE Project do not communicate well with those in Component II and vice versa, despite the fact that the division between the two segments is artificial. Some efforts have, however, been made to rectify this situation.

Although generally the communications from the field may work very well, there were some examples of discrepancies. For example, one district supervisor complained that he had notified the MOE for a year that the roof of one of his schools leaked. He had never had any response to his request so that he was embarrassed to return to the school.

2.6.2 Conclusions on Communications

The administration organization of the project in which the leader of the MOE has periodic formal meetings with the USAID Project Manager and AED Team is certainly exemplary. It is good also that the leaders do not just depend in these formal meetings to communicate on project needs.

Despite the good communications generally among the three organizations involved in the project and within the organizations, some improvement in communication can be made. Communications within the MOE are better from top down rather than from bottom up, and some problems do exist in relation to communications across department or division boundaries. In addition, communications from the field are sometimes not responded to quickly.

2.6.3 Recommendations on Communications

- The three organizations in the project, the MOE, USAID and AED need to keep up the periodic meetings of the Project Management Groups, the Technical Education Commission and the Educational Administration Commission, but it will help communications in the project if the Finance Commission should meet more often to coordinate better the dollar and counterpart sides of the Project.
- The informal communications among the MOE, USAID and AED must be given even greater emphasis.
- Since communications are so important to the success of the project and to the work of the ministry, it will be productive to have workshops dealing with improving the communications within as well as among the three organizations. Research organizations in El Salvador should be called on to provide training.

- Techniques need to be set up so as to give quick response to communications from the field.

2.7 Linkages with Other Projects

2.7.1 Findings on Linkages with Other Projects

A recent meeting was held among the several donors and each reported on their projects. It was a worthwhile meeting because the projects can strengthen each other when donors recognize that they have projects that are related. The Japanese are helping with electronics information technology and can correlate their efforts with the computer programs of the SABE Project.

The French program in which they use retired French teachers to create a demonstration school can add to the program of model schools being developed by the CAPS-SABE Project.

The UNDP program to help the transition to peace should add to what the SABE Project is doing in the PRN zones.

The fact is that when the various donors know about projects which relate to theirs, they may be able to shape their projects so they correlate. On the other hand, if donors have projects which are closely related, the objectives can be different enough that the projects detract from each other.

2.7.2 Conclusions on Linkages with Other Projects

Several donors, USAID, World Bank, IDB, UNDO, UNESCO, Japan, France, Italy, Germany and Spain, have projects related to educational development. If the donors know about each others' projects, they can take steps to see that the projects do not duplicate each other, are complementary, and are not competitive.

2.7.3 Recommendations on Linkages with Other Projects

The above findings and conclusions have led the team to offer the recommendations below:

- Meetings at regular intervals should be held among the donors and the MOE should be kept well informed to avoid misunderstanding.
- SABE Project consultants should cooperate with the Japanese efforts to build an effective information technology in the MOE.

- As USAID learns more about other donor projects, it must make an effort to relate the SABE efforts to those of the other donors. For example, a study should be made to see how the French Project to develop an exemplary basic education center can fit into SABE efforts to develop such demonstration centers.
- Since the World Bank Projects are the most apt to duplicate those of SABE, USAID should establish mechanisms to keep informed of activities funded by the Bank.
- An organization in the MOE should act as a clearing house which would have a summary of the help available from the several projects funded by external donors. This might be a function of the Office for Cooperation with External Projects (OPCI).

2.8 Evidence of Efficiency Increase at Project Close

2.8.1 Conclusions on Evidence of Efficiency Increase at Project Close

Since, unfortunately, no test data were made at the start of the project, at this time no measurable indicators such as the amount of reduction in the dropout rate, are available. However, the evaluation reached the conclusion that significant changes are being made which are certain to improve the quality of basic education. This is also sure to have a dramatic effect on dropout and retention rates and to reduce the number of years for a first grade cohort to complete the sixth grade.

USAID has produced tables to show baseline data for items such as the percentage of children who complete the grades in six years, and the percentage of children who are promoted each year.

Using the baseline data, with the computers furnished by the SABE Project and information technology project of the Japanese, in a few years the MOE should have reliable statistics which will give the number of classrooms in each school and the number of students in each classroom plus other significant statistical data. It should then be able to furnish data on such factors as dropout rates.

2.8.2 Recommendations on Evidence of Efficiency Increase at Project Close

Test data and other statistical data need to be collected so that in the next year some statistical data will be available to measure project progress.

2.9 Project Activities and Gender, Environment, Population and Drug Prevention

2.9.1 Findings on Project Activities and Gender, Environment, Population and Drug Prevention

At this stage the instructional material is now up through kindergarten and grades one, two and three so that the materials are just starting to be able to hit any of the special issues very significantly but those who are preparing the materials are aware of the need to prepare the children for world conditions.

Although the available statistics show an apparent equal number of boys and girls attending school, since the number of girls at each age level is known to be larger, this would indicate a somewhat smaller percentage of girls are actually attending school. Some anthropological studies have found that in the rural areas here particularly, the parents are apt to see less need to send their daughters to school. In the *valorización* campaign, it will be necessary to help parents value education for girls equally to that for boys.

2.9.2 Conclusions on Project Activities and Gender, Environment, Population and Drug Prevention

The evaluation team examined all of the present teaching materials. The only gender bias that we found was when the students' books had pictures of the leaders, such as the presidents of Central America, the pictures showed only men, so a natural bias will continue to exist.

At the grade levels, the material contained nothing that was directly attempting to be a part of a drug prevention program except for materials in the language book which were aimed at least in part on stressing the need for healthful living. The materials did have material which definitely was directed toward the children learning to appreciate their environment.

2.9.3 Recommendations on Project Activities and Gender, Environment, Population and Drug Prevention

The SABE and MOE personnel developing instructional material must recognize the need to insure that the materials do not contain a gender bias and do contribute to the child's education concerning the environment, population problem and drug abuse.

2.10 SABE Project Administration

2.10.1 Findings on SABE Project Administration

A unique method of collegial project administration was established at the beginning of the project. An overall committee (GTP) made up of the major project leaders from the MOE, AID and the AED Contract Team, was organized to provide the overall project direction. It was to be assisted by three other committees for education, administration and finance. These were to be made of the personnel from the MOE, AID and the AED Contract Team whose major responsibilities were in one of these areas. The committees were to meet biweekly. This was done diligently for most of the project with exception of the finance committee which has met more sporadically.

The main accomplishment of the committees has been to establish a close relation among the three entities (MOE, USAID and AED) involved in the project. It has also broadened the leadership so that persons from lower echelons can participate in decision making. Of course, as might be expected, the Minister of Education has the final authority in decisions, but it is aided greatly by the input from the committee meetings. This administrative procedure is one of the most exemplary features of the project.

The fact that the finance committee meets more sporadically than the others would seem to indicate that financial matters do not require the same decision making procedures as the other concerns. This is not clear.

The GTP may have as many as 30 members and the attendance average between 20 and 25 so that at times it can become unwieldy for the discussion of some matters. What has been discussed by project leaders is the possible use of an executive committee from the larger committee to better frame the discussion.

Up to the present, the report of the AED Contract Team has been presented in English. The decision has been made that the periodic reports of the team will be in Spanish so that they can be a basis for discussion at the committees meetings

2.10.2 Conclusions on SABE Project Administration

The administration of the project has been through a collegial arrangement with committee made up of the project leaders of the MOE, USAID and AED. This has been an excellent way to guide the project and is one of the most exemplary features of the project.

2.10.3 Recommendations on SABE Project Administration

The committees, including the Finance Committee (CF) should meet regularly. An executive committee from the General Management Committee (GTP) should meet before the general meeting to frame the discussions to make them more efficient.

The reports of the AED Contract Team to the General Management Committee should be in Spanish.

3. Component I - Curriculum and Instructional Programs

3.1 Introduction

The Project Paper formally defines the section of this evaluation's effort as the Curriculum and Instructional Program or Component I. The subsections of Component I, as defined in the Project Paper, are Curriculum Validation and Revision, Instructional Program Improvements, Educational Materials, Training and Staff Development. Although not a separate section, it was intended that in year two of the Project, planning would begin for mass media interventions in the training process. Mass media includes the use of video tapes and interactive radio instruction.

In the Project Paper, curriculum is defined as the description/identification of the learning objectives of the educational system. There are two key words associated with the word curriculum in SABE Project: validation and revision. A validated curriculum is one which is an integrated description of clearly stated, specific, sequenced learning objectives that can be measured throughout each grade level of instruction. Relevance in curriculum is defined as teaching practical skills, attitudes, knowledge on the environment, civic and moral values, health, nutrition, family living, and fostering the involvement of classroom teachers and parents in the education process.

Component I was initially driven by the development of a national curriculum based on El Salvador's constitutional and legal issues dealing with education and the needs of society. It has evolved into three distinct but integrated elements. These elements are national curriculum development to orient the program to the needs of the children, educational materials development, and professional development (training) of administrators and teachers.

The distinct elements of Component I are driven by two processes: curriculum validation, and curriculum revision. These two processes are the cornerstones of curricular change in SABE Project. The intent of these two procedures is to assist in ensuring that the national curriculum, printed materials, and national examinations are relevant to the needs of the children of El Salvador. Both the validation and revision processes include the input of human resources, such as administrators, teachers, students, parents, sector leaders, labor and unions.

The processes of curriculum products development, validation and revision are to embrace four levels of education in El Salvador: regional, departmental, district and local. The regional level is composed of the eastern, western and central parts of El Salvador and the departmental level deals on an individual basis with each of the 14 departments in the country.

Since the intent of the curriculum products development, validation and revision processes is to provide for multiple input throughout the nation, it follows that it is important to understand how the notion of input is actualized and it is also important to account for the impact of these processes at the regional, departmental and local school levels. Thus the purpose of this evaluation.

The Strengthening Achievement in Basic Education (SABE) Project has as its intent the improvement of the quality of primary education (preschool/kindergarten for four to six year olds and grades 1-6) by means of curriculum and instructional program improvements, including appropriate teacher training to enhance learning and parental involvement in the educational process.

The original intent of Component I, Curriculum Revision and Validation was that during the first year of the Project, the following objectives would be targeted:

- Materials would be gathered and reviewed.
- Plans would be developed for the involvement of diverse levels of participants in the curriculum process.
- Upgrade of the training and materials development process and products.
- Assessment of the needs at the classroom-community level.
- Establishment of curriculum philosophy, goals and objectives.
- Examination of existing curriculum policies and programs.
- Develop and pilot-test new curricula.

During the second year of the Project, among the goals were that teachers would be trained and the new curriculum programs would be used and evaluated in all kindergarten and first grade classrooms.

The MOE unit central to the aforementioned effort is the Office of Curriculum. The Office of Curriculum is composed of two units, the first being Investigation and Evaluation, and the second being Curriculum Design. The curriculum unit is tasked with developing programs of study and textbooks for preschool/kindergarten and grades 1-6 of basic education. The educational materials unit concerns itself with either publishing educational materials in house or arranging for their publication through a national or international company.

The evaluation unit is tasked with designing, implementing, analyzing and reporting needs studies prior to the development of a product by the curriculum unit. They are also responsible for validating a product after it has been developed. Thus, the evaluation unit tries to determine what is needed by the educational community and how successful they were in representing educational needs. Another section is the training unit, which concerns itself with generating professional development opportunities for teachers, principals of schools, supervisors, and regional personnel.

According to USAID, the curriculum constitutes the driving force that move the instructional program forward. Without a good curriculum, nothing will work. The curriculum includes the development of study programs, teaching methodology, teaching and learning materials, and teacher training as the main components.

A new national curriculum has been proposed. The tenets of this model are that it is humanistic, individualistic and social-reconstructivistic, based on students' experiences and their need to grow and develop in both a natural and social environment. The contents of this new model are based on the assumption that all aspects of curriculum should be associated with the growth and development of a child.

3.2 Curriculum Development

3.2.1 Findings on Curriculum Development

3.2.1.1 Curriculum Products

For the first two years of the Project, the Office of Curriculum had very elaborate action plans and, in large part, it was able to carry them out. It completed a report in 1992 on the needs of children in the preschool/kindergarten and first cycle (grades 1, 2, 3) of basic education, and based on the report designed a scope and sequence for objectives and content in the first cycle of basic education.

In 1991, before the SABE Project started, it had developed a program of studies for kindergarten and grade 1, and in 1992, under SABE, it designed a study for the grades 2 and 3.

In 1993 the scope and sequence for objectives and content of the second cycle (grades 4, 5, and 6) were completed. This was based on a study of the needs of this age group. The outcome was a program of studies for grade 4 with plans to develop programs for grades 5 and 6 in following years.

For 1994, the Office of Curriculum planned to design and develop a computerized system to assist in curriculum design. A computer has been purchased and delivered but not installed. The problem apparently at this time is the existing wiring in the MOE building. Once the computer is in place this should assist greatly in the curriculum development process.

3.2.1.2 Curriculum Development Objectives

The Project Paper defined the expected achievements and accomplishments for this Project. In this section, a revised, validated national curriculum with clear objectives by subject matter and grade level was to be developed. This USAID expected achievement and accomplishment goals are in the process of being met.

Among those objectives is the establishment of a national curriculum that has been validated and revised in a participatory manner, including teachers, parents of students, members of the community, leaders of all sectors, and professional educators. There is now a national curriculum in place from preschool/kindergarten ages four, five and six and grades 1, 2, 3 and 4 in the form of tables of objectives and programs of study. Thus, the curriculum has clearly established learning objectives by grade level from prekindergarten through grade 4.

3.2.1.3 Community Involvement in Curriculum Product Development

Committees for improving education at the regional, departmental, district and local levels are an active part of the curriculum development effort. Committees in the western part of the country are reported to be much more organized then their counterparts in the eastern and central parts. It is planned that in the future the committees will be developed in such a way that they are more proactive towards informing the curriculum people about local, departmental and regional needs. The curriculum development people view these committees as crucial in allowing the teachers to adapt the curriculum to the local situation and needs of the students.

It would be rather easy to raise critical questions about concentrating on committee needs and not community needs. However, the members of the committees are members of the community and, in a *de facto* manner, the communities' interests are being represented. Secondly, MOE people have indicated through interviews that they view these committees as crucial in assisting them to make sense of students' and communities' educational needs; thus, strongly suggesting that they view this activity as being an important part of curriculum development. Though the committees' current levels of efforts may not please all, they are in a learning mode and should be encouraged to continue.

3.2.1.4 Toward A National Curriculum Model

There is an extremely well thought-out draft of a national curriculum model. The design and philosophical underpinnings of the model are excellent. A series of meetings was initiated by the MOE as a first step in designing an official national curriculum model. The result of these meetings was a working document entitled "Preliminary guidelines for A National Curriculum Model" (*Lineamientos Preliminares del Nuevo Modelo del Currículo Nacional*). The theoretical framework underlying the proposed new model as reported in the working draft is humanist, personalist and social-reconstructionist.

The basic tenets of this draft model are as follow:

- Education plays a role in the professional training and development of people on a personal, cognitive and social level.
- Human beings are the beginning and end of state activities.
- The internal development of the individual is a basic goal of the educational system.
- Learning is central to a curriculum process that favors the development of integrated personal, cognitive and social skills and competencies.

The development of curriculum products requires an official, theoretical framework and long-term vision to guide the process. The framework and vision do exist, but they are at the unofficial level. The lack of an official national curriculum model raises several questions. Considerations to bear in mind are whether the programs of study developed to date are in reality based on the three theoretical positions of humanism, individualism and social-reconstructionism; whether the views of each of these three theoretical positions has been woven into support books (*libros de apoyo*) and workbooks (*libros de aprestamiento*); and whether the training unit plans activities with these three philosophies as a baseline. Another point worth pondering is how the notions of humanism, individualism and social-reconstructionism are used as threefold criteria in analysis of needs studies and validation studies.

The above issues are being resolved and dealt with positively and pro-actively for the most part. The spirits of humanism, individualism and social-reconstructionism were indeed guiding the development of curriculum products but as a *de facto* rather than a *de jure* occurrence. Interviews with the curriculum and training units indicate and confirm that this is the case.

3.2.2 Problems

One of the problems indicated by the curriculum unit was a lack of human resources. Specifically, the scope of their work goes beyond the SABE Project to encompass the system as a whole. They are inundated with tasks and their potential to contribute is not being maximized. The curriculum unit could bolster its staff by providing unit members who are currently employed on part-time basis with more working hours. It does not need additional national consultants but more permanent or full-time personnel.

A second problem identified was a lack of coordination and communication within the MOE that affects that the development of curriculum products. The root of the problem may be that the National Administrative Directorate (*Dirección Nacional de Administración*) does not fully understand that the curriculum is in the process of change. Specifically, in the curriculum unit, there is a feeling that there is a lack of immediate support on a timely basis. This support may not be forthcoming because of rules or regulations that are obsolete or outdated.

A third problem concerns teachers. Teachers may not perceive themselves as part of the educational effort underway in this country. They may feel problems can be attributed to curriculum changes based on programs of study, and not to teachers.

The last, or fourth, problem deals with the organizational structure of the SABE Project itself. Specifically, there is a lack of agreement among the various components of the Project. This problem has existed since the inception of the Project. An example is that supervision is only seen as part of Component II. However, the actions of supervisors also affect Component I. The curriculum units impression is that principals do not provide support but direct their actions toward control. Another example is that the notion of school-community was perceived by Component II one way and Component I another. The last example is that only on rare occasions do Components I and II collaborate or plan together to avoid duplication of effort.

3.2.3 Other Issues

Currently there is no AED long-term consultant in the curriculum area. This is not because AED has not made a significant effort to fill this position. Reviewing this

situation with the curriculum unit, it was not felt that the absence of a long-term curriculum consultant is a problem. They do feel however that it is a necessity.

A long-term advisor may not be a necessity for the following reasons. People already involved in the Project are capable of providing the curriculum unit assistance. Second, programs of study have been developed through grade 4. Work is underway for the development of grade five and soon grade 6 programs of study and related materials; thus a large part of the work has been done.

Another possibility would be to arrange for a series of short-term consultancies of three to four months to provide an outside perspective. The short-term consultants should be varied and have expertise in a content area so that the collaborative effort can be maximized across the other units. Another alternative is for AED to view critically the role of all its personnel already assigned to the SABE Project and have those current resource persons assume advisory roles as well

3.2.4 Conclusions on Curriculum Development

Based on the above findings, the evaluation team reached the following main conclusions:

- There is now a national curriculum in place from preschool/kindergarten (ages four, five and six) and grades 1 through 6 in the form of tables of objectives and programs of study. Thus, the curriculum has clearly established learning objectives by grade level up through grade 6.
- There is an excellent, unofficial national curriculum model that has been developed.
- Curriculum committees exist at the regional, departmental, district and local levels to inform curriculum production about educational needs at these four levels.
- There are not enough full-time personnel working in the Office of Curriculum

3.2.5 Recommendations on Curriculum Development

The curriculum model is not official as yet. It is recommended that the process of validation be accelerated and that the model arrived at be made official as soon as possible. This process would include:

- Make the unofficial national curriculum model official.
- Decrease in the number of part-time personnel in the Office of Curriculum and an increase in the number of full-time people.

- The long-term curriculum consultant position could be converted to a series of short-term consultancies, or filled via the redefinition of the roles of existing long-term or other personnel already in country, such that they assume the duties of curriculum advisor.
- Consolidate and strengthen the national technical team that acts as counterpart in the curriculum area.

3.3 In-Service Training

3.3.1 Findings on In-Service Training

The Training Unit has been very active in these first three years of the SABE Project. It has tried to reach as many of the school personnel as possible in order to show them new teaching methods and techniques, and ways to detect the needs, interests and problems of students. The training has been in the form of short, intensive workshops. In 1992, it provided training for 2,052 preschool/kindergarten teachers, 5,677 first grade teachers, 226 supervisors and 653 basic education principals.

The pace was accelerated in 1993 when, in addition to 5,701 first grade teachers, 4,206 second and 3,359 third grade teachers attended workshops. The training for principals and supervisors also continued. In addition to the regular teacher training, workshops were held to develop the interactive radio instructional program. This training included 4,598 principals, 228 supervisors, and 4,246 teachers.

The content of the regular program was expanded to include relationships between the school and community, and more information on methods with regard to the different subject areas.

To show how the school libraries that the SABE Project was beginning to provide were to be used, a workshop was given for 30 technicians and 600 teachers.

In 1994 the schools program was expanded to include fourth grade teachers, and to date 3,581 teachers received the training. A pilot project in distance education was also launched.

3.3.1.1 The Relationship Between Training and the Development of Programs of Study and Other Educational Materials

In 1992 the training unit developed a model for providing educators in El Salvador with in-service training. The first component of the national model was a national training plan. After the national training plan was developed, private universities were contracted

to provide the training. The opportunity to participate in this training effort was opened to all universities in the country. Of those institutions that chose to respond, three private universities were selected. From these three universities, 200 trainers were trained based on the established training goals. These 200 trainers worked in the three regions of the country at 30 training centers. The western part of the nation had eight centers, the central region 12, and the eastern sector 10. The training model called for two trainers per 40 participants. The involvement of local educational institutions in the national training effort is considered an exemplary action.

The 1992 plan was changed in 1993. This plan no longer depended on trainers from private universities but also included teams consisting of principals and members of the training unit. They used the same training centers to train people. In 1994 another change was initiated. Trainers were hired directly as opposed to going through local universities or other institutions, and each region had to develop a training plan based on objectives established by the training unit. The development of this training plan was facilitated by the formation of three regional training teams. The focus of these regional teams is to collect data on what teachers need and on new ideas and products being introduced by the SABE Project. The regionally developed training plans are submitted to a committee composed of people from the curriculum, materials, and training units for review.

The following five points are used as a guide to determine the effectiveness of a submitted training plan, and are the principles of the national training plan:

- Help the teachers teach.
- Include the local contexts in training programs.
- Reinforce the idea that the community and school are one.
- The student should not be seen as an empty vessel.
- Education consists of a team effort among supervisors, principals, teachers, students and families.

In addition, there is a national training plan for follow-on activities which includes a validation and reinforcement process. The training unit defines validation as follow-on. The validation plan includes classroom observations by technicians, regional personnel and principals. Validation also includes conducting a daily evaluation of trainees' experiences as well as an evaluation at the end of the training session.

3.3.1.2 National Training Plan

There is a national training plan on record. Analyses of the training plan (what has been accomplished and what is planned) indicates a few areas of concern. The focus of the training activities seems to be oriented towards covering a lot of crucial educational

themes in a short period of time. Specifically, many critical educational themes are lumped together in one short, in-service effort as opposed to covering one or two themes in greater depth over the same period of time.

The following questions are intended to raise issues with the training unit that they may wish to consider in developing future training:

- Is it possible to develop a national teacher training model?
- Are specialized topics such as defining the needs of learning disabled students or identifying learning problems included in the national training plan?
- Are differences between the pedagogical needs of urban and rural teachers, first and second grade teachers, or spectrum of age levels in a classroom, recognized in the national training plan?
- Is there is a plan for improving the content area knowledge of teachers at the same time that new ways to teach are being explored?
- How is it envisioned that teachers or principals will apply their training experiences in the use of current and future educational materials?
- What is the envisioned impact of in-service training on changing practice?

These are critical questions in a country of such student diversity and needs. If the intent is to change the history of teaching in this country to a more student-centered approach, then teachers, principals and other educators need to be able to understand how to handle student diversity as well as have an opportunity to develop a high degree of confidence and mastery of the subjects they are teaching.

3.3.1.3 Methods of Training

It seems that the preferred method that is used in carrying out in-service training is to do massive training. Massive training involves bringing together large numbers of people to a training site and teaching them. There is an increased use of the radio for providing in-service through interactive radio instruction lessons. What has not been developed yet are videos that contain training themes. Scripts for the television programs have been developed in draft form, thus there is progress towards utilizing television as a training medium.

The last area of training that needs to be considered is the issue of time or scheduling. There is a precedent for providing time during the school year for training purposes that was established by the MOE. As an example, when civic and moral training was provided for educators, students were excused from school. Training efforts of both the MOE and the SABE Project could be coordinated if a training calendar, in addition to the action

plans, were established prior to the start of an academic year. This way teachers could plan around assigned days because they would have advance notice.

As part of the training calendar, a strategy could be established that would identify the times in which the training would take place, as well as the nature of the training. For example, days may be identified in which training will take place in the afternoons immediately following the morning session. Also, in-service days may be assigned for the whole day, weekend sessions, or night sessions. Since many teachers work more than one school session, consideration would have to be given to how participating teachers would be reimbursed for their efforts.

The training efforts that the training unit is undertaking are very difficult. In essence this unit is trying to undo an existing culture of teaching and create a new one, moving from a didactic approach to one that is more student-centered. To effect this change requires time and permanent human resources. The effort must include not only teachers but all educators and the citizens of the country, which further complicates the issue since they may not understand the complexities of such an endeavor. Because of this unit's potential to effect real change, mechanisms to involve as many people as possible in the planning for, and actualization of, training should be encouraged.

The professional rapport developed between the AED training consultant and the training unit is noteworthy. This type of trust is not built overnight.

3.3.1.4 Site Visit Findings

Two aspects related to in-service training must be considered: coverage and quality. The issue of coverage is the first step in the implementation of an effective training plan. The Project and the MOE have done very well on this first aspect. Of the 70 teachers interviewed all, except two, have received in-service training of one type or another. The majority of teachers reported receiving training two or three times in the past two years.

It is an accomplishment of the Project that it has put into place a training delivery system and reached so deep into the trenches to provide training to so many teachers. For the most part, in-service training has been geared to utilization, management, and maintenance of instructional books. Methodology, teaching multigrade classes, reading, writing, and interactive radio, were additional areas covered.

The second aspect, quality of training, is related to its content and its relevance to trainees' needs. As expected at this stage of Project implementation, a better definition regarding which types of training are most appropriate to trainees' needs is required.

Overall, among teachers interviewed, there is some frustration and dissatisfaction with the training that has been provided. Not that it is not well conducted. Rather, the most common complaint is that in-service training sessions are theoretical and unrelated to the real needs of the teachers. Common comments included, "helped very little"; "not of much value"; "not helpful"; "...don't know how to put into practice what I learned"; "training doesn't address real needs"; "very ineffective"; and "not adequate".

Even though a few teachers indicated that trainers needed to be better prepared, the dissatisfaction with in-service training as currently provided seems to be its dissociation from what teachers perceive as their real needs. It is true that our sample was quite modest and that generalizations cannot be made based on such a small sample. However, when 99 percent of interviewees in schools located in all departments in the country say the same thing in almost exactly the same words, one has to listen carefully.

As a result of the above observations, some assumptions about what teachers want, expect and need from the training programs emerge. For one thing, they want hands-on training experiences. They want to learn how to develop instructional materials that can enhance their teaching – student-made posters, teacher-made materials, rock collections to teach size and relationships, and so forth. They want to learn how to utilize everyday materials that are readily available to help students learn concepts better. They want to know how to transform materials that are discarded – newspapers, plastic cups, cans – into learning tools.

Furthermore, they want to learn how to teach effectively in order to increase student understanding of complex concepts – fractions, spacial relationships, for example. In one classroom observed it took a teacher 15 minutes to draw a ruler on the blackboard in order to teach fractions, all the time complaining that she had no ruler. In the meanwhile, students were talking, watching the teacher, and staring into space, wasting precious learning time.

In contrast, at another classroom, a teacher stood in front of the class and, after giving each student a piece of used paper, started giving instructions, "Fold your piece of paper in the middle; now divide it into two; how many pieces do you have now? Place one half next to the other half, what do you have now? Now, divide each piece into two..." With this simple but effective strategy, the teacher was able to give a lesson on fractions that students had no trouble understanding.

School principals base their own opinions of the training program on opinions expressed by teachers upon returning from it. They perceive training as being theory-oriented without enough hands-on activities. However, regardless of the content of the training programs, principals see training as a very positive experience for their teachers. The

most noticeable change, they reported, was in teachers' attitudes. Principals also reported noticing changes on how instruction was conducted after training.

They observed that teachers are more motivated, more creative, and more apt to experiment. Also, they make use of group work, some sit students in circles, vary their techniques more, and encourage students to participate more and be more active in class.

When asked to identify areas in which their teachers needed more training, principals mentioned math and assessment techniques as the two priority areas. Additional areas for training included language, health, environment, materials development, and teacher attitude.

Principals believe that if they are to provide their teachers with guidance, they also require training. Their priority areas for training are Planning and Student Assessment. Instances were mentioned of teachers asking for guidance and principals not being able to help for lack of appropriate training.

3.3.2 Conclusions on In-Service Training

A major accomplishment of the Project was that it put in place a training system which has provided workshops for a large number of teachers. The training obviously had some effect because the principals found that generally the teachers showed improvement after the training. The teachers indicate, however, that the training sessions could be improved, in that the sessions covered so much material in a very short time and tended to be more theoretical and less practical than they would have liked.

3.3.3 Recommendations on In-Service Training

Based on the above findings, the team makes the following recommendations in the area of in-service training:

- Evaluate all training sessions using a survey form for the participants plus incorporating the observations of a person with training experience.
- Develop less expensive teacher-training methods such as interactive radio, instructional television, or other long-distance methods.
- Informally establish in the Training Department a small "School Innovation Group" to experiment with unorthodox and non-traditional ways of conducting instruction – thematic units, teaching outdoors, etc.
- Select 10 or 15 exemplary practices and include them in-service training.
- Make the training directly and specifically applicable to the classroom situation by having teacher-trainers who are skilled in the instructional technology.

3.4 The CAPS-SABE Training Program

3.4.1 Introduction

The Central American Peace Scholarship Program has been a major USAID training program for years. It always included teachers among the professionals it sent to the United States for this innovative program to motivate leadership potential.

The AED team was asked to recruit 150 people for CAPS in support of SABE Project goals. The groups were to be made up of two teachers and a principal from a school, plus eight supervisors, three leaders from the MOE's teacher training office, three from the MOE's curriculum office and six from the regional teacher training offices. They were sent to three centers in the U.S. for six weeks of training and, when they returned, had two weeks of follow-up training back home.

The concept of the Project is that after the training they could serve as an example to the other teachers and expand what they learned in their schools, which would become demonstration centers. By the beginning of May of this year, the centers were equipped with selected visual materials. During the next three months, their classrooms are to serve as examples of good learning environments and those who were trained would be ready to reach out to other teachers in their school. By August, they are expected to start reaching teachers in other schools.

After the participants returned, the project selected eight of them as coordinators – three in the Eastern Region, three in the Central Region, and two in the Western Region. The MOE training office decided to use these coordinators for a large in-service training workshop. Although the coordinators are regular MOE employees, they are on leave and assigned to the CAPS-SABE Project. This caused considerable discussion as to how the coordinators could be used for the MOE workshop. Before the matter could be resolved, it was too late for them to participate in the workshops.

3.4.2 Findings on CAPS-SABE

Since that time a move has been made to establish a proper relationship between the activities under the CAPS-SABE Project and the teacher-training office of the MOE. The problem was that CAPS-SABE expected the returned participants to volunteer their services, but with the low level of salaries, the teachers often must supplement their salaries with a second job. The MOE now recognizes this by making a provision for the returned participants to be paid when they do an extra task.

The MOE cooperated with the project but regarded it as being very expensive. MOE was not certain the expenditure was the best way to improve instruction here.

The incident shows the need when planning a project to have as specific a plan as possible. The plan should show how the gains of the project are to be absorbed so as to become an integral part of the regular operations of the host government. Unless the activities of the CAPS-SABE Project are absorbed into the MOE's operation once the project funding has ceased, the gains under the project may prove to be ephemeral.

For February 1994, an evaluation was made by the MOE evaluation office (UACE). The returned participants met in groups to discuss what they believe they had learned from the experience. The study showed that the past training under CAPS-SABE had been successful in that the returned participants for the most part report that they learned a great deal. Observations of the returned participants also revealed in large part a change of attitude and behavior. Some of the participants did report that some of the components of the program were of limited value. It is hoped that the next cycle of the program will eliminate those especially since it is planned for four instead of six weeks.

In the second cycle, which is to start soon, the participants primarily will be supervisors. Several of the key leaders interviewed from the MOE, AID and AED emphasized that the supervision program must be upgraded before important educational reform will be really effective. Our observations confirmed this need very strongly. This next cycle of CAPS-SABE can be of key importance. This, however will not be the first time that attention was given to the improvement of the supervisory process.

Before the SABE Project started, a Condition Precedent was that an expert would help the MOE to develop a satisfactory plan and strategy for upgrading supervision. The SABE Project early on recognized this need. Two reports on supervision by SABE short-term consultants were examined by the evaluation. Neither of the reports showed an understanding of how the MOE defines supervision nor were realistic as to the supervision that was found is our field study. World Bank projects have also recognized the need to upgrade supervision, and consultants from these projects have made reports and a manual that may be of some assistance. Despite all their efforts, supervision still is in need of upgrading because it appears to be the area which must be effective if all the other interventions of SABE are to have major impact.

The importance of this second cycle of CAPS-SABE cannot be overemphasized. It must relate to the supervision of teachers as this is now occurring, and specific plans need to be made so that the training fits into a long-term strategy and process for improving supervision. We did not see such a strategy but hopefully it is being developed by leaders here who have a firm grasp of the present situation.

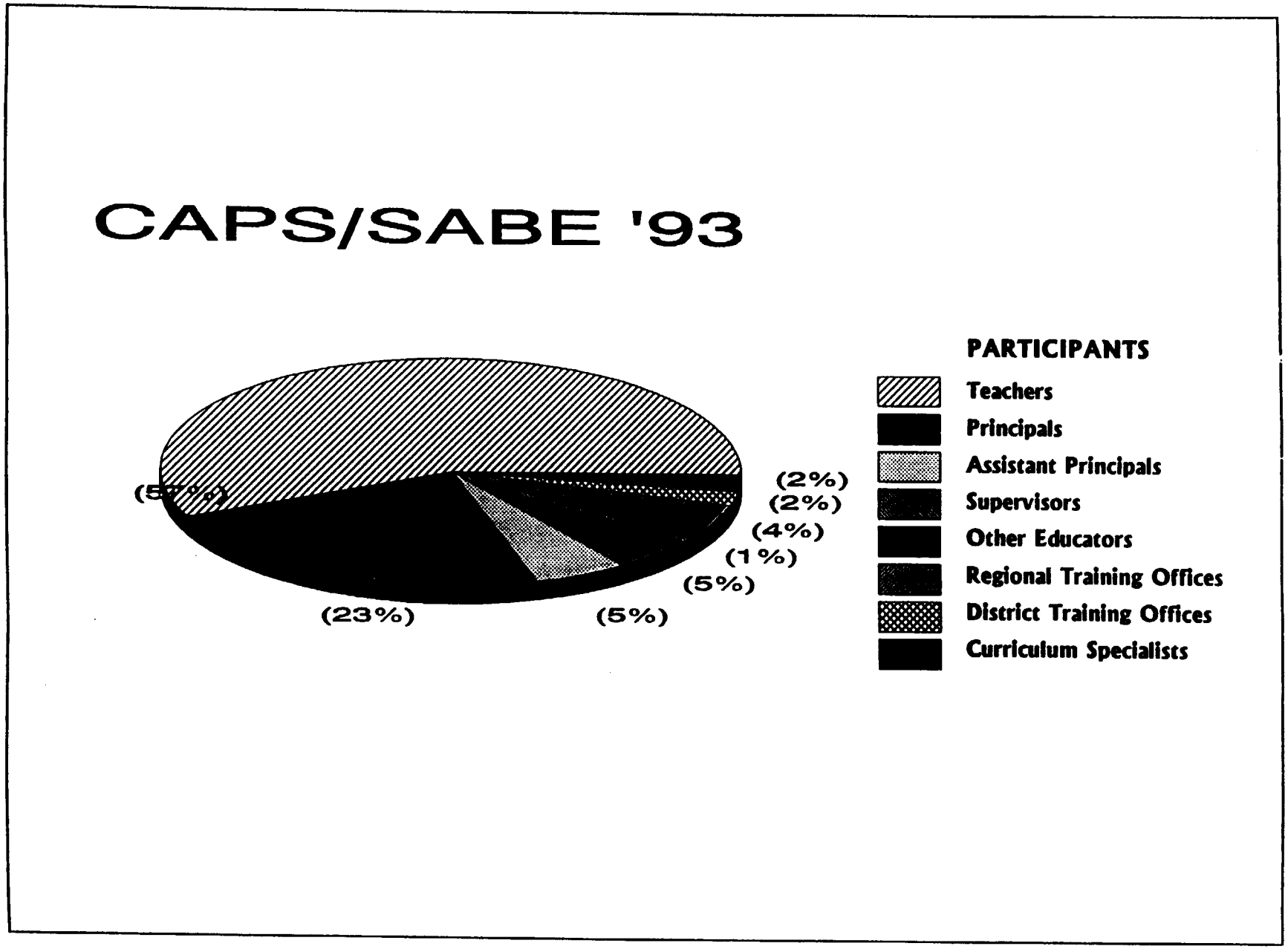
CAPS/SABE '93
(57%)
(23%)
(5%)
(5%)
(1%)
(4%)
(2%)
(2%)
PARTICIPANTS
Teachers
Principals
Assistant Principals
Supervisors
Other Educators
Regional Training Offices
District Training Offices
Curriculum Specialists

Figure 3.1

3.4.3 Conclusions on CAPS-SABE

Based on the above findings and observed conditions associated with the CAPS-SABE Project, the team reached the following conclusions:

- The CAPS-SABE Project was a special, short-term training program for 150 teachers and other MOE educators. An evaluation of the first phase showed it to be very effective but with a few suggestions for improvement.
- The program to give training a multiplier effect is on schedule and at this stage is showing positive impact.
- As a result of the first phase, a second phase is being implemented which is to emphasize supervisor upgrading.

3.4.4 Recommendations on CAPS-SABE

The following recommendations on CAPS-SABE are put forth:

- The AED Team needs to collaborate very closely with the MOE so that the project fits into MOE's teacher-training programs and objectives.
- The first phase of the project will need to be followed up closely so that the plans for the use of the returned participants are implemented effectively.
- The second phase for upgrading supervision must be worked out in detail with the MOE so that it becomes an integral part of their program to improve supervision.
- Continue the strengthening of the methodological strategy in the new model of training.
- Absorb progressively the recurrent costs of the project.

3.5 Educational Materials

3.5.1 Findings on Educational Materials

3.5.1.1 Textbooks

A major effort of the Educational Materials Unit was to produce books for the children to use. The Unit refers to these as *libros de apoyo*, or books to help the students learn. The books (Cipotes Collection) are on good paper with interesting color illustrations. They have soft covers.

In 1993, 265,000 copies of books for mathematics and 265,000 copies of books for language for the first grade were published, and at the end of the year 180,000 for the

second grade. In 1994, 158,000 language texts and 158,000 mathematics texts for the third grade were published.

In addition to the Cipotes books, in 1993 260,000 workbooks were printed for the first grade children and 75,000 readiness books for math and for language were printed for six-year-old kindergarten children.

During these years the unit produced from 2,000 to 5500 programs of study for teachers from kindergarten (ages 6) to the fourth grade.

The Interactive Radio Instruction required printed supplementary material, and this too was produced by the unit. These included teachers guides, song books, and a manual for the use of cassette players.

For the long distance training for teachers, four modules (7,000 to 22,000) were produced, and for instructions on the use of school libraries four modules were produced, 1,025 of each.

3.5.1.2 Utilization of Student Books (*Libros de Apoyo*)

In most classes observed, students had the new textbooks. In some classrooms activities that made use of the books were observed. In other classrooms, a variety of activities that did not require the textbook were taking place.

Understandably, the books are viewed as prized possessions by teachers and students. In most schools, books had been covered with plastic for protection and students were told often not to write on them. Both initiatives are laudable and meant to make books last longer. Teachers are well aware of their responsibility regarding the books and fear that if these books disappear they may not get others; however, having students take the book home has sound educational value.

When the new textbooks were being used, students seemed to enjoy working with them. When asked, they reacted very positively, "It's very beautiful," "I like it very much". Teachers confirm that students like the books and are very interested in the content. In most cases, teachers' instructions to students on how to utilize the books or other materials were clear.

In some cases it was observed that the books were still in the boxes in which they had arrived. When asked, principals explained that they were following instructions given by MOE. Books were not to be handed out to untrained teachers. Principals also reported that they had received specific instructions not to let students take books home.

Teachers are well aware of the SABE Project and they refer to the books as the "SABE books". The books have been extremely well received. With very few exceptions, teachers consider them adequate to their students' developmental stage and relevant to students' reality. Comments such as, "we had nothing before SABE"; "the books are beautiful"; "they are so colorful, the children love them"; "...much better than anything we've ever had"; and "very helpful" were heard repeatedly.

Most teachers are aware that the book is just one piece to support instruction, and they see the need for other instructional materials. They mentioned using a variety of ancillary materials that included rocks, leaves, sticks, seeds, pieces of wood, newspapers, cards, dictionaries, maps, books, teacher-made materials, student-made materials, etc. Teachers also report using the Program Guide and finding it very helpful, but still one common complaint was the lack of instructional materials.

Four teachers complained about having received the books as recently as May. Another five reported not having received any books. One teacher reported sharing books with an EDUCO teacher who had already received them. Understandably, not having books is upsetting, especially when the teachers had been trained and promised the books at the beginning of the school year.

Distribution problems are to be expected, however, and often occur at the initial stages in the implementation process of any new project. It is important to remember that the MOE did not have a systematic material distribution network prior to the SABE Project. The establishment of the distribution network is an important accomplishment of the SABE Project. Distribution procedures will be fine-tuned as they become routine.

Some teachers complained about not having sufficient number of books (e.g., receiving 24 books when they have 28 students in class) and how difficult it was to hand out books to all but three or four students who are made to feel like outsiders. At one school the interviewer was shown books that were falling apart and the principal complained about their quality, "Beautiful, but bad quality. How long are they going to last?"

School principals consider that the curriculum guides are good support materials, and are very well accepted by teachers. Books are perceived by principals as providing much needed motivation to teachers and students, attractive, and matching the children's reality.

3.5.1.3 Interactive Radio Instruction

The SABE Project has adopted for use in El Salvador a system of interactive radio mathematics instruction that has been successful for several years in other Central American and Caribbean countries. The program trained principals, supervisors and

teachers how to use the system and in 1993 distributed 2,996 radios to the same number of schools in 9 departments. In 1994, the program was expanded and additional teachers, principals and supervisors have been trained and 2,000 more radios have been received and are ready for distribution. Also, cassette players have been distributed to some of the schools so that the radio program can be taped in the morning when it airs, and be used again in the afternoon session.

The program has been considered successful and is now being used not only in the first grade, where it started out, but is now used in the second grade.

Site Visits

Six schools had the radio program. Of the remaining schools, some had received training but no radio, while others had received neither training nor radio. Their main complaint was that teachers are trained and promised the program, but as time goes by and nothing happens, a great deal of frustration results.

In two schools the signal was a problem. In schools that had the program, school principals and teachers considered it very helpful. At the Margarita S. de Wilson school in Sonsonate, a second grade teacher was observed working with the radio program. Because no material had been received, she had prepared her own. At the same school, the grade 1 teacher tried unsuccessfully to locate the radio signal for the program.

At the time of the visits, MOE was initiating the transmissions for grade 2 only in 9 departments, and the broadcasting was done through Radio Nacional which had reception problems. Evaluation has since learned that the problem has been solved by transmitting on Radio Monumental. The teacher for grade 1 could not locate the broadcast because they had not yet begun for that level of instruction.

3.5.1.4 Other Activities and Equipment

Pedagogical Centers are part of the educational materials unit's efforts. These centers have been in existence for some time. They are at present dedicated to the preschool/kindergarten level, but plans have been made to extend them to grade 6. Initially there were three centers, one in each region, under the supervision of the regional office. The long-range plan is to create 14 of these centers, one for each department. Currently there are nine centers in the country: four in the east, three in the central, and two in the west. It was reported that recently they have started coordinating the efforts of these centers with the training centers established by the training unit. This coordination has been confirmed in the training unit's national training plan.

The equipment needs of these centers were established by an assessment. The intention is to provide the same equipment for all 14 centers. Two of the primary functions of the Pedagogical Centers are to train teachers in making educational materials, and to lend different supplies such as audio-visual equipment and other materials.

A second activity planned is the establishment of a specialized library for each of these centers. The plan is to provide each of the 14 specialized library with 400 book titles. This activity is also part of the plan of action for 1994.

It is noteworthy that the educational materials unit and the training unit are collaborating in planning and providing training to the clients of these centers.

3.5.2 Conclusions on Educational Materials

Based on the above findings, the following conclusions on educational materials are offered:

- The Educational Materials Unit has turned out a large number of students' books, teachers' guides, and other supplementary materials. The Cipotes books to assist the students' learning are colorful, adapted to the needs of this society, and correspond to grade level objectives. The books are favorably viewed by both teachers and students. The only complaint received by this evaluation was that in some cases the glue was not holding.
- The fact that the books have soft covers limits their number of years of service.
- The books are free from a gender basis except for the pictures of political leaders, and they are all men. With leaders in the MOE being women, having their pictures would present good role models for girls.
- The books contain appropriate materials for teaching the children to appreciate the environment and to develop healthy living habits and close knit families.
- At the bottom of the pages in some of the books, are suggestions for interesting supplementary activities to enrich learning.
- The books for teachers were considered very helpful by their recipients. The programs of studies, while helpful, are printed on newsprint paper and not especially attractive. Hopefully, when the curriculum has been validated, teacher materials will be as attractive as those for the students. The teachers' guides for the Interactive Radio Instruction have a colorful cover, good paper and interesting illustrations. They are also arranged in a lesson-by-lesson format so are very user friendly and easy for the teachers to use.
- The Pedagogical Centers are rendering effective assistance, especially since the materials unit and the training unit are cooperating in presenting services to educators.

3.5.3 Recommendations on Educational Materials

Based on the above-cited findings, the team recommends the following:

- For teacher materials, use the format of the Interactive Radio Instruction Teachers Guides so as to make the material more interesting and easier for the teachers to use. The Interactive Radio Instruction teacher guides are very specific, using a lesson-by-lesson concept. This makes them "teacher friendly." Books for the teacher should be as eye-catching and interesting as those for children.
- The Pedagogical Centers should be expanded to include activities at least up to the sixth grade.
- Those who prepare the materials should remain ever vigilant that they do not have any gender bias, that they teach the children appropriate grade level material on avoiding drug abuse, and promote healthy living, family values, and an appreciation of the environment (within the parameters of the role of the schools).
- All the Cipotes books should have suggestions for enrichment activities, preferably at the bottom of almost every page.
- Review distribution procedures to identify weak links and ensure that sufficient books are in school when classes start. With each book delivery, include a safety margin of 10% to avoid cases where discrepancies between the MOE figure and actual school figures cause students to be without books.
- Coordinate the training and the book distribution efforts so that in-service training is followed by prompt book distribution.
- Recheck the quality of book binding to make sure that the instances of books "falling apart" are not repeated.
- Allow students to take books home.

3.6 Evaluation and Testing

3.6.1 Introduction to The National Achievement Testing Program

One of the critical features of an effective educational evaluation system is the assessment (in measurable terms) of student progress. Educators have begun to see clearly the integral link between educational practices, the measurement of their effects, and the utilization of results for instructional improvement. In the educational scenario of the 1990s, there is a clear thrust towards employing test results as an intervention that might improve teaching and learning, and as catalysts for the improvement of an educational system. This philosophy underlies the inclusion of "a functioning national achievement testing system geared to subject matter and grade level" (Project Paper,

1989), as one of the strategies selected to guide the SABE Project towards the achievement of its objectives.

Students are a first group of beneficiaries of a testing program. The information yielded would help determine the students' strengths and weaknesses, the establishment of grade-level standards so that assessment of student progress is uniform, and clarification of curriculum objectives to ensure that the appropriate content is being learned.

A second group of beneficiaries are the teachers who would have information to enable them to make instructional decisions, provide remedial instruction, and teach towards those skills that students will be asked to demonstrate on the test.

Parents constitute a third group because they will also benefit from knowing the skills their children must acquire to do well on the test and, given the proper guidance, select activities to be done at home that provide extra time-on-task for their children.

A fourth group of beneficiaries would be the administrative officials at the MOE. Currently, key decisions regarding curriculum and in-service training, for example, are being made without reliable information about student learning. Effective planning and policy decisions related to the educational system in El Salvador must be based on credible information about performance levels of primary school children. Such information would be useful in setting priorities for teacher training and allocating funds to areas of greatest need.

3.6.2 Findings on Evaluation and Testing

The first two years of the Project saw a number of attempts – and failures – to start the testing program. While some test development activity was initiated prior to the SABE Project, very little had been accomplished. There was an urgent need for nationwide standardized achievement tests to measure student progress and to provide feedback to regional and national planners, schools, and parents, and to ensure uniformity of standards.

Early in the SABE Project, implementation development of a set of K-2 tests had been started, led by Colombian consultants. When the replacement for the AED testing and evaluation specialist arrived in October 1993, the process had been stalled. Close examination of the tests showed them to be inadequate. Biased items and mismatch between curriculum and test items were also noticed. Because the SABE Project needed baseline data to assess its progress, it was decided to revise the items and administer the tests, even though by now a new curriculum had been developed. The rationale was that

since the new curriculum had not been fully implemented, the instruments could be used to collect baseline data since test scores would still reflect a pre-SABE situation.

These tests were administered in June 1993. Had results been analyzed promptly, they might have informed the development of the new curriculum but the Curriculum Department Evaluation section had neither the expertise nor the computer capability to do so. Both the Management Information System Department at the MOE and the new Evaluation Unit (UACE) were approached but neither could undertake the task. In the meantime the curriculum development effort continued without the benefit of test results. Only in May 1994, one year after test administration and with a new curriculum in the implementation phase, was the MOE able to contract with a consultant from Central American University (UCA) to analyze and interpret test results. That work should be completed by August 1994.

It is important to note that, as late as November 18, 1993 (two years after the start up of the SABE Project), the evaluation report by the long-term advisor in Curriculum for the SABE Project clearly identified the need to "initiate a testing program" and stated that the "...MOE and the SABE Project need baseline data to compare the impact of various project actions on student classroom learning." The responsibilities for not having a testing program fully in place at this late date must be shared equally by AED and the MOE.

Recognizing the urgent need and responding to USAID's pressure, AED moved to sub-contract the test development effort to the Intercultural Center for Research in Education (INCRE). The sub-contract was signed in December 1993, and the formation of math and language test development teams began on January 31, 1994.

Tests for grades 3 and 4 were developed and field tested during the months of February and March 1994, printed in late March, and administered in April 1994. Test results, as well as data on learners' variables, are currently being analyzed at INCRE and results and interpretations will be presented in June 1994.

3.6.2.1 The Test Administration

Tests were administered from April 13 to April 21, 1994 to 106 (minimum sample of 80 sections per test had been established) sections per test out of a population of 6,006 sections in grades 4 and 5 nationwide representing 1.8% of all grade 4 and 5 sections. A total of 3,046 fourth and 2,889 third graders were tested in 14 regions of the country. The sample included urban, rural, and marginal schools.

Nineteen teams were formed to administer the tests nationally: four in the Western, ten in the Central, and five in the Eastern region. The teams were formed by two test administrators, one observer, and a representative of the regional office of the MOE. A day-long training session attended by members of the Curriculum Department evaluation section, was held in each of the regions to familiarize teams with the test administration procedures, the test manuals, and all necessary materials – test booklets, answer sheets, observation forms, etc. Transportation was provided by the MOE in collaboration with regional offices. Test administrations proceeded very smoothly, and there were no flaws in either transportation or test security.

All test booklets were returned by the regional offices. Test answer sheets and observation forms were shipped to the Intercultural Center's office for scanning and scoring. From the week of May 9 to the week of June 13, the Intercultural Center is conducting the analysis of data and preparing the statistical and written reports to be submitted and the presentations to be made to the SABE Project and to the MOE. During the week of June 20, results of tests will be presented by INCRE in El Salvador. Meetings and workshops are scheduled during that week to present the final report.

A review of the SABE Project's and pre-SABE's documentation conducted during this evaluation shows that testing in any standardized fashion had been almost non-existent in the operation of the MOE. Understandably, at the start of the SABE Project, the MOE may not have been fully committed to and neither saw testing or evaluation activities as a priority area. There was no evaluation culture at the MOE and the place occupied by research and evaluation in the MOE organizational chart shows this clearly: a small staff in the Curriculum Office with no channels of communication to other MOE departments, and without the leverage to make its own decisions regarding what and how to test or to whom communicate the results.

The staff of the Curriculum Department Evaluation section lacked the technical expertise to develop and implement a national testing program. The high turnover of AED staff during the first 18 months of the project was a factor that caused a project with an October 1991 start-up date reach December 1993 without one of its critical features in place – the testing program or baseline data to describe students' level of achievement before they experienced the SABE Project's processes.

While, in this case, the informational needs of SABE Project could be clearly identified as the collection of baseline data to allow future comparisons to assess the impact of the project, MOE's informational needs were much more complex.

First, data on student achievement that could inform the development and subsequent revisions of the new curriculum were desperately needed but not available. When

available, they were pronounced unreliable by many. The most relevant and carefully developed curriculum will not affect students' gains without reaching acceptable levels of implementation, but information on levels of curriculum implementation in the various regions and schools was vague. Because curriculum is a multifaceted concept, information was needed on the effects of various strategies utilized by SABE Project: the *canasta básica*, the impact of interactive radio program and of other programs conducted at or by the MOE with or without the SABE Project.

Since curriculum implementation is tightly coupled with staff development, diagnostic data to guide staff development activities, information on in-service training initiatives, their relevance to teachers' needs, and their impact on instructional practices, were also needed. In addition, information on the performance of supervisory and regional office personnel was essential in order to assess how well individuals and offices were playing their assigned roles in the educational effort.

Cutting across all these areas was the need to establish mechanisms to facilitate communication within the MOE so that information could flow easily and be shared between and among the various departments, from the MOE to the regional offices, and from the regional offices to the schools and then back to the MOE.

In SABE's Project Paper, the establishment of the national achievement testing program in grades K - 6 was viewed as a critical feature of the project. It was anticipated that the information gathered as a result would be crucial to the understanding of how well and what students learned and of the various factors related to curriculum implementation, teacher training and performance, and supervision. By measuring student achievement at certain intervals, one would be able to make comparisons regarding the effectiveness of the revised curriculum and of the instructional program implemented in the schools.

Criterion-referenced tests were recommended because the tests needed to document student achievement of a well-defined set of objectives but at the same time be sensitive to instruction (e.g., as levels of curriculum implementation rose and instructional practices improved, one could hypothesize that test scores would increase).

In order to find out what type of tests were developed for the National Testing Program, the technical and descriptive materials accompanying the tests were examined to see how items were developed, the test validation process, the results of item analysis and the types of decisions made based on these results, and what constitutes the basis by which the tests' scores are to be interpreted. Performance on a criterion-referenced test is interpreted in relationship to a well-described class of skills, or learning objectives not in relation to the performance of other students. In a very real sense, interpretations are made relatively for norm-referenced tests and absolutely for criterion-refereed tests.

3.6.2.2 Evaluation Section of the Office of Curriculum

Under the Office of Curriculum is an evaluation section. Its primary responsibility has been to validate programs of study, and to make studies on the needs of children in basic education, with the help of the Intercultural Center for Research in Education, it administered the testing program detailed in the previous section.

3.6.2.3 The Unit to Analyze Educational Quality (UACE)

Although the MOE has made some program evaluations such as those of teacher-training programs, systematic evaluation activities were not taking place at the MOE as the SABE Project started. However, there were a number of isolated funds attached to various SABE's initiatives that needed to be evaluated. One major achievement of the SABE Project was the consolidation of these funds and the creation of a new unit to handle program evaluation and address the additional evaluation needs of the project.

After extensive discussion of the SABE Project's and of the MOE's informational needs, the Unit for the Analysis of Educational Quality (UACE) was established independently of the Curriculum Department. Because the possibility of adding new staff was practically non-existent, the unit was made up of one of the technicians of the Curriculum Evaluation section and staff from other departments (Planning, Curriculum, Training, Educational Materials, and Supervision) to form a nine person interdisciplinary team. The new Evaluation Unit (UACE) was created to function as an advisory body to the Vice Minister for the establishment of educational policy was to address the specific program evaluation needs of the SABE Project and, in a broader sense, the evaluation and informational needs of the MOE.

Because of the demands of the SABE Project, in its first six months of activity the Evaluation Unit focused on two evaluation strategies:

- It conducted discrete program evaluations, for example, the evaluation of the *canasta básica*, of the Interactive Radio Instructional Program (IRI).
- It supplied the MOE, USAID and AED with "quick data on request". The rapid observation evaluations, collected and analyzed data gathered as a result of observations during very short trips to the field.

The results of the second strategy cannot be generalized given the lack of representativeness of the sample. They simply serve as a snapshot of phenomena that must be confirmed by further studies. The lack of a master plan within which to conduct evaluation activities resulted in a fragmentation of effort and, to date, the Evaluation Unit has had little impact on other MOE departments. It also delayed what may constitute its

most relevant mission: the broad evaluation of the quality of education in El Salvador and the management of reliable information needed to achieve this goal.

The Evaluation Unit had a number of obstacles to overcome some – external and others of its own doing. First, at the outset of the SABE Project activities, the culture and the structure of the MOE was not one to accept the free flow of evaluation information easily. The channels of communication between the Evaluation Unit and other departments simply did not exist and were not created. Much progress has been made since then and there is now a MOE evaluation policy clearly expressed by the Vice Minister both in her first public presentation (CENITEC Conference, June 6, 1994) and to the evaluation team on a subsequent meeting on June 7. On both occasions, the Vice Minister expressed the commitment to "open spaces for evaluation" and to utilize evaluation information for the improvement of the educational system.

Second, the Evaluation Unit was placed high up in the MOE organizational chart and, at first, saw its mission, as described by its director, "to provide the Vice Minister with evaluation results to inform the establishment of educational policy." This tended to defeat the purpose for which it was created: that of providing feedback to all concerned with the improvement of the educational system. The initial perception of its role not only disconnected the Evaluation Unit from other MOE departments, but also reduced its effectiveness. The Evaluation Unit has since then retraced its steps and redefined its mission to the larger role of secondary feedback to the entire MOE.

Currently, it is working on the development of the evaluation model that will serve as the cornerstone of an on-going evaluation system for the MOE. The evaluation model was developed though a series of working meetings with executive staff at the MOE and with AED staff. This model has the characteristics described below:

- Rather than conduct independent, serial evaluation studies as it has done so far, it will adopt a web-like approach and conduct interrelated evaluation studies in order to profile the whole – the Salvadoran education system. The evaluation effort will use as organizers the following units: the school, the teacher, the student, the community, the school director, and the supervisor.
- It will constantly look upon itself critically in order to incorporate factors that evolve from the context – government and MOE policies, national priorities, population demographics, among others.
- Evaluation information will be provided promptly to all involved in the educational endeavor with views of improving the quality of education in the country, thus enabling the MOE to be pro-active rather than reactive anticipating problems and seeking alternative solutions.

3.6.3 Conclusions on Evaluation and Testing

Based on the above findings, the team arrived at the following conclusions in the areas of evaluation and testing:

- The policy regarding the role to be played by testing and evaluation in the improvement of basic education in El Salvador is neither as clear now nor as well emphasized as it should be.
- Administering tests to all grade levels each year is very costly so may not be sustainable, but the costs can be kept to a manageable level by administering the tests only to third and sixth graders.
- Evaluation is the key step in the process of validation of the curriculum and is guided by determining the need of teachers, students and parents.
- The division of evaluation tasks between the Unit to Analyze the Quality of Education (UACE) and the Evaluation Section of the Office of Curriculum tends to dilute and limit effective evaluation.
- The level of awareness of other MOE departments regarding research, testing and evaluation is low. In large part this is caused by the limited communications between the evaluators and the other departments. The costs cannot be justified unless the results are used to improve the education of the children. The data must be in a central depository where it can be easily accessed.
- After a slow beginning, the national testing program is being implemented well and should result in producing baseline data which can be used in measuring the progress from the SABE Project.
- Parts of the testing program are highly specialized such as the analysis of the data. The country has the expertise to do the research and evaluation in universities and research organizations.
- The managerial, technical and interpersonal skills of the evaluation staff need to be strengthened if an evaluation unit is going to play the significant role needed.

3.6.4 Recommendations on Evaluation and Testing

Based on the above findings, the team recommends:

- The commitment of the MOE to the use of tests and evaluation results should be stated as the public policy of the Ministry. This commitment then should be translated into a policy and concrete actions.
- After the validation of the second cycle programs, the testing program should be limited to reduce costs. A reasonable program is to test just the third and sixth grades with a language test one year and a math test the next.

- Evaluation regarding the needs of the teachers, students, and parents must be a continuous process in order to validate the curriculum.
- The MOE should have just one organization to do the testing and evaluation. This has to be a service organization which, in addition to validating the curriculum, can provide feedback to the entire MOE for the overall improvement of the educational system.
- The MOE should conduct a marketing campaign to sensitize MOE's staff to testing and evaluation issues and how they relate to the improvement of education. The campaign should include formal and informal meetings with all the MOE departments, discussion of its role, articles in the magazine *Horizontes*, brief informational sheets of "what we can do for you" type directed to other MOE departments. The Evaluation Unit must be perceived as a service provider to the entire Ministry. The information and data must be put in a repository to which the whole Ministry has easy access. The data must be in a form that is easily usable by supervisors, principals and teachers as well as to the MOE officials.
- The collaboration of Salvadoran universities and research institutions should be enlisted to ensure the continuation of the testing program. Because the management of the testing program would reside with the MOE, the organizational and administrative capability of a Ministry Evaluation Unit would have to be strengthened. The communication lines between the MOE and other participants in the testing program would have to be established and maintained in a clear and well-delineated manner.

  All institutions and organizations mentioned above, would benefit directly from their participation in a large-scale, national program. This would provide them with the opportunity to provide practical training for their staff and for senior-level students. Such experience would create a stronger and more credible program in research, testing, and evaluation.
- The Evaluation Manual should be revised. This revision should be done with considerable input from teachers and school administrators. The evaluation manual should be practical and user-friendly.
- With the Evaluation Manual as a training tool, MOE evaluators should make arrangements to train school principals in preferred techniques to assess students. Manual in hand, school principals would, in turn, train their teachers in its utilization for on-going assessment of student achievement.
- Identify the specific training areas and modes needed by staff and make arrangements for training. For example, the current head of the Curriculum Department Evaluation section has been working alongside with Intercultural Center staff on the implementation of the testing program. She now possesses expertise on test development and administration and will be a very valuable asset. She should continue managing the National Testing Program but also receive training in areas such as program evaluation, and specifically in contract

management so that, when SABE Project ends, she will be able to manage the National Testing Program. After a diagnostic of training needs, an organization such as the Foundation for the Educational Development (FEPADE) would be able to design a specific training program with effective techniques to improve communication skills of staff and prepare them to work collaboratively with other MOE departments.

- It is essential to design an overall plan of evaluation for the life of the Project, 1994-1998.

4. Component II - Basic Education System

4.1 Introduction

The primary question that has been at the base of this inquiry is the degree to which the SABE Project has been meeting the objectives of Component II. This particular section is limited to a review of the major functions encompassing decentralization, supervision and school/community relations efforts.

This sub-component is considered the action plan part of the SABE initiative. It is designed to bring together the various Ministry entities as a means "to agree upon and design a consolidated action plan" (33:12). In 1992, the MOE's final action plan was approved by the Secretariat for External Funds and oversight of this component was granted to the Educational Administration Committee (CAE). Since then, SABE has engaged in a number of activities whose purpose has been to enhance the participation and effectiveness of those in the Ministry, teaching ranks and other stake-holders (parents and community members). Through such endeavors, it is expected that the MOE will create a process of administration that will permit SABE goals and objectives to be realized; improve the effectiveness of the three regional Ministry offices; establish a system of supervision, and devise a plan for the involvement of parents.

4.2 Decentralization

Officially, MOE decentralization efforts have been around since 1982. In that year, a new organizational structure was put in place that included the establishment of three regional offices and sub-regional offices. In addition, the system of *núcleos educativos* was introduced and later replaced by districts. At that time, the goals and objectives of decentralization were to:

- Consolidate the socioeconomic reforms.
- Include communities in the decision-making process.
- Adapt the curriculum according to locality.
- Reorganize the geographical boundaries.
- Delegate and decentralize educational services.
- Maximize the use of human and financial resources.
- Establish a working relationship across the various levels of government.

In 1991, the arrival of EDUCO reinforced the concept of decentralization. This was precipitated by EDUCO's goal to extend services directly to the local levels thereby forcing the MOE to take a serious look at its state of decentralization. Consequently, the Ministry acknowledged that:

- Quality and extent of services are insufficient.
- Educational centers do not have any authority or autonomy.
- Participation by the community is still lacking.
- Personnel staffing policies are inefficient.
- Administrative rules and procedures are cumbersome.
- Promotions are centralized at the national level.

4.2.1 Findings on Decentralization

Pursuant to recognizing some of its organizational and structural weaknesses, the MOE is currently considering a two-phase plan. This proposal is designed to gradually pass on major responsibilities to the regions, departments, districts, and educational centers. Full realization of this endeavor would take until 1998.

The objective of this new plan is to "modernize the educational endeavors, making them efficient, decentralized and participatory, in order to contribute to a better quality and equity in the delivery of services". What is being proposed appears to be a very aggressive approach to decentralization. The principles undergirding this plan are:

- Education centers should be responsible for the delivery of educational services.
- The private sector should freely participate in the education enterprise.
- Municipalities should participate in the management by coordinating and supporting the local efforts.
- Management at the local level should be supported by specialized personnel from the departmental level.
- The MOE should maintain responsibilities for setting national standards and for general coordination.

Eventually, it is the purpose of this proposal to pass on the majority of functions directly to the municipalities, departmental offices, district offices, and educational centers. In the process to accomplish this decentralization effort, the sub-regional and regional offices would be eliminated. Responsibilities, such as finances, evaluation of supervisory personnel, planning, management, and personnel, would be passed down to the lower levels of administration.

As a means to better understand the efficacy of the decentralization efforts, a series of questions were devised and presented to the different parties interviewed. The questions were categorized into such topics as clarity of plan, degree of effectiveness of decentralized functions, and progress in administrative decentralization. Responses to this array of questions together with the site visits and review of documents served as basis for the conclusions that follow.

4.2.2 Conclusions on Decentralization

The present system of decentralization appears to be very inadequate. Through interviews and site visits, one gets the impression that current decentralization practices are just another bureaucratic structure that must be overcome in order to get anything done. In some cases, teachers felt that decentralization was a major obstacle in having their voices heard where it really counted. Some spoke of passing concerns to the director and not ever being sure that their message was getting to the right party. Some directors expressed the concern that too much was still controlled by the regional and central offices and decisions that needed quick turnaround time were often delayed or never addressed. To some extent, similar concerns were expressed by district supervisors and regional office personnel. The impression given was that the current system of decentralization was highly inefficient.

A review of the decentralization efforts would suggest that it was not a very effective system. Aside from some of the changes that were provoked by EDUCO, the system has basically remained unchanged and unchallenged since 1981. There was little, if any, evidence that the training and personnel functions were operating at ideal levels. In fact, those seemed to be the source of morale problems with teachers, principals, and supervisors. One aspect of the decentralization effort that brought much support was that of the District Education Funds. In this case, teachers, directors, supervisors, and regional personnel expressed enormous satisfaction with this program. It was a source of pride and one that brought satisfaction. On several occasions, the comments were "we proved that we know what we need", "we can be trusted to carry out certain duties", "it challenged me to work harder", "we can be trusted with money", and "it helped bring the community together".

The area of decentralization is very complex and cuts across every facet of educational administration. Over the dozen years that have passed since the initiation of the last decentralization effort, much has happened in the country. The school population has grown tremendously and the peace accords are now in place. This has resulted in a vastly different set of circumstances and needs. Such changes require adjustments in the delivery of educational services in order to be efficient, efficacious, and equitable. From all indications, the present system of decentralization is not meeting the needs of the professional and client communities. More recently, the Ministry is currently reviewing a new plan for decentralization. It is one that attempts to bring together a wide spectrum of services directly to the department and district levels. The nature of this proposed organizational structure is intended to forge a comprehensive delivery of educational, social and health services in conjunction with the municipalities. In addition, the plan also calls for the elimination of the regional and subregional offices.

Many of the operational details related to decentralization did not appear in the document that was available to the evaluation team, "Proposal to Decentralize the Educational Service" of March 1994. That document attempted to harmonize the proposals to decentralize by department and by *municipios* and was the joint effort of the Ministries of Education and Planning.

More detailed information on the mechanisms and strategies to be implemented is included in the Implementation Plan of Decongesting, Decentralization, and Regionalization of the Ministry of Education and its Administrative Improvement (*Plan de Implementación de la Desconcentración, Decentralización y Regionalización del Ministerio de Educación y de Mejoramiento de su Administración*). A draft was completed in January. A second version is still pending due to the delay in the creation of Departmental Offices of Education, which is a key aspect of the reform. The document includes a discussion of how the various functions of the MOE would be transferred to local jurisdiction.

4.2.3 Recommendations on Decentralization

Based on the above findings, the evaluation team recommends the following:

- The MOE shall actively pursue the initiation of the new proposed program for decentralization. It should respond to concerns such as:
  - the need to eliminate bureaucracy;
  - the need to bring services closer to the teachers;
  - and the need to better and more directly serve the community.
- In the effort to promulgate decentralization, attention should be given to such factors as:

- realistic time frames for accomplishing designated tasks;
- appropriateness of training to prepare personnel to assume new and different responsibilities;
- information dissemination regarding the new organizational structure;
- modernization of equipment to maintain accurate, timely and useful records;
- qualifications of personnel to assume decentralized leadership positions.

Decentralization has to be more than a structural and organizational change in order to be successful. It must, ultimately, impact the basic belief system of those who have been entrusted to carry out the mandate.

4.3 Supervision

In the early 1980s, the Ministry recognized that its highly centralized structure was an impediment in its ability to respond to the educational needs of the community at large. As a result, the program of decentralization was introduced. Within this structure, regional, subregional and *núcleos educativos* were established; supervision became an integral part of this process. In this new configuration, supervision was marginalized and the supervisors were poorly trained and equipped to carry out their functions. In response to this dilemma, the General Education Law, Article 88, was passed.

This particular law defined supervision as follows:

> Educational Supervision is a technical and administrative activity dedicated to improving the functioning of the institutions and to the development of the other elements which made up the educational system.

Subsequently, this provoked the Ministry to begin to operationalize supervision at the conceptual level. Under the leadership of the National Director for Supervision, this function was further defined by attributing to it certain characteristics, basic principles, and objectives. Additionally, the system of *núcleos* was eliminated and the notion of district supervisors was installed.

The present organizational structure is as follows below (Fig. 4.1):

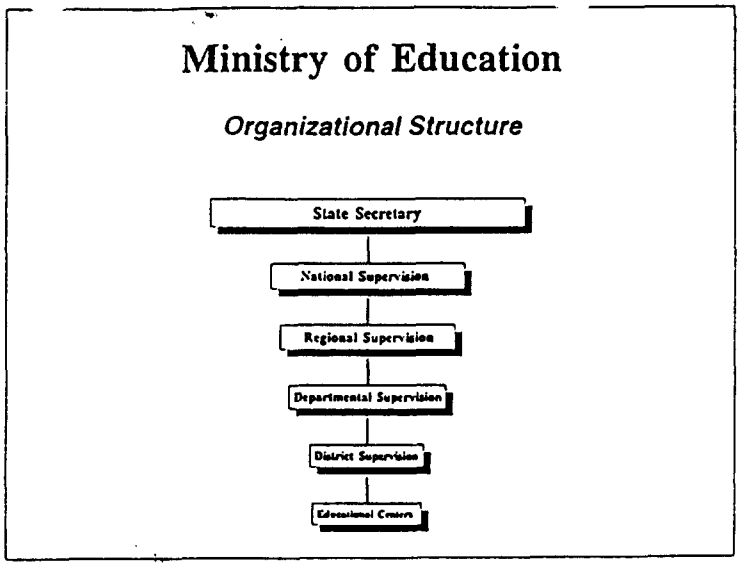

Figure 4.1

4.3.1 Findings on Supervision

There are, in all, three regional offices (central, west and east), 14 departments across the three regions and 2,210 districts within those departments. At present, there is one supervisor in each of the districts. They are supposed to be the links ("eyes and ears") to the Ministry and the immediate superiors to the school principals.

According to the Operational Manual No. 1 y 2, a supervisor should:

- Be a graduate educator (Teacher II or III).
- Have a minimum of 5 years professional experience, with a maximum of 20.
- Pass an aptitude course in supervision.
- Have a global overview of the educational system and a specific view of the new focus of educational supervision.
- Know, interpret and apply the policies and technical administration norms of the MOE.
- Have the desire and the capability to conduct productive school visits.
- Be accustomed to defining goals and implementing strategies to attain them.

With this particular profile, the supervisor is expected to:

- Conduct a socio-cultural profile of the community.
- Provide technical assistance to the directors.
- Evaluate teaching personnel.
- Process request for resources from the schools.

- Participate in the formation and design of evaluation protocols for projects and programs.
- Maintain district statistical records current.
- Coordinate training for directors and with other specialists.
- Prepare monthly reports.
- Utilize new supervision strategies

Throughout the last four years, many documents were produced that addressed the topic of supervision. Some of the most prominent include:

> *Informe Final de Consultoria sobre Elaboración de un Plan y Estrategias de Consolidación de la Supervisión Educativa Nacional*, Dr. Walther Gandara, Noviembre-Diciembre 1990.
>
> *Observación del Desempeño Personal de Supervisión Educativa y Directores de Centros Educativos*, Dr. Hernan Navarro Leyes, Julio de 1993.
>
> *El Supervisor de Distrito en la Acción Supervisora*, Manual Operativo Nos. 1 y 2, Ministerio de Educación, Dirección Nacional de Supervisión Educativa, Mayo de 1992.

It is not uncommon to find a section or some reference to supervision in many of the documents circulating within the Ministry.

The primary questions utilized to address this particular function encompassed such topics as training, roles, responsibilities, policies, and effectiveness. These themes were broached with teachers, directors, supervisors, regional personnel, and Ministry representatives. Throughout the inquiry process and across the spectrum of interviews, a pattern of common concerns began to surface.

The consensus of opinion among those surveyed with regard to the training program was:

- It was too theoretical.
- There needs to be more emphasis on practical applications.
- More focus is needed.
- Some trainers could be better prepared.
- Materials are sometimes not available.
- Should be more opportunity for input.
- Should be more creative and imaginative program design and implementation.

Roles and responsibilities of supervisors (responses from supervisors, directors, regional office personnel) are viewed in the following manner:

- Need more feedback.
- Need more time to visit schools thoroughly.
- Too much paperwork.
- Lack of sufficient authority and control.
- Duties required go beyond supervision.

Views on policies relative to teaching and supervision (responses from teachers, directors, and supervisors) indicated the following consensus:

- Desire for less rigid rules.
- Need for greater flexibility.
- Desire for greater relevance of duties to the advancement of educational effectiveness.

The degree and quality of the effectiveness of supervision (responses from teachers, directors, and supervisors) was viewed in a number of ways:

- It does not have maximum impact on the instructional levels.
- It is primarily administrative rather than supervisory.

On the other hand, there were a number of comments consistently expressed and observed of a very positive nature specific to supervision. They included such things as:

- In-service training has brought supervisors and teachers together, and they are beginning to communicate.
- There is a sense of direction.
- There is greater accountability.
- Visit more frequently now that they have motorcycles.

Past supervisor training efforts by the Ministry and SABE have encompassed such topics as leadership skills, planning, data collection, observation techniques, and pedagogy. As described in the materials made available, such topics are not always designed to address the concerns that teachers have expressed as needed the most. The training seems to focus more on the administrative duties rather than on supervision.

4.3.2 Conclusions on Supervision

Based on the above findings on the nature, role and perception of supervision, the following conclusions are offered:

- The present structure of supervision can be improved. The nature of the system is such that the supervisor is expected to verify the administrative functions of approximately 25. This with the other multitude of responsibilities, paperwork and travel leaves little time for attending to curricular and instructional concerns.
- Granted that the school principal is the person ultimately responsible for the delivery of educational services in that school, the problem still remains in that one outside of the school is assuming responsibility. The principal must be held accountable for what happens in his school, and the supervisor should not relieve him of that responsibility.

4.3.3 Recommendations on Supervision

In order to begin to address the concerns and alleviate the workload of the supervisors, the following suggestions are offered:

- Supervisors should be relieved, to the greatest extent possible, of those duties and responsibilities that detract from curriculum and instruction and should assume the role of facilitator.
- Supervisors should be trained to design and implement in-service training sessions.
- Primary focus of supervisors should be to improve the quality of life in the schools for teachers and students.
- The role of the supervisor needs to be defined to emphasize his role as facilitator and minimize his administrative responsibilities.

Recently, it has been said by persons within and outside of the Ministry that there is a proposal to hire a full-time SABE supervision specialist to formulate the supervision plan. One can argue that someone should be in place to devote all their energies to that endeavor. It would appear that it is an opportune time to pursue that avenue given the fact that a new decentralization proposal in on the docket. The person coming in to take that position would have to be well-versed in the needs of teachers here and the need to design supervision in a new and different way for El Salvador. Some consideration should be given to the following:

- Establish a team concept to supervision, meaning that the supervisor would serve as a team leader in bringing together various specialists at the district level to provide the services required of the education center.
- Develop one teacher training center per district for purposes of demonstration teaching and teacher renewal. This would be in the form of a model school arrangement operating as a regular school utilizing the same materials and under the same as other schools. Supervisors and other specialists would have their offices located in this facility.
- A formal working relationship should be established with EDUCO. The dual system of supervision must be merged and efforts undertaken to work in a joint and cooperative manner.

The Ministry must be fully committed to improving supervision. If not such a commitment, it will seriously jeopardize the potential of the new position to truly make a difference.

4.4 School and Community

The 1982 decentralization plan called explicitly for the involvement of the community in the delivery of educational services. But the civil war in the country probably prevented very little to be developed in this function. It was not until the early 90's, as a result of EDUCO, that school/community involvement resurfaced again as an area of interest to the Ministry. In 1992, together with SABE, the Ministry proposed the *Campaña de Valorización* as a means to promote an awareness of education as a vehicle for a better life. At the same time, the notion of District Educational Funds was introduced as were councils for teachers, parents, principals, students and supervisors.

In order not to interfere with the election campaign, the campaign of *valorización* never got underway because the campaign plan was never accepted. The original proposal called for a massive public relations campaign primarily via television, radio, and the print media.

4.4.1 Findings on School and Community

In an attempt to capture the essence of this particular function, interviews and documents reviewed were guided by such topics as:

- Involvement of community in educational endeavors.
- Role of parents in school matters.
- Nature of school/community involvement.
- Impact of the *Campaña de Valorización.*

Although all the elements of the SABE Project, including curriculum development, supervision and teacher training, are working toward linking the school and the community, the information would suggest that efforts to involve the community/parents in the schools are still in the beginning stages. One success that surfaced was that of EDUCO. This project, funded by the World Bank, was designed to extend training and educational services to those areas deemed most in need on the basis of literacy, income, and neglect.

This aggressive program was designed to include the parents in a series of decisions that ranged from the hiring of a teacher to the expenditure of funds. The District Education Funds Program may apply the concept of parental school involvement on a much greater scale.

A major problem in the rural areas is that many of the teachers and principals live some distance from where they work, making attendance a problem. Some studies, such as the Sector Assessment, found that some of the teachers and principals work only three days a week, using the other two days for travel time.

The World Bank EDUCO Project attempted to change the pattern. In the EDUCO schools, a community committee is formed, and the committee is in charge of hiring and paying the teachers and purchasing basic supplies for the schools. This process is working, and a plan has been developed by the MOE to set up a program in which schools and their school districts administer some of the MOE's funds – District Educational Funds (FED).

The objectives of the program are to develop educational projects which will:

- Improve educational quality.
- Integrate parents, teachers, students, principals and supervisors in these projects.
- Create a community commitment to the educational development in educational centers.
- Result in lowering the drop-out and repetition rate in the schools.

The program calls for a Council of Principal made up of all the principals in the district. The council selects a Finance Board, which can legally receive and spend state funds. Each school is to have Councils of Teachers, Students and Parents.

The program started as a pilot project with District Educational Funds in three districts and was included in the SABE Project in 1993. The MOE sees this program as a possible way of having a meaningful decentralization of school administration. If an evaluation

of the pilot program shows that it is effective, the MOE would like to expand the program to other districts.

USAID wants to be sure that this program results in an efficient disbursement of funds which will have a major impact on improving the quality of basic education, and awaits the result of the evaluation.

An interesting program is planned after the research for this evaluation is completed. This is a series of school-community workshops that will be primarily for district supervisors. The purpose of the workshops will be to determine the strengths and weaknesses of the relations between the schools and their communities, and to find ways to improve those relations. Three one-day workshops will be held, one in each region of the country, with 30 participants in each.

After these regional workshops have been held, the results will be tabulated to be presented at a subsequent national workshop.

These workshops are one step towards meeting a recognized need to make a significant difference in the present school-community relationship.

4.4.2 Conclusions on School and Community

The MOE is not satisfied with the present *valorización* campaign and is working on a viable plan. In some ways, this resembles the efforts to address the supervision needs of the country.

Based on the site visits and interviews, there seems to be little going on in the way of improving school-community relations. Aside from those that are EDUCO schools or are part of a District Educational Fund, parents are not generally an integral part of the institutions. In a couple of places, it was revealed that up until last year the parents had participated because they had District Educational Funds. When that dried up, the parent involvement was over. One school did mention that a parent had planted a tree on the grounds last year. With regard to the Councils of Parents, in most of the schools visited they were not functioning at the present time.

In cases where there was a tangible reward or resources were made available (EDUCO/FED), community support appeared to be present. In the absence of such incentives, this involvement was difficult to discern.

Although all teachers and principals interviewed stated that they were willing to let parents come to the schools, there was nothing obvious that would suggest that parents were indeed in the schools or that this their involvement was actively being promoted.

Fortunately, the private sector does recognize the value of education and the public schools. For example, a radio station donates time for the Interactive Radio Instruction broadcasts, and the two national newspapers publish supplements that can be used for teaching and learning.

The District Education Funds program appears to be valid. Some alternative needs to be found to the present system of distribution of the *canasta básica*, which at present is expensive and not cost effective.

The *valorización* campaign or program is very needed to increase teacher awareness of their responsibilities in preparing children to face the future with the best possible skills to provide a better life for themselves and their families, and to move the country as a whole forward. The children and parents must, in turn, recognize how valuable education is in order for the nation to advance and to improve living conditions for all the citizens of El Salvador.

4.4.3 Recommendations on School and Community

Based on the above findings and conclusions about the roles of the schools and the community, the following recommendations are offered:

- The MOE is working to develop strategies that will improve the school-parent-community relations. These strategies should include:
  - having the children take home the new books so that parents can become aware of the educational reform and become more active participants in their children's education;
  - using the EDUCO Community Committees (ACEs) and the District Education Funds councils as forums to help develop an appreciation of education and the educational reforms; and
  - providing different strategies for different parts of the country, i.e., rural, urban, marginal.
- If the evaluation of the District Educational Funds shows the program to be effective, they should be expanded because the concept is sound. However, the implementation of the expansion will need to be conducted with great care. It could quickly run into problems if the criteria for expenditures are not studied carefully to insure funds actually go towards improving educational quality.

- The "valorization" campaign must be more than a mere propaganda campaign conducted by a public relations firm. As the reforms improve education (and they will) the general public, and particularly the parents, must be made aware of both the reforms and the progress they are producing. Just as EDUCO is doing a good job of informing the public, techniques must be found to keep the parents and community apprised of the activities of and benefits from the SABE Project.

4.5 Logistics

This section of the report deals with the logistics of the commodity management system concerning the SABE Project. It seeks to answer questions concerning the purchase, delivery and use of the range of equipment and commodities required by the Project. To obtain the information, visits were made to the SABE warehouse and the five major warehouses of the MOE as well as to MOE offices and schools. Interviews concerning the logistics were held with several department level officials who provided valuable information concerning tasks within their departments and specifically with SABE Project activities. The listing of commodities, reports, and forms were obtained to substantiate the information receive. An evaluation team member went with SABE employees to witness the actual distribution and use of commodities.

4.5.1 Purchasing

4.5.1.1 Findings on Purchasing

The Office for International Project Cooperation (OPCI) prepares an annual Action Plan which is to be the guideline for commodity procurement for the year. The procurement procedures are as follows:

- Equipment – the Office of Planning sends a letter to AED (Academy for Educational Development) Contract Team requesting the materials it needs according to Project guidelines. It proceeds with the purchase.
- Textbooks – the Office of Educational Material or the Curriculum Office sends a letter to the National Education Office which in turn request the textbooks and didactic materials from AED which proceeds with the purchase.

All commodities procured with dollars are handled by the AED according to the Federal Acquisitions Regulations (AIDAR):

- Purchases under US$25,000 are conducted through informal procedures. SABE has received a waiver to purchase didactic materials locally.

- Purchases over US$25,000 but under US$100,000 follow a formal requisition process.
- Purchases over US$100,000 require international bidding procedures by AED/Washington.

Local currency procurement is carried out by the MOE's Office for International Project Cooperation (OPCI) using local MOE procedures and the rules of the External Funds Secretariat (SETEFE).

4.5.1.2 Conclusions on Purchasing

- Officials in the regions complained of delays in the purchase and delivery of Project commodities.
- Textbooks sometimes are delivered too late in the school year.
- Commodities purchased sometimes did not meet the requirements. Number of commodities delivered might not be sufficient for the school's needs.

Since the AED Contract Team has so many and such large purchases, the purchasing process has been difficult for them from the start. At one time, AED talked with USAID about securing a subcontractor to take over these functions, but did not submit it as a formal request. Thus, no action was taken. The problem with purchase has been diminished, but not resolved.

4.5.1.3 Recommendations on Purchasing

AED should continue to improve its purchasing procedures by such measures as securing a subcontractor with special skills in purchasing, as was previously proposed.

4.5.2 Customs Clearance

4.5.2.1 Conclusions on Customs Clearance

All Project commodities shipped from the U.S. use the services of a freight forward agency. The local representative of the company is COMCA. Commodities are consigned to MOE/SABE. Staff members from the MOE assist in the process. All commodities purchased with Project funds are delivered to the SABE warehouse.

A reception committee composed of representatives of the different departments and agencies involved in the Project is in charge of reviewing and approving the merchandise received.

The contract with the Colombian Libros y Libres company for textbooks contains a clause that requires the books to be delivered directly to the MOE warehouse. The system works well.

Assistance in custom clearance seems to be adequate except that sometimes there is confusion as to whether it is the National Department of Administration's or OPCI's responsibility to clear items through customs.

AED's financial administrative procedures are being reviewed in order to expedite these processes.

4.5.2.2 Recommendations on Customs Clearance

- The responsibility as to which organization (the National Department or OPCI) clears items through custom needs to be spelled out.
- The new AED staff member will need to expedite AED's procedures.

4.5.3 SABE Warehouse

4.5.3.1 Findings on SABE Warehouse

All commodities purchased with Project funds are delivered to the SABE warehouse located at La Laguna. Supplies are delivered from the SABE warehouse directly to the MOE or in the case of books and the *canasta básica* to 160 district distribution centers.

The warehouse building has good infrastructure since it was built specifically for the storage of supplies. It has good ventilation, good natural lighting and the ceilings are high enough to permit stacking.

4.5.3.2 Conclusions on SABE Warehouse

- Only one loading-unloading bay.
- Records are kept with an antiquated kardex system.
- Commodities are not arranged as logically as might be possible.
- Staffing seems inappropriate to the amount of work.

4.5.3.3 Recommendations on SABE Warehouse

- Record keeping procedures should be improved. This would be possible with the use of a computer and a program designed to keep the inventory and distribution records.

- The computer program should include names of the schools, districts, departments and regions, and also the number of students by grade. This program could automatically produce receipts for the delivery of the commodities.
- The warehouse needs better communications. It does not have a telephone (direct line) nor fax machine.
- The warehouse needs to have a hydraulic lift.

4.5.4 MOE Warehouse

4.5.4.1 Findings on MOE Warehouses

The MOE is responsible for 3 regional, 2 central warehouses and almost 30 other small warehouses scattered throughout the country, five of which are described here.

The San Miguel warehouse is a good facility. It is ample, secure, and has appropriate ventilation. The partitions need to be removed for better handling of commodities. The computer is installed but has no printer nor special program. Some of the computer's equipment is being used in another department. The warehouse has no direct telephone line, just an extension. A problem is bat infestation. The staff has been trained to use the computer.

The Central Region warehouse in Quezaltepeque is also a good facility. It is secure with a large area that can serve four trucks at the same time. Interior partitions (fences) divide the interior blocking the use of mechanized equipment. The warehouse has commodities in storage, mainly shelves and blackboards which have been there over five months.

Another good facility is the Western Region warehouse in Santa Ana. It is secure, with a large area. It is hot and needs to have an air extractor installed. The inside partitions have been removed making movement of commodities easy. It has a computer but no printer and has no telephone. Staff has been trained to use the computer.

Quinta Mansion is a good, large building but it needs lots of repairs and is not very secure. An electrical connection has been installed, but the computer is yet to be installed. The kardex system is not current. Mostly the warehouse is for construction material.

Warehouse No. 3, located in old San Salvador, is not appropriate for storing commodities. It does not permit delivery by large trucks. The building and the roof need repairs. It has a computer, but it has not been installed, although the staff has been trained to use it. It is storing textbooks and a large number of desks purchased by a World Bank project.

4.5.4.2 Conclusions on MOE Warehouses

The three regional warehouses can be activated immediately to receive commodities. They are secure and have bars on the windows. The buildings are generally in good repair but may need minor repairs to the roofs. The floors are generally strong enough to use hydraulic lifts.

All three have computers but no printers, and the staff have been trained to use them. They have no special computer program, although the AID/W computer specialist reported that the MOE has plenty of software. The telephone systems are inadequate and do not have fax machines. Only minor upgrading is necessary such as installing air extractors in the central and western warehouses, removing the partitions in the central and eastern warehouses, and getting rid of the bats in the eastern warehouse.

In general , it seemed that the warehouse and their staff were not very busy. The staff members trained to use the computers may not ever be capable of using them. The regional warehouses were not serving SABE Project purposes.

4.5.4.3 Recommendations on MOE Warehouses

- Repairs should be made immediately if and when necessary to avoid damage of commodities and larger maintenance costs.
- A review shall be made of future purchases and deliveries in order to plan warehouse use and equipment purchases. The study should determine where hydraulic lifts are needed.
- The lifts may sometimes cause minor damage to a floor. If this happens that section of the floor should be replaced. It is not necessary to empty the warehouses and install new floors before using hydraulic lifts.
- Each warehouse should have a computer program which details such things as the number of schools, the students in each grade, and the equipment and supplies sent to each school. The MOE is reported to have the necessary software.
- Distribution efforts are important to the success of a project and when the job is done well, the efforts of the warehouses and the delivery people should be recognized.
- This is a small country so although some of the regional personnel may oppose it, a centralized system would be the most effective in the distribution of textbooks and instructional materials. It would provide better control and reporting.
- The SABE Project should have a system which clearly indicates the materials being provided by the Project. This should be an essential part of the *valorización* campaign.

4.5.5 Inventories and Record Keeping

4.5.5.1 Findings on Inventories and Record Keeping

Before the SABE Project was started, the commodities management system was evaluated by Devres, Inc. (August 23, 1991), and in regard to inventories, the study found that the record keeping was not up to date. It recommended that the records be computerized and that commodities under the control of the Office for International Project Cooperation (OPCI) from previous projects be included in its inventory list.

In March 1993, the MOE presented USAID with its plan to remedy defects found in the Devres Report. In June of that year the MOE and the AED contract team prepared a plan for upgrading the inventory system. In February 1994, a study by Price Waterhouse reported that the conditions in the Devres Report in respect to the inventory system still persisted.

The SABE Project has provided computers for the major MOE warehouses but these still do not have the printers and programs to make it possible to computerize the commodity management system.

The MOE is aware of the need to upgrade the system and is studying the findings and recommendations of the Price Waterhouse report. The MOE has made some minor adjustments but the problem will not be remedied until an appropriate computerized system is installed and operating effectively.

4.5.5.2 Conclusions on Inventories and Record Keeping

The inventory system used by both the SABE and regular MOE warehouses still is the kardex system, which is outmoded and time consuming. The SABE warehouse does not even have a computer so until it has a computerized system, it cannot be used as a model for a system to be used in the MOE warehouses. While the MOE warehouses are to have computers, these are not complete and do not have the software program needed. The MOE is still in the process of reacting to the Price Waterhouse report.

4.5.5.3 Recommendations on Inventories and Record Keeping

- Provide computer equipment for the SABE warehouse and upgrade the commodity management system so that it can be the model for the other warehouses.

- Complete the computers in the warehouses and provide appropriate software and train the staff members who are capable of handling the computerized system. Specific technical assistance may be required.
- Treat all commodities in the same inventory. Have one commodity management system which includes all MOE commodities regardless of their point of origin or geographic location.
- Continue working to bring the Commodities Management System up to the standards recommended by the Price Waterhouse report.

4.5.6 Distribution

4.5.6.1 Findings on Distribution

The distribution of the *canasta básica* and textbooks is done efficiently and is well organized. When commodities arrive the AED Contract Team informs the MOE/OPCI which in turns notifies the National Education Department which prepares the distribution lists.

The National Education Office informs the District Supervisor who notifies the school principals of the delivery date. Presently all deliveries are made from the SABE warehouse.

Commodities are grouped in the warehouse according to schools, which is time consuming. All commodities are loaded into a truck with a supervisor and an assistant accompanying the driver.

Supplies are distributed in the school selected as the distribution center. Supplies are counted and receipts signed at the center.

4.5.6.2 Conclusions on Distribution

A major problem with the distribution effort is that the number of commodities or textbooks delivered in most cases do not meet the demand leaving many unhappy teachers and students. In some cases textbooks delivered did no include a book for the teacher.

The MOE statistics for the distribution are based on last year count which is outdated. Except for the amount of materials delivered, the distribution system is good and efficient. On the other hand, the handling and distribution of the *canasta básica* is costly compared to the benefits it derives.

4.5.6.3 Recommendations on Distribution

A study should be made on the *canasta básica* to ascertain its educational value and whether it provides the most needed materials.

Once criteria are established as to what supplies should continue to be supplied by the parents and which by the MOE, a system of local procurements should be established to avoid distribution costs which are now effectively reducing the amount that can be purchased with the available funds.

When delivering textbooks, the truck should carry extra books to respond to the actual needs. The school representative should vouch for the number of students and the number of books delivered, and the receipt should be entered in the computer system so that the statistics are kept up to date.

4.5.7 Commodities

4.5.7.1 Findings on Commodities

Copy machines and computer equipment fall under the rubric of commodities.

There were 11 copy machines purchased with Project funds which were distributed to MOE departments. As near as it was possible to ascertain, the machines are being used properly for MOE business. The evaluation was provided a list showing where the machines are placed. Maintenance is provided by a contract with El Salvador Xerox, but the contract (#2231793) apparently expired December 31, 1993. The contract charges a fee per copy.

The following computers equipment was purchased by the Project: 25 computers, 22 printers, 6 UPS, 12 regulators and 17 packages of software. Three of the computers and one printer was for the MOE Evaluation Unit. The maintenance of the computer equipment is included in a contract with the Tecno Avance Company, but this contract apparently expired December 31, 1993.

The computer activities that were possible for this evaluation to check showed that the commodities themselves are in many cases not installed or complete. Also, the training that some staff members received could hardly be effective when the equipment was not ready for use so they could not practice what they learned. In some cases the software programs were not appropriate to the needs

A computer expert from AID/W was here and provided some advice, but much more technical assistance is required. The MOE believes that the intervention by the computer specialist from AID/W, Alvaro García, was very helpful, and the MOE will ask him to return. The reason given for not doing this sooner is that the MOE is simply not ready for his sophisticated help in developing an overall computerized system. The MOE has been so busy introducing new programs that it has not had the ability to release the indicated personnel to serve as counterparts.

4.5.7.2 Conclusions on Commodities

The SABE Project purchased a great deal of computer equipment, as did other projects, and the systems appears to be compatible, but the equipment needs to be installed and completed, for example so that printers are always available.

As a corollary to the need for effective installation and configuration of hardware, fully functional and appropriate software programs have yet to be installed. Along with that, competent staff members need to be trained so that the equipment gets effective use.

4.5.7.3 Recommendations on Commodities

- The computer equipment should be installed and completed so that it is soon functioning. Personnel should be selected and given sufficient training.
- A computer specialist will be needed to go through the software that the MOE already has, to provide the appropriate applications to the various departments.
- The expert from USAID should be asked to return as soon as it is possible to delineate specifically the services he is to render. After he has given these services, he should be asked to return again to follow up and give any further help that might be needed to provide greater efficiency.

4.5.8 Motor Pool

4.5.8.1 Findings on Motor Pool

The SABE Project has purchased and delivered 46 vehicles for the MOE. A manual on the motor pool procedures and record keeping has been published and distributed to all the regions and staff involved, and the central and regional motor pool staff have been trained in the motor pool system. This evaluation showed that generally the rules established are being carefully followed; however, in each case the motor pool has two sets of rules, those of the SABE Project and those for vehicles purchased by the MOE from other projects or other sources.

4.5.8.2 Conclusions on Motor Pool

The motor pools are operating as virtually two motor pools with two different sets of rules. If this continues, the rules that will prevail are not those of the SABE Project, which have been designed to give the maximum of educational service and to lengthen the lives of the vehicles.

4.5.8.3 Recommendations on Motor Pool

The SABE Project needs to discuss the motor pool situation with the MOE authorities who decide how the vehicles are to be used so that a single system is agreed upon which will deliver the best services for education and provide for the maximum life of the vehicles.

5. Component III - Other Project Cost

5.1 Counterpart Funding

5.1.1 Findings on Counterpart Funding

The Office for International Project Cooperation (OPCI) was set up to handle local currency disbursements for projects such as SABE. It operates under the External Finance Secretariat (SETEFE) which has established rules and regulations for the use of such funds which conform to the requirements of USAID.

The office (OPCI) is using some counterpart funds derived from ESF and PL-480 programs and, at the end of each year, it presents to USAID an action plan dealing with how the counterpart funds are to be used for the next year as a basis for negotiation. The action plan that results from the negotiations becomes the strategy for the counterpart disbursements for the year.

The requests for program funds come from the various sectors of the MOE, and it becomes the job of the office to handle the purchasing and management of the funds. The several parts of the MOE are not always good in specifying exactly what is wanted and the request can be numerous.

The office makes a monthly report to the External Finance Secretariat (SETEFE) but the office realizes that the reports do not give all the information that is desired either by the MOE or USAID. The form used is required by the External Finance Secretariat. The

office (OPCI) believes that the form can be modified and has taken up the matter with the Secretariat.

The requirements of the External Finance Secretariat and USAID are onerous, but the main difficulty is the lack of coordination of the several MOE divisions. The office (OPCI) has started a campaign to show the implementing agencies of the MOE the required procedures for purchasing supplies and equipment and contracting technical services and the specific rules and regulations involved. It is also stressing to these agencies the need to start the procedures long enough in advance so that the requested item can be on hand when needed. The plan also is to try to develop a computerized system which will allow the office to follow up on its disbursements and provide a better description as to how the funds were used. An informational report on the use of the counterpart funds appears, however, to be beyond the office's capabilities.

The MOE recognizes that the funds coming from ESP and PL-480 are going to be reduced, and it is planning its budget to increase the GOES contribution. This continued increase required is planned so that at the end of the project, the GOES will completely fund the activities. How realistic the plan is depends largely on what happens to the economy. If the increase is at least 4% annually and if the GOES continues to give a high priority to such social concerns as health and education, the plan can be workable. This plan should correspond to the plan that USAID and AED have made for programming dollar funds, but the evaluators did not see such a proposed plan for the counterpart funding.

As part of the administrative organization of the SABE Project, a finance commission (CF) was organized. As with the other commissions under the Project (CAE, CTE and GTP) it was to meet regularly every two weeks. Unlike the other commissions, its meetings have tended to be sporadic.

The parts of SABE Project using counterpart funds and the part under the AED Contract using dollar funds have not always been well coordinated. At times it has looked as if these were two separate projects. For example, at one time a short-term consultant for supervision was here under the AED Contract while another short-term consultant with a similar responsibility was here paid by counterpart funds.

5.1.2 Conclusions on Counterpart Funding

Based on the above findings, the evaluation team reached the following conclusions on counterpart funding:

- Both the Office for International Project Cooperation and USAID recognize that the monthly report needs to be more descriptive of Project activities.
- The SABE Project Financial Commission (CF) does not meet regularly. When the office (OPCI) finds a need for a conference on counterpart funding, it calls a meeting.
- The long-term planning for the use of counterpart funds appears to be made separately from that for dollar funds.
- The funding of the Project with counterpart funds is viable only if the economy continues to improve at its current rate and the GOES continues to recognize the needs of basic education.

5.1.3 Recommendations on Counterpart Funding

Based on the above findings and conclusions, the evaluation team recommends:

- The reports on the use of counterparts funds needs to provide more descriptive information as to how the Project activities are doing. This may be accomplished by a computerized system that may allow the office to follow up on disbursements.
- The Finance Commission should meet often enough with the attendance of leaders from the office (OPCI), AED and USAID so that the expenditure of both dollar and counterpart funds are better coordinated.
- For the Project to be well coordinated, the budget for the counterpart funds, and that for the dollar funds for the remainder of the Project should be planned jointly by the MOE, USAID, and AED.
- The Project must economize and prioritize efforts so that the funds have the maximum impact on improving the quality of basic education.

5.2 USAID Dollar Contract

5.2.1 Findings on USAID Dollar Contract

At one time AID/W had a theory of evaluation that a good way to assess how a project was doing would be to check to see how well a project was keeping with its disbursement plan. In regard to this, the Project is quite close to the original plan, but there have been some major changes in the budget items, such as the modification to earmark US$1,500,000 for the CAPS-SABE Training Project. Because of the lack of stability in the technical assistance program, this item has used less money than was originally programmed.

Because of the unusual situation that El Salvador faces during this transition period from a time of conflict to one of peace, waivers have been granted so that some dollars can be converted to colones for local purchases.

The dollars were budgeted so that the project would build during the first and second years and this, the third year would be the big year. Following this year the plan is to reduce the disbursements rapidly with the last two years down to about a million dollars a year.

As was pointed out, the counterpart funds from ESP and PL-480 are also going down rapidly, this is going to put stress on the sustainability of the Project. Of course, the foreign consultants are expected to work themselves out of a job, thus greatly reducing dollar costs.

5.2.2 Conclusions on USAID Dollar Contract

The dollar budget looks as if it will stretch SABE Project capabilities to spend the resources efficiently this year, and the quick drops in resources for the following years may make it extremely difficult to sustain some of the project activities.

5.2.3 Recommendations on USAID Dollar Contract

Based on the above-cited information, team recommends the following:

- While an amendment to the dollar contract is being negotiated at this time, the negotiations should take into account the concerns of this evaluation concerning the dollar budget.
- This evaluation would indicate a need to examine the pace of the project to see if the budget is realistic in terms of the abilities of the AED Contract Team and the MOE's absorptive capacity.
- The program activities using dollar funds must be closely coordinated with those using counterpart funds.

6. Component IV - Ex-Conflictive Zones

6.1 Background

Following the signing of the Peace Accords in 1992, which ended El Salvador's twelve-year civil war, the SABE Project Grant Agreement was amended. The amendment created

Component IV of the Project, which provides for "special attention" to the ex-conflictive zones. In this section of the evaluation we will investigate the efforts and effectiveness of the SABE Project in its efforts to provide the mandated special attention to the ex-conflictive zones.

6.1.1 Terminology

In the course of this investigation, we found that the terminology used to refer to the target zones focused on in Component IV were a source of confusion. The Scope of Work for this evaluation refers to "the ex-conflictive zone (ECG)," while the amendment which created Component IV refers to "formerly conflictive zones" (*zonas anteriormente conflictivas*). The Amplified Project Agreement, which forms Annex I of the Amended Agreement, refers to "the zones which previously were inaccessible during the years of conflict" (*las zonas previamente inaccesibles durante los años del conflicto*) and "the zones which are the objective of the National Plan for Reconstruction" *(las zonas objetivo del Plan de Reconstrucción Nacional*). MOE uses the term *municipios PRN,* referring to 115 *municipios* most directly affected by the conflict which were identified after the Peace Accords through a process involving the government, the FMLN, and non-governmental organizations (NGOs). It is these 115 *municipios* that are targeted by the *Plan de Reconstrucción Nacional* (PRN). The list of 115 PRN *municipios* includes more *municipios* than only those where direct military engagements or bombings were frequent, but includes only about 40% of the total number of *municipios* in the country. As with so many aspects of Component IV, the determination of what is and is not to be considered an "ex-conflictive area", and the choice of what term to use to refer to these areas, have political and economic implications. In the case of this amendment, where and how designated money may be spent is determined by what definitions are given to terms such as "special attention" and "ex-conflictive zone."

In this report we consider the 115 *municipios* identified as part of the Plan for National Reconstruction as the basis of our examination, consistent with the procedures of MOE. Therefore, our terminology will be "the PRN *municipios*" or "the PRN communities" or "the PRN zones", except when we are directly citing a document which makes use of alternate terminology.

6.1.2 Historical Background

The original the SABE Project Agreement was amended in September 1992 in direct response to major shifts in the national reality: the signing of the Peace Accords, the end of armed hostility, and the imperative to reintegrate and reconstruct the nation. The war had a direct impact on educational services in El Salvador and, after the Peace Accords, education was anticipated to play an important role in the national reconstruction process.

6.1.2.1 Policies of the Cristiani Government, 1989-94

The five-year development plan (1989-94) of the Cristiani government was devised while the country was not yet at peace. The plan included among its goals the creation of conditions which would improve overall quality of life and economic conditions for all Salvadorans; the achievement of sustainable economic growth; the decentralization of public institutions while strengthening municipal governments in order to promote democratic decision-making; and the diminishing of government involvement and increasing of private initiative in development.

Within the Education Sector, these goals gave shape to six policies and two strategic objectives. The six policies were the following:

- Coverage – redirect resources to give priority attention to the expansion of initial, preschool/kindergarten, and basic education, especially in rural poverty areas.
- Quality – improve the quality of national curriculum and educational processes.
- Infrastructure and furniture/equipment – improve school facilities by repairing, refurbishing, and expanding present facilities and by constructing new ones.
- Institutional role – modernization and decentralization of MOE.
- Active participation of the community – participation of the local community and the non-governmental sector in the implementation of cultural-educational programs and projects.
- Equity – link education to national development in order to assure that education reaches and serves everyone equally.

The two strategic objectives enunciated were:

- Improve significantly the quality, coverage, and efficiency of the cultural-educational system, with particular emphasis on the poorest sector of the population.
- Promote the practice of civic and moral values.

6.1.2.2 The Peace Accords and the Rise of "Popular" Schools

The Peace Accords, signed on January 16, 1992, ended 12 years of hostilities between government armed forces and FMLN combatants. The initiation of peace presented the immediate challenge of reintegrating the PRN zone into the fabric of national life. During the years of civil war, areas of the country controlled by the FMLN (Military Front for National Liberation), as well as other contested regions where there was significant military action, were closed off to basic public services, including public education. Government schools were officially closed if conflict made it impossible to maintain

educational services or to provide a government teacher. In some cases, according to Ministry employees, the government had no official record of whether the public school in a *municipio* was functioning or not. Even today, more than two years after the end of armed hostilities, the number of government schools that were closed during the war is not known exactly.

In some areas which were closed because of conflict, or in some rural areas which had never had a public school, *escuelas populares* ("popular schools" or "grassroots schools") developed, with instruction by "popular teachers." "Popular" teachers were individuals from the local community, often with minimal formal education themselves, who were selected by the community to teach what they knew to the local children. "popular" schools also developed in the Salvadoran refugee camps in Honduras, Panama and Costa Rica. Many "popular teachers" received their own basic education and their first pedagogical instruction from international volunteers who accompanied the refugees in the camps. In the late 1980s before the end of the conflict, refugee communities began to leave the camps to once again repopulate their towns of origin in El Salvador. Upon their return, they created "popular" schools, sometimes within the walls of an abandoned government school if the community had one that had not been destroyed, or under a tree, or in a new structure built by the community, sometimes with the support of international funds. By the time the Peace Accords were signed, the phenomenon of "popular" schools had become so widespread and so integrated into the organizational structures of a few regions that these schools were no longer functioning in isolation, but rather as tiny, grassroots school systems.[1]

Several key provisions of the Peace Accords, such as agrarian reform and political participation and social integration of the FMLN, indirectly affect the present educational situation in the PRN zone. Of direct importance to the SABE Project Amendment is the provision calling for the creation and implementation of a National Reconstruction Program.

6.1.2.3 National Reconstruction Plan

Months before the formal signing of the Peace Accords, efforts by GOES to formulate a postwar recovery plan were underway, with input from representatives of various sectors and from local and international non-governmental and governmental organizations. The National Reconstruction Plan (*Plan de Reconstrucción Nacional* - PRN) was officially initiated immediately after the Peace Accords were signed. The

[1]Guzman, Jose Luis. *Las escuelas populares de Chalatenango: Un aporte para el desarrollo de la educación en las zonas rurales de El Salvador.* p. 46.

general goal of the plan was to support the process of peace and national reconciliation by helping to create the necessary conditions to reintegrate socially and economically those who had been most affected by the conflict. The main objectives of the plan were to be:

- Integrate development of zones affected by the conflict.
- Satisfy the most immediate needs of the population hardest hit by the conflict and of former combatants of both Parties.
- Reconstruct damaged infrastructure.
- Facilitate the reintegration of FMLN into the country's civil, institutional, and political life, including fellowship, employment and pension programs, housing programs, and programs for starting up new businesses, in particular, in the context of the corresponding national programs.[2]

Among the specific programs/projects included in the Plan are the rehabilitation and strengthening of education services in the 115 PRN *municipios*, with an emphasis on preschool and primary education, and the reconstruction and rehabilitation of education buildings that had been damaged or destroyed.

6.1.2.4 Peace and National Recovery Project, USAID

In 1992, the USAID concluded that a successful peace process should be the primary strategic objective of the USAID program in El Salvador. The revised list of USAID strategic objectives became the following:

- Assist El Salvador to make the transition from war to peace.
- Increase equitable economic growth.
- Promote enduring democratic institutions and practices.
- Improve health and education of Salvadorans.
- Improve environmental and natural resource management.

In order to support the GOES national reconstruction program and the process of national reconciliation and economic stabilization, the Peace and National Recovery Project (PNR) was approved in January 1992. The Project Goal Statement in the Project Paper reads, "to support El Salvador's National Reconstruction Plan in consolidating the peace process, helping resolve societal unrest, and sowing the seeds for future growth with equity and strong democracy." Target beneficiaries of the plan were to be residents of the

[2]Final Report: Evaluation of the Peace and National Recovery Project (519-0394) El Salvador, January 1994, page II-7.

zones most affected by the conflict and ex-combatants. The reintegration of this population into the economy and society of the nation was seen as the most essential element of national reconstruction and development.

6.1.2.5 El Salvador: National Plan of Action for Education for All 1991-2000

In 1992, MOE developed this document as El Salvador's response to the World Declaration for Education for All, a proclamation made in Jomtien, Thailand in 1990 as a result of a world conference on educational rights and universal education. El Salvador's action plan was developed initially with the participation of staff and specialists from the education as well as other sectors, both governmental and non-governmental, with technical assistance from UNESCO and UNICEF.

The document is included here as an indication of the efforts, analyses, and international and national factors which constituted a part of the educational context surrounding the initiation of the SABE Project and its Amendment of 1992. The UNESCO-sponsored National Action Plan is based on assessments of the range of social, economic, and educational conditions in El Salvador, and the particular issues of development in these areas in rural regions. The document uses the social development policies of the Cristiani government and the resulting educational policies and strategies of the Education Sector as the basis for an evaluation of the efforts, the achievements and, in some cases, the shortcomings of MOE in the attempt to fulfill the mandate to provide educational services in a manner that promotes social and economic development in El Salvador.

6.2 Question One

As stated in the Annex, four questions guided this section of the evaluation. Question one was: What does each of the agencies involved in the SABE Project (MOE, USAID, and AED) understand the 1992 Amendment to require in terms of its own responsibilities and obligations toward PRN communities?

6.2.1 Findings on Question One

In order to address this question, we considered several documents to be fundamental and key, since they were signed agreements between the Government of El Salvador (GOES) and USAID. These documents were:

- The Grant Agreement of September 21, 1990, which initiated the SABE Project.
- Amendment No. 2 to the Grant Agreement dated May 6, 1992, which authorized additional funds for special attention to the "ex-conflictive zones."

- The Amplified Project Agreement which appears as Annex I to the Amended Grant Agreement.

In addition, Waiver No. 14-92 of the SABE Project, which permitted the emergency purchase and reprinting of textbooks and educational materials for schools in the PRN zones, provides further clarification of the urgency given to procuring and distributing educational materials to schools in the PRN zones. Finally, the Scope of Work for this evaluation defined the specific questions which guided our inquiry. The original Project Paper was consulted in our investigation, but is not considered a basic document for treatment of Component IV since it was written prior to the Peace Accords and the National Plan for Reconstruction, and therefore includes no mention of special attention to "the ex-conflictive areas."

6.2.1.1 The Project Grant Agreement of September 21, 1990

Extensive treatment of this document has already been provided earlier in this evaluation report. The 1990 Project Grant Agreement is significant in this discussion of Component IV because the 1992 Amendment which created Component IV is, after all, an amendment of this Project Agreement and not an isolated or singular document. We have understood the original Agreement to provide a description of the broader goals and purposes of the SABE Project:

> The Project is designed to improve the relevance, effectiveness, and efficiency of basic education at the kindergarten through sixth grade level in El Salvador. The Project will provide technical assistance, training, and equipment and materials to MOE to improve its delivery of educational services at the kindergarten through sixth grade level.

The SABE Project centers around the development and validation of a national curriculum as the basis of new textbooks, evaluation instruments, and teacher training efforts. The concern of curriculum renewal is to be reflected not only in educational products (textbooks and teachers guides), but also in administrative support and instructional practices in the classroom. Because of "the need to develop a national consensus about curriculum and other activities," the Project Agreement calls for the active participation of parents, members of the community, leaders from all sectors, and workers' and professional educators' unions, in the processes of revision and validation of the new SABE curriculum.

It is relevant to note that the original Project Agreement was signed in September 1990, five months after the GOES and the FMLN had formally agreed to enter into non-mediated peace talks, but more than a year before the Peace Accords were signed. The

Project Agreement does not directly address the issue of providing or improving basic education in areas which were still FMLN controlled or areas where public schools had been closed because of armed conflict and remained closed at the time the Project Agreement was signed.

6.2.1.2 Waiver No. 14-92 of the SABE Project

This waiver is dated April 2, 1992, less than three months after the Peace Accords were signed. It permits the immediate purchase of textbooks other than those in production through the SABE Project, as well as educational materials and supplies from other than U.S. sources, on an emergency basis. The intention was to provide schools in the formerly conflictive zones and displaced and repatriated Salvadoran children immediately with necessary educational materials. The waiver stresses the urgency of a prompt response to the educational situation in the PRN zones.

GOES committed itself to provide necessary educational services to the zones as quickly as possible, and both the PRN and the FMLN identified the reconstruction of educational services in the zones as a top priority. Since the SABE Project was not designed to provide textbooks immediately across all grade levels, which was part of the urgent needs of PNR schools, a special purchase of materials outside the SABE Project was authorized.

The waiver makes specific mention of the urgency to provide educational materials to

> an estimated 30,000 children in *Escuelas Populares*, where the FMLN adherents have organized their own schools, using uncertified teachers (with an average of five years schooling), and have provided high-politicized texts acquired from Cuba and Nicaragua.
>
> At the earliest possible moment, MOE wants to provide politically neutral learning materials. The FMLN National Reconstruction Proposal stressed the high priority that it wants the GOES to give to education. The Minister of Education has stressed the urgent necessity for a strong and timely Government of El Salvador response that is highly visible, such as the provision of textbooks and materials in the conflictive zones.

Time was seen to be of the essence if these purposes were to be achieved. Already over two months had passed since the Peace Accords were signed, and "to lose the opportunity to impact on the formerly conflictive zones during this school year would be a disastrous mistake." The waiver was requested and granted "in order to respond within sixty days to the need" of reopened schools and "popular" schools in the PRN zones.

6.2.1.3 Amendment No. 2 to the Project Grant Agreement, dated May 6, 1992

The final peace agreements between the GOES and the FMLN were signed on January 16, 1992. A ceasefire took effect on February 1, 1992. Three months later, on May 6, 1992, Amendment No. 2 to the SABE Project Agreement was signed, providing for "special attention to the reestablishment of primary education in the ex-conflictive zones."

In Amendment No. 2, the GOES and USAID agreed to amend the original Project Agreement in the following manner:

> To add a total of $9,000,000 in USAID grant funding, $2,500,000 to cover additional costs associated with reopening 600 primary schools in previously conflictive zones, and $6,500,000 for incremental funding of regularly programmed Project activities, and to amend the Amplified Project Description as indicated in Attachment I.

The definition of the project was amended to read as follows[3]:

> With the arrival of peace, special attention will be paid to the reestablishment of primary education in formerly conflictive zones, as an important component of the GOES' National Reconstruction Plan (NRP). For the approximately 600 primary schools to be reopened under the NRP, this Project is amended to provide funding for furnishings, books, supplies and equipment.

Though unclear in the narrative text, the summary project budget which accompanies the Amendment indicates that, of the $9,000,000 added to the Project by this Amendment, $7,000,000 is designated for specific use in Component IV to provide "special attention" to the PRN zones. Three million dollars of USAID grant funds was to be available immediately, pending the development of an action plan for its use by the MOE:

> Prior to disbursement of funding provided by this Amendment Agreement to reestablish primary education in the formerly conflictive zones as part of El Salvador's National Reconstruction Plan, the Grantee shall provide an acceptable Action Plan amendment reflecting the allocation of no less than Three

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[3]The wording is exactly as it appears in the Amendment, but was reformatted to highlight its component parts.

Million Dollars ($3.0 million) for these activities, Two Million Five Hundred Thousand Dollars of which is being obligated under the Amendment, and Five Hundred Thousand Dollars of which is being reprogrammed from regular Project resources.

The section immediately following specifies that money designated as a future obligation ($3.5 million) would also require an amended acceptable Action Plan from MOE prior to its disbursement.

The Amendment stipulates required changes in the text of the Project Agreement, which is Annex I of the Agreement. The changes read as follows[4]:

With the coming of peace and the resultant critical need to reactivate social services in zones previously inaccessible during the many years of conflict,

- The Amendment provides increased funding as well as a reallocation of $1,000,000 of existing project resources (approximately $500,000 from grant and $500,000 from GOES counterpart resources).
- To reinitiate primary education in the target zones of the National Reconstruction Plan.
- Project resources will be used primarily to acquire, distribute and manage textbooks, school supplies and equipment and furnishings for reopened schools in formerly conflictive zones.
- Activities in support of National Reconstruction will constitute a new line item.
- Funding for these activities will be tracked separately.

Elements which stand out in the documents issued after the Peace Accords (Waiver No. 14-92 and the Project Amendment) are the following:

- Provision of necessary educational materials in order to reestablish primary education in the formerly conflictive zone.
- Necessity to implement the commitments of the Peace Accords and the Program of National Reconstruction.
- Need for special attention to the PRN zones.
- Need for urgency.

[4] Ibid.

In addition, the waiver gives clear, specific mention of the obligation and commitment in the Peace Accords to provide for the needs of "popular" schools as well as those of official government schools.

6.2.1.4 Interpretations and Responsibilities Required of the SABE Project by the Amendment

Since the SABE Project involves three separate agencies, MOE, USAID, and AED, as parties to the Project, the interpretation which each party gives to the Amendment and to its own responsibilities under the Amendment are crucial to understanding how each has approached Component IV. In this section, the perspective of each participating agency will be described.

The Ministry of Education

According to the Acting Director of Planning, who is responsible for Component IV, MOE considers the funds designated for Component IV to be a quantity of money which can be used for purchases which must be made to improve educational services and which were not previously authorized. Practically speaking, these funds are for anything which is not included in Components 1 and 2 of the Project. The money should permit any non-governmental school or "popular" school in the PRN zone to receive:

- *canasta básica;*
- textbooks;
- training for all teachers in service including upgraded teachers; and
- furniture and educational equipment.

It is not the responsibility of a community or an individual school to come to the Ministry or its regional offices to ask for the educational materials it needs. Rather, it is the responsibility and the obligation of the Ministry to reach out to the schools and provide the materials. A critically important element here is the district supervisor, who provides the Ministry with all the information about schools and their needs. If supervisors are not providing correct information so that schools' needs can be met, then district supervisors should be retrained to make sure they understand their responsibilities to all the schools and children in their district. There are 210 supervisors, and not all have been trained, the Ministry acknowledges. When they go training, they return to their work with quite a bit of enthusiasm, but back on the job, it is as if the system contaminates them and they comply with their responsibilities. The Ministry is very interested in refocusing the work of the supervisors.

The Ministry notes that there are important limitations or realities that must be understood concerning its responsibilities to schools in the PRN zone. Foremost among those are the following four factors.

The SABE Amendment grew out of a specific moment of national reconciliation, when there was much concern about the ex-conflictive zone and its reconstruction. The perspective of the Ministry must be wider than that, it must be national, not particular. The Ministry cannot attend only to the needs of children in one zone, but rather must concern itself with the needs of the entire population of children.

The Ministry is providing "special attention" to the PRN zone through its work with the *Concertación Educativa* (the groups that represents the "popular" schools). But it is not the case that there are only educational needs in the remote zones designated as PRN.

The *Concertación* has requested priority attention to the upgrading of 1,052 "popular" teachers. The Ministry has coordinated with the *Concertación* to clarify this matter. MOE recognizes the great effort that "popular" teachers made during the war to educate children, and feels a commitment to help them move ahead.

What may be a point of contention is how much of the SABE Project disbursements should be charged against the PRN zones. The MOE now breaks expenses down 60/40 so that 40% of them are charged against the zones. Actually the population of the zones is about 25% of the entire country. The accounting of the funds appears to be in need of reassessment

USAID

According to those responsible for the SABE Project at USAID, it is a project which is focused on the improvement of educational quality; however, it has had an Amendment added to it, Component IV, which is entirely focused on educational parity.

The Amendment is not concerned with equity, says USAID, if equity is understood to mean that all the schools of the country should receive the same treatment and investment of resources. The Amendment is concerned with parity, that is, the provision of "special attention" and additional resources of furniture, equipment, and educational materials to schools in the PRN zones to put them on equal footing with other schools in the country.

The funds which the Amendment designates for Component IV, according to USAID, were intended to be used to reopen schools in the PRN zones and to buy equipment and educational materials to make these schools educationally functional and somewhat equal

to other schools. The funds were designated specifically for these purposes, and should be used for these purposes.

USAID has actively sought to help facilitate the resolution of the issue of "popular" teachers, offering its counsel and services both to the Ministry and to the *Concertación Educativa.* USAID is willing to support an effort to upgrade "popular" teachers, as long as that effort has been approved both by MOE and the *Concertación Educativa.*

AED

AED's contract with USAID was amended on Sept. 10, 1992, "to expand the scope of work to include SABE activities in the formerly conflictive zones as a result of the recently signed peace accords," and to provide the financial and administrative support which this change in the scope of work would require. According to the AED contract, specific assistance provided under the PRN would be a new third component to the SABE Project, in addition to the revision of the curriculum and instructional program (Component I), and modernization and decentralization of the basic education system (Component II). Funds in the third component, the National Reconstruction Plan, "will be used in the formerly conflictive zones to provide MOE schools with educational materials, equipment and possibly furniture." At the time of the contract amendment, the number of PRN *municipios* was 109 (it was later adjusted to 115), and the estimated number of schools to be reopened was 600.

Among the major tasks added to AED's responsibilities through the Amendment was to meet the immediate need for textbooks and other educational supplies and equipment, as well as some furnishings, for K-6 classrooms of MOE schools in these zones which were previously closed as a result of armed hostilities. Since the new SABE materials were not yet available for many of the K-6 grades, there was an immediate and urgent need, as discussed in Waiver No. 14-92, to identify and procure (or reprint) textbooks for upper grades.

Another duty was to assign a Reconstruction Activities Coordinator/Procurement Specialist, who would be responsible for "developing and carrying out a coherent and effective strategy for providing project materials to reopened MOE schools in the formerly conflictive zones under NPR Component IV."

Among this specialist's responsibilities were those of conducting an assessment of educational realities and needs in the PRN zone, coordinating the procurement and distribution of materials for PRN schools, and coordinating with both the USAID National Reconstruction Program and GOES' National Reconstruction Secretariat; however, the same person was additionally responsible for coordinating all procurement

and distribution of materials for the SABE Project as a whole, coordinating with other government and regional offices concerning procurement and distribution of all materials, and coordinating with the Chief of Party and the home offices.

6.2.1.5 Limitations of the Investigation into Question One

We had few clear directives, either verbally or in print, from any of the three agencies involved concerning how to conceptualize an evaluation of Component IV or how to understand their individual perspectives on the Amendment. Given the limitations of time, the lack of clarity of our task, and the lack of clear counterparts for Component IV in any of the three agencies, we have had to proceed largely unguided, "creating our path as we walked." Though we read everything relevant we found, undoubtedly we have missed reading everything we might have read had we known of its existence. In the same way, we have undoubtedly missed speaking with individuals who, had we known, might have provided significant information and insight concerning our task.

In addition, much of the information provided in this question was extracted from limited (though we believe key) documents, and from a small number of extended interviews. Our descriptions of the perspectives of each of the three agencies, therefore, are extracted from a small number of sources. These descriptions would be strengthened if corroborated and expanded with additional data.

Lastly, our evaluation of Component IV was untimely in two senses. First, the change of government during the days of our study made it very difficult for persons in the Ministry to find the time to meet with us as they and we would have liked.

Unexpected personnel issues at AED also made it impossible for us to clarify questions about Component IV. More generally, at this point in the life of the SABE Project none of the three agencies has focused particular attention on the implications of Component IV in its work, nor does any of the agencies have anyone on staff who is specifically responsible and knowledgeable about Component IV.

6.2.2 Conclusions on Question One

The three agencies involved in the SABE Project bring different perspectives to the implementation of 1992 Component IV Amendment. MOE, USAID, and AED have disparate interpretations of their mandated responsibilities and obligations in general, and to the PRN communities in particular. These divergent viewpoints are interfering with what is presently being accomplished in these communities by the SABE Project.

6.2.3 Recommendations on Question One

Specific attention should be directed toward complying with the commitments and obligations of Component IV, which primarily operationalize the commitments and obligations of the Peace Accords and the Program for National Reconstruction. Specific attention should include identification/hiring of personnel specifically responsible for Component IV, development of action plans addressing this Component, and as a priority, reaching agreement among the three agencies as to target population, goals, specific objectives and strategies, and designation and use of human resources.

The Ministry should ease the tension it imagines between its overriding responsibility toward education for all children and the particular needs of the PRN zone. The concern for quality education for all children always involves assessing and adapting to diverse needs. The Ministry displays its commitment to providing quality services through differentiated strategies when it focuses specialized attention toward meeting the particular needs of subgroups of children such as gifted learners, special learning needs children, and young learners, or particular subgroups of schools such as rural or multigrade schools. In each of these cases, special attention is provided to certain groups so that all can have equal access to universal, national education services. Component IV simply represents another case of special attention to a particular group in order to achieve national education goals, which is consistent with the Ministry's own policy and practice.

The three organizations, the MOE, USAID and AED, need to arrive at a common interpretation of the terms of the Amendment.

The assignment of personnel to specifically and realistically address the needs and the requirements of Component IV is a crucial adjustment.

The present 40-60% ratio applying to the PRN zone meeds to be reassessed since the population in the zone is only about 25% of the total.

6.3 Question Two

Question Two was posed as follows: To what degree has the project identified the educational necessities and realities, both actual and potential, in the PRN zones: student population and enrollment, the number of official and "popular" schools and teachers, the number of sections of each grade, the presence or absence of texts, educational materials, furniture, and equipment?

6.3.1 Findings on Question Two

6.3.1.1 The Accuracy and Credibility of Information about Schools in the PRN Zones

The accuracy and credibility of the Ministry's information about schools in the PRN zone varies greatly from department to department, from institution to institution, from school to school, and even from section to section in the same school. Here we will discuss the issue of accurate and up-to-date information, first in official schools, then in "mixed" schools which combine official teachers/directors with "popular" teachers, and finally in non-governmental (popular) schools

One of the strongest realizations we took away from our visits to schools in the PRN zones was the tremendous diversity and complexity of the educational landscape in these ex-conflictive areas. We include in this report detailed descriptions of specific schools in order to display the extent of this variety and diversity within and across schools. A caution is in order, however: the specific cases of schools described below are provided only as examples of concrete situations, and do not constitute an exhaustive listing of all schools or school situations in the PRN zones. In the brief period of this study, it was impossible to identify the circumstances and needs of all schools in the PRN zones, official and non-governmental, nor was that our task.

We have tried to identify the types of schools and the circumstantial and bureaucratic factors which enhance or diminish the school's ability to provide adequate educational services to children in PRN communities.

Following our description and specific examples of types of schools, we discuss general factors which influence the extent to which a school in the PRN zones benefits from the SABE Project.

One of our major findings is the critical need for a thorough mapping of ALL schools in the PRN zones and assessment of their educational needs. Such a complete needs analysis, which hopefully will become the redirected focus of the Ministry's mapping (*microlocalización*) effort, is overdue if improvement of educational planning, coverage, and quality in the region is to become a reality through SABE.

Actually at least two attempts have been made by the AED Contract consultants to do needs assessments in the PRN zones so information does exist. A problem is that things change quite rapidly in the PRN zone during this period of transition, so that a needs study can quickly be overtaken by events. However, the SABE Project should follow through on an up-to-date needs assessment.

Official Schools

For a school to be official, it must be on government-owned property. During the conflict some of these official schools closed down and have not officially been opened up again. It is quite possible that some of the "popular" schools are using some of these facilities.

In general the government schools in the PRN zone are receiving and using the Cipote textbooks and the *canasta básica*, but not in sufficient quantities for all students or all sections. Necessities of furniture, infrastructure, and equipment varied tremendously from school to school, as did access to SABE *capacitación*.

Cited below are specific examples of official schools, based on site visits by team personnel:

- The Caserío El Líbano school in Guazapa, San Salvador, is new, constructed not through PRN funds but by a "war tax" imposed on the local sugar mill by the FMLN (Military Front for National Liberation) in about 1989. The mill agreed to build a community school in exchange for not having its sugar cane and properties burned by FMLN combatants who controlled the area and used Guazapa as an encampment. The old section of the school still shows bullet holes, but the two new classrooms are pleasant and spacious. There is no water, electricity, or bathroom in the school.

  The school never served as a "popular" school, for by the time its construction was complete, control in the area had passed to the army. An official teacher was assigned four years ago to open the school. For four years she has commuted from San Salvador by bus, walking the last 45 minutes each way from Guazapa to El Líbano. When she took over the school, the FMLN *comandante* stopped by to check with her to make sure the school had been completed to specifications. During her first three years, the teacher received no educational materials whatsoever.

  This year there are four grades, kindergarten to third, served by two teachers, one EDUCO and one official. A year ago a new supervisor was assigned, and through his efforts the canasta básica and texts have started to come. The teachers have not received enough textbooks for their four primary grades but they did receive 15-20 copies of a math book for grade eight or nine. They have also not received the bookshelves they requested, and now rats are eating the pages of books which are stored in boxes on the floor.

Children must sit two and three to a desk because there are not enough desks for each child. No school library has been sent. The supervisor has convinced the EDUCO teacher to teach a second session, and encouraged her attendance at SABE training. The teachers feel the workshops are good but are often not appropriate to teachers in rural schools.

- The Caserío La Sabana School in San Vicente has a brand new school building (opened last month) constructed with the Foundation for Social Investment (FIS) funds, down the street from a tiny FMLN museum to the "Heroes of the Sabana" (*los Héroes de la Sabana*). There are two teachers, one EDUCO (grade 1) and one official (grades 2 and 3). Since his appointment two months ago, the official teacher/director has moved into the community to live.

  In terms of textbooks, only the first grade Cipote books have arrived. There are enough books for all the first graders, but the second and third graders borrow and share them since no other texts have arrived. The director, who is also the grade two or three teacher, has no other educational materials, and no tests or teachers guides have arrived. The school has sufficient student desks, some from MOE and others from international organizations, but there is no other furniture (teachers' desks, bookcases). The official teacher has attended two SABE workshops in the last two months, both specific to the Cipote program and textbooks, but he has yet to receive the materials.

  The day we visited, he and the children had collected leaves and were using them in a creative art activity. The supervisor from the regional office visits regularly, and has even asked the official teacher to provide help and support to teachers at three nearby "popular" schools. The teacher says he is very willing to do so, and has met with them on a number of occasions, including the day before our visit. Many children were missing from class when we visited because of a project in the area to build retaining walls for the river. The parents come to school to tell the teacher when the children will be missing, or to check on their children's behavior. If a child has an unexcused absence, the teacher visits the child's home to find out why.

- The Asentamiento Nuevo Amanecer school, Usulutan, two teachers, one official and one EDUCO, teach 70 children beneath a temporary roof with no walls. The army is building a new school for this repopulation of ex-Army soldiers, a six-classroom structure which is expected to be finished next month. The school presently includes grades 1-4.

The teachers gathered a list of 45 children interested in kindergarten, and the town requested a kindergarten teacher who they expected to arrive last March, but no one showed up. The new books have arrived and are quite motivating to the children, although the EDUCO teacher commented that the texts "don't reflect the children's and community's reality." His small shanty "classroom" is filled with benches and desks, but still cannot seat the 39 children he has enrolled when they are all present. The *canasta básica* was delivered in March, but the brush brooms it included were useless in this school with dirt floors and no walls.

The EDUCO teacher lives two hours away, yet he arrives each morning an hour early to prepare for class and to spend time with children doing sports and songs. The day we visited he had prepared posters to use along with the Cipote texts in his reading instruction, and did a beautiful job of teaching the beginning reading lesson.

We also visited urban government schools in PRN *municipios*. In general, urban school buildings showed no war damage, and more textbooks and educational materials seemed to be on hand. However, this also varied from school to school, and within the same school it varied from classroom to classroom.

While most rural classrooms we visited were pitifully lacking in educational materials, the first grade classroom at the U. M. Sor Cecilia Santillana Ahuazín school in San Miguel had mobiles of alphabet letters hanging down from the ceiling and posters and educational materials hung all over the walls. The children were using math activity materials which had been made by the Central American Peace Scholarship-trained teacher. While the materials and the activity were innovative and seemed to hold the children's attention, the children's oral participation was entirely dedicated to rote choral responses. In contrast, in the same school but in another classroom, the second-grade teacher said she had not yet received the Cipote textbooks or program for her class.

"Mixed" or "Combined" Schools

Although we had been told by the National Director of EDUCO that she knew of no actual cases of official schools with combinations of credentialed teachers and "popular" teachers (*maestros titulados* and *maestros populares*), we came across several such cases in our visits in PRN areas. Again, the specific circumstances of each school, and its educational needs and resources, varied greatly from school to school. The one thing that seemed consistent was that the presence of a credentialed teacher who served as director of the school allowed the school to be official and all children in the school to be accredited.

In some cases, apparently depending upon the supervisor and region or subregion, the school received books and *canasta básica* for all children in the school, regardless of whether they were taught by an official or "popular" teacher. In other cases, textbooks and educational materials arrived only for those children in sections taught by official teachers. We also were told of cases where material had been offered or even delivered to "popular" teachers but was turned down or not distributed by the affiliated non-governmental organization or union.

Some non-governmental organizations acknowledged that this had happened early in the transitional peace process but that this was no longer the policy.

The specific circumstances in each "mixed" or "combined" school seems to be largely determined by the circumstances and politics of the local community, the open-mindedness or narrowness of the particular teachers involved, and crucially by the attitude of the local district supervisor and the regional or sub-regional office of MOE.

Cited below are specific examples of combined schools, based on site visits by team personnel.

In Meanguera in Morazan, four official teachers who have been assigned as directors of schools staffed entirely by "popular" teachers responded to our questionnaire. In May for the first time these schools were invited to include their "popular" teachers in a SABE workshop at the regional office in San Miguel. However, these schools do not appear on the "List of Schools of the PRN that received the *Canasta Básica*" provided to the evaluation team by Ing. Bartolome Gil Cruz, National Director of Administration.

The locations in Meanguera of these four schools are the following: Hatos II, San Luis Cantón la Joya; Caserío del Barrial Canton la Joya; Hatos I Canton. La Joya. The official directors strongly feel that SABE has not made much impact on their schools and teachers, and that "popular" teachers and schools should benefit from the training and educational materials of the Project.

When asked what benefits of the SABE Project they knew about in this zone, one director wrote, "Very little, only the teacher's profile;" another wrote, "Only the mini workshops". One director commented, "That the organizers of the SABE Project may give priority to every aspect of the 'popular' schools: training and elaboration of material."

The Esc. Urbana M. Florinda de Juarez Alemán school in Jocoaitique, Morazán remained open throughout the war, but functioned as a "popular" school until a year and a half ago. The school appears on the official list, and the official teacher/principal indicated that the

canasta básica and Cipote textbooks had arrived. She was using them in her first grade classroom, the children were familiar with them, and several read from them easily.

Her classroom was laid out in small activity groups, some even led by student leaders, much as is promoted by the SABE training. Still, the second grade official teacher reported having received neither the texts nor the teachers guide. In addition to three official teachers (K-2), the school has six "popular" teachers, who had already left for the day so we could not talk with them.

Their classrooms, however, were creatively laid out; one preschool/kindergarten among the "popular" classrooms was arranged in tidy interest centers (play corner, house corner, etc.) and had wonderful piñata-like figures and even real bird nests hanging from the ceiling and wall. However, it seems there is virtually no professional exchange between the two groups of teachers.

The principal did not even speak about herself as the head of a unified school. She referred to the official teachers as "her" teachers and said that the "popular" teachers had their own director from the union (PADECOMS) in Perquín. She said the new texts and canasta básica had arrived for all the children, but she still had the texts for the "popular" teachers since they had never been picked up and distributed by their leader. Each group of teachers receives its own training, the official teachers through SABE/EDUCO, and the "popular" teachers through Pro-Vida and PRODERE. The official principal told us that there is a joint parents organization which combines parents of children from both the official and "popular" classrooms. However, in a later discussion with the non-governmental organization (PADECOMS) in Perquín, we were told that it had agreed to participate in organizing a parents group at the school but had been excluded, and the present parents' group has no significant representation or participation by parents of children in the "popular" classrooms.

Landowners who were absentee from the area prior to the war or who fled their lands during the war are now returning from San Miguel and San Salvador to reclaim their lands, and these parents, according to the non-governmental organization are the ones enrolling their children with the official teachers and trying to replace "popular" teachers with government teachers.

The R. M. Caserío Ciudad Romero school, Cantón El Zamorro, Usulután serves Ciudad Romero, a new community of persons originally from La Union who were in refugee camps in Panama until they repopulated to Usulutan several years ago. The community has neither water nor electricity. The school was built by the parents out of wooden planks; what desks there are have been handmade by the parents. No furniture, equipment, or school reconstruction has been made available through SABE or the PRN.

The school receives some support for educational materials from the Salvadoran Association for Integral Development (ASDI), a non-governmental association in the *Concertación Educativa*. Of the five teachers, two are official (former soldiers, we were told) and three are "popular" teachers. There seems to be respect and cooperation between the two groups of teachers, for each spoke well of the commitment of the other. While the school appears on the official list, books and supplies have only been sent for children in the sections taught by official teachers.

One "popular" teacher was impressed with a sample copy of the Cipote grade 1 text he had been given by one of the official teachers, but he cannot use it because he only has one copy. Children in one "popular" classroom said that what they would most like to have to help them learn would be books and pencils -only about half had notebooks and pencils. One child asked for a pencil sharpener; presently the children sharpen the pencils they have with knives. The educational promoter from the non-governmental organization (ASDI) said that although the Ministry had supplied no materials or texts for most of the children, ASDI permits the official teachers to use its vehicles.

According to information received from the Corporation for Economic Development and Social Progress (CIDEP), some schools in Chalatenango have been designated official schools and have been entered on the Official list without having a credential teacher assigned as principal. Instead, a regional representative from the "popular" schools organization itself is designated as the principal of one or several "popular" schools. The schools are accredited by the Ministry and receive textbooks and *canasta básica*, we were told.

"Popular" Schools

In general, knowledge by Ministry and SABE personnel of the educational realities and needs of "popular" schools in the PRN zones seems incomplete. This is not because information about non-governmental or "popular" schools does not exist, or because it is impossible to access. "Popular" and "popular" schools are not clearly and consistently recognized and acknowledged to be legitimate recipients of the benefits of the SABE Project. While inclusion of these schools and provision of educational services to them may be the official policy committed to in the Peace Accords and announced by the Minister, the policy which is seen in action in concrete deeds is one of exclusion and withholding of services, except where local relationships and arrangements have allowed for greater openness and cooperation between certain schools, teachers, non-governmental organizations, districts, subregions, and regions.

In our visits to schools in the Eastern Region and through various interviews with teachers and representatives of "popular" schools, we found several cases of non-

government schools who have had formal and often repeated contact with the official system, but who are not included as recipients of educational materials, equipment, or teacher training available through SABE. In other cases these schools have had minimal contact with the Ministry.

One specific example is the non-governmental organization Fe y Alegría. It has supported 17 "popular" schools in San Vicente since about April 1993. Total enrollment in May 1994 was reported to be 244 children. In November 1993, the coordinator for Fe y Alegría in the San Vicente area, Mr. Peter Sprangers, initiated a sustained correspondence with SABE and Ministry personnel. His purpose was to obtain necessary texts and materials for these 17 schools which serve children who are otherwise not served by public schools. Copies of Mr. Sprangers' correspondence with Dr. Lillian Rose, Lic. Ana Gladys de Cortez, and Lic. Francisco Ubilfredo Panameño, are included as an annex to this report. Mr. Sprangers was finally able to arrange for a shipment of Cipote textbooks to three of the schools (Cantón Guajayo, Cantón Santa Marta, Cantón Las Joyas) which served as centers of distribution to the other schools. However, he stressed to us that this shipment was not accomplished through regular Ministry procedures. Rather, it required that he:

- personally initiate a written correspondence with SABE and the Ministry in San Salvador;
- follow the correspondence with personal visits to the officials;
- persist in his appeal up the various levels of bureaucracy; and
- approach a personal acquaintance within the government system who arranged for his request to be filled.

All of this, despite the fact that the district supervisor is personally known to him and visits official schools in the nearby communities along the only road into this zone. Of continuing concern to the issue of data collection is the fact that, despite months of correspondence, personal visits, and an eventual shipment of books, these schools were not on the official list .It seems possible that these schools will still not be acknowledged as legitimate recipients of SABE benefits in the future. To date, Mr. Sprangers knows of no "popular" teachers in any of his schools that have been invited to participate in SABE workshops.

Twelve schools providing basic education in PRN communities are supported by the Secretariat of Education of the Salvadoran Lutheran Church. A list of these schools appears as an annex to this report, including the names, locations, and present enrollments of the schools. The total number of students represented is 2899. All of these schools serve impoverished and often repopulated communities, and have only a symbolic monthly quote mensual (2-6 colones) at most.

Many of the Lutheran schools have credentialed teachers, though they are not part of the official salary schedule. None of these schools has ever received canasta básica, educational materials or equipment, or training through SABE. They have been supported mainly by international funds, which have diminished greatly since the Peace Accords. As Bishop Medardo Gómez commented, "Peace is not news."

The present financial situation of the schools is critical. The church may find itself having to close schools because of lack of financial and material support.

The list of departments and communities in which the Salvadoran Association for Integral Development (ASDI) has educational work is listed in the annex. The number of students in grades 1 through 6 attended through their schools is approximately 1,300. A few but not all of these are on the official list. As in the case of the R. M. Ciudad Romero school, Usulután, described in detail as a specific example above, the inclusion of the school on the Official list is not sufficient evidence that materials are indeed arriving for all children in all sections and grades. Ciudad Romero is the only school mentioned by the non-governmental association where official teachers are "mixed" with "popular" teachers.

It is difficult to generalize across such tremendous diversity. Nevertheless, there are several factors which seem to influence which schools receive more or less attention from the Project in the PRN zones:

Urban Versus Rural

In general, urban schools were more likely to benefit from educational services than rural schools. Urban schools tended to have supplies and textbooks, though not necessarily in numbers sufficient to meet their needs. We also found more teachers who had attended workshops and even Central American Peace Scholarship recipients in urban rather than rural schools. This may be due to greater access to information about the SABE Project and its educational services in urban rather than rural schools, and easier access by district supervisors.

There was some indication that "mixed" schools were more likely to exist in urban areas of the PRN departments (i.e. Morazan, San Vicente) than in more remote rural schools. This makes sense, since the more urbanized areas are more available to transportation and therefore more appealing as teaching assignments to official teachers who commute rather than live in the community. Rural schools feel quite removed and abandoned by the official system, and indeed were more marginalized from the benefits of the Project. "Mixed" schools in urbanized areas have more contact with the official school system, but also seem to generate more fear and tension among "popular" teachers that they will be supplanted or replaced by government teachers.

Official Versus "Popular"

Despite the commitments written into the Peace Accords, the PRN, and the SABE amendment, all of which promise to provide immediate attention to the special needs for educational materials and equipment in both official and "popular" schools in the PRN zone, we found many indications that only a small number of "popular" schools have received such assistance, and often only through local agreements, personal contacts, persistence, and luck.

Even within "mixed" schools, official teachers are much more likely to be the recipients of *canasta básica*, textbooks, and SABE training than "popular" teachers. Just because a school's name is entered on the official list as either an official or "popular" school in no way assures that educational materials are reaching all teachers and all children in the school.

Large, Strong Non-Governmental Organization Versus Small, New Non-Governmental Organization

There are significant differences in the amount and type of SABE benefits being received by "popular" schools in departments such as Chalatenango and Morazan than in departments such as Usulután or San Vicente. Example of this is the fact that "popular" teachers in Morazan were invited to attend a SABE *capacitación* in San Miguel in May, while "popular" teachers in Usulutan, in the same eastern region, have received no such invitation nor other benefits of the program. Part of the difference, at least, has to do with the history and organizational strength of the non-governmental organizations affiliated with "popular" schools in each department.

These factors of size and organizational strength may also affect the willingness and confidence with which a non-governmental school or organization approaches the Ministry to request educational services, and the "success" it has in negotiating for benefits at the district and regional level.

Non-Governmental Organizations Affiliated with the *Concertación Educativa* Versus Those Not Directly Affiliated

There was some indication in our school visits and interviews that the non-governmental organizations who are not directly affiliated with the *Concertación Educativa* are even less aware of educational services available to their schools through SABE and more marginalized from those services than those who participate in the *Concertación*. One example is the 12 Lutheran schools who were entirely unaware that SABE's benefits were legitimately available to them, nor had they received any of the benefits. However, the

significance of this factor may be small, since even those who do affiliate with the *Concertación*, such as ASDI, had little awareness of the Project and have benefitted minimally if at all from its services.

6.3.2 Conclusions on Question Two

Based on the above findings, site visits and investigations with regard to Question Two, we have reached the a number of conclusion as stated below.

Many children in the PRN zone have not been identified for services by the SABE Project and are not receiving any of its benefits.

Accurate information, needs assessment, and evaluation depend upon an environment of mutual respect and trust. Given the expressed commitment of USAID and MOE to promote democratic participation and national reunification at all levels, there is an urgent need to "walk this talk" by modelling these Project goals in the Project procedures themselves. This process of collaboration may seem awkward and risky at first, but it is the only way to move away from stereotyped thinking and lofty rhetoric toward the creation of a true relationship of confidence.

Component IV presents the Project with a vital opportunity and an urgent necessity to innovate new strategies which create democratic participation and confidence.

Government schools and teachers know about the Project, whether or not they are receiving all of its benefit. Most "popular" schools know very little about the Project and are receiving few if any of its benefits. Many non-governmental organizations are not aware that any of the Project's benefits apply to their schools, nor do they assume that they will receive any educational services from the Ministry even if they ask for them.

The degree to which schools participate in the Project and benefit from it varies greatly, regardless of type of school (official, mixed, or popular).

Several general factors seem to affect the degree to which a school benefits or not from the Project:

- Rural or urban location;.
- Official or "popular" designation.
- Affiliation with a large, organized and entrenched non-governmental Organization or a smaller, less established one.
- Affiliation with a non-governmental organization that participates in the *Concertación Educativa* as opposed to one that does not.

- The official list of schools is incomplete. A considerable number of "popular" schools are missing from the list, despite the fact that their existence and their needs may be known to district supervisors or other Ministry officials. Schools named on the list may be requesting and receiving materials for only a portion of the children and classrooms in the school. The first delivery that any non-governmental school received seemed to be this past May.

"Popular" schools which have been sustained in the past by international funding are finding such funding has diminished drastically with the end of the war. Such schools may face closure unless the benefits of the SABE Project begin to reach them in the very near future.

Teachers in rural schools who have received the new textbooks indicate that the children like the new texts and are interested in them. However, extensive adaptation of the content must be made by the teacher in order to apply lessons to the children's reality and context.

Teachers who have attended SABE workshops have found them well conducted but theoretical and not always adapted to the needs of rural schools. Many teachers in rural schools believe there should be separate workshops for teachers in rural areas, workshops which are practical and specifically adapted to the teaching realities in these settings.

6.3.3 Recommendations on Question Two

In order for the SABE Project to function with reasonably accurate and up-to-date information about school enrollments and educational needs in the PRN zones, certain methodological procedures are strongly recommended.

District supervisors and all other Ministry personnel who are responsible for identifying school needs and administering the educational program should be retrained to assure their understanding of the obligations of the Peace Accords, the PRN, and the policies and commitments of MOE toward ALL schools in the PRN zones. District supervisors should be specifically trained in procedures for information collection and educational assessment, and they should be held responsible for seeking out both official and "popular" schools in their district, gathering accurate information about their schools' educational needs, and arranging to have these needs met through the Regional Offices.

The Ministry's present project of mapping (*microlocalización*) is to be applauded, but should be expanded to include all schools, official and non-governmental, in the departments.

Studies and needs assessments of PRN schools and communities done by other governmental and non-governmental organizations should be collected and studied. Many of these reports include research findings, graphs, sample research questionnaires, etc., which can inform, supplement, or confirm, Ministry and USAID information and studies. Duplication of effort can be discovered and avoided. Three new studies which have been very instructive to this evaluation, and which include up-to-date published data on rural and "popular" education, are:

> Rubén Aguilar V. et al. *La educación popular en Chalatenango: Un diagnóstico.* CCR-CIDEP. Libros de Centro America, El Salvador, C.A., Septiembre de 1993. (Data collected between Sept. 1992 and March 1993)
>
> Guzmán, José Luis. *Las escuelas populares de Chalatenango: Un aporte para el desarrollo de la educación en las zonas rurales de El Salvador.* Dept. de Ciencias de la Educación, Universidad Centroamericana "Jose Simeon Cañas" (UCA), PRODERE, CCR, Feb. 1994. (Data collected in October and December 1992.)
>
> Pérez Miguel, Luis. *Educación y sociedad rural en El Salvador. Un análisis de la participación popular en los procesos educativos.* Dept. de Ciencias de la Educación, Universidad Centroamericana "Jose Simeon Cañas" (UCA), January 1994.

Information about the SABE Project and its obligations and benefits for ALL schools in the PRN zones should be disseminated using means of communication appropriate to rural areas (i.e. by fax to the *Concertación*, other organizations, international support agencies, and religious institutions; by means of the radio rather than through TV or newspapers, etc.)

The need for educational materials and equipment/furniture in many schools in the PRN zones, and especially in rural and "popular" schools, is acute. Failure to disseminate information about available resources contributes to educational failure and to despair:

> In the case of the students, as it is known, they face many difficulties, a great number of which are related to the lack of economic resources and with the deficient infrastructure and equipment of the schools. Many teachers told us of the unfavorable conditions in which they still work in a large part of the schools. This problem evidently is solvable by financing, in that sense there is nothing to suggest. (Rubén Aguilar V. et al. *La educación popular en Chalatenango: Un diagnóstico,* p. 97).

It is strongly recommended that the three kinds of schools described in this report – official, "mixed", and "popular" – become conscious and expressed considerations of every aspect of the SABE Project in each of its components. It is hoped that this might be one way to operationalize USAID's strategic objective to assist El Salvador to make the transition from war to peace.

Analysis and serious discussion of "popular" education as an innovative attempt in the area of rural education is encouraged.

> What is essential in the experience in Chalatenango is not the category into which we put "popular" education or "popular" schools. It is essential that it is treated as a new proposal in the development of Salvadoran education, as a possible way to resolve the educational development requirements in the rural zones, which are abandoned and ineffectively attended as a result of the models of development tried in the country. (Jose Luis Guzmán).

Accurate information, needs assessment, and evaluation depend upon an environment of mutual respect and trust. Given the expressed commitment of USAID and MOE to promote democratic participation and national reunification at all levels, there is an urgent need to "walk this talk" by modelling these Project goals in the Project procedures themselves.

This process of collaboration may seem awkward and risky at first, but it is the only way to move away from stereotyped thinking and lofty rhetoric toward the creation of a true relationship of good faith and confidence.

Component IV presents the Project with a vital opportunity and an urgent necessity to innovate new strategies which create democratic participation and confidence.

Strategies for following up on this opportunity should include efforts to create spaces and opportunities for direct dialogue, consultation, and participant decision-making between the MOE, USAID, AED, and Non Governmental Organizations and international agencies. These dialogues and consultations should involve joint discussion and participation concerning all aspects of Component IV and of the SABE Project in these zones: determination of goals and strategies, curriculum and materials design, evaluation, supervision, community participation, etc.

Two criteria are suggested for organizations who participate in this consultation: 1) they are registered with the government, and 2) they have considerable history and educational experience in the PRN zones.

Another possibility is to analyze and build on concrete experiences where broad-based participation has achieved specific goals: i.e. the process of dialogue, negotiation, and collaborative work which resulted in the accreditation of students in the "popular" schools in Chalatenango; broad-based participation at the institutional level in the planning and implementing of the Educator Sector Assessment.

Yet another strategy would be to request an opportunity to present the SABE Project, and especially the benefits available through Component IV, to the *Concertación Educativa*, and to other non-governmental organizations and agencies as soon as possible. As goals and specific strategies are being defined and clarified for Component IV in the weeks and months ahead, invite and even insist on their participation in this process.

Invite (contract with) the *Concertación* and agencies to react to the materials and action plans that have been produced so far by SABE (the new texts, training materials, etc.), in order to revise/inform plans for materials that are still in process.

6.4 Question Three

Question Three asks the following: Has the SABE Project been successful in identifying strategies to address the needs of the PRN zone? Has the Project reached out to the PRN *municipios* via these strategies?

6.4.1 Findings on Question Three

The SABE Project created strategies to deal with the population on a national level, if the circumstances are not the same, they are similar throughout the country, so that the strategies are designed to improve the education for all the Salvadoran population, not for one sector.

It would appear that the project is not conceived from the perspective of the past conflict, of making up for needs after 12 years of war, or of the extreme poverty, especially in the rural area; it was only with the amendment , made in a moment of national, political and strategic *conjetura*, that thought was given to the population affected directly by the conflict.

With these considerations, the MOE believed that the funds from Component IV could be used to buy some things and provide certain benefits for all the schools, students and teachers, that normally with the funds it had it could not provide.

Specific strategies to take the SABE Project to all the 115 PRN *municipios* were not made. The strategies were more to respond to developing the SABE Project nationally

without conducting the special characteristics of those zones. As a result the project could be more effective, in the PRN zone.

What kinds of strategies are needed for the PRN zones? Visits to these schools documented the crucial need for SABE to identify effective strategies which address four educational realities of schools, teachers, and children in these zones:

- Poor quality of curriculum and classroom instruction.
- Inefficiency of the educational system to provide neeeded services.
- Effects of rural isolation, poverty, and malnutrition.
- Personal trauma and social/comunity distrust resulting from the hostilities of war.

It is important to note that the SABE Project as a national effort has focused its attention on addressing the first two of these problems, namely, improvement of curricular quality, and administrative efficiency and descentralization. In so doing, SABE has indeed addressed some of the needs of the PRN zone by creating strategies to improve the national system of basic education which affects this zone as it affects all other regions of the country.

This evaluation found little indication that the SABE Project has prioritized attention to issues of rural poverty in either its curriculum development or its teacher training efforts.

No specific strategies or approaches were found within the Project itself to adapt materials and teacher training to rural, impoverished environments. This is a serious limitation of the Project, since approximately 70% of the schools of El Salvador are located in rural areas where poverty levels are most extreme.

The Project seems to depend heavily on the willingness and skills of individual teachers to adapt the curriculum and in-service training provided by the Project to their own and their students' needs in rural impoverished schools. As was seen in the specific examples of schools described under Question One, relatively few teachers may be able to make these adaptations on their own, without clear and specific support from the Project materials and training efforts.

Given the clear mandate of the Peace Accords and the Project Amendment, perhaps most noticeable is the lack within the Project of strategies to address the emotional, psychological, and social tensions and mistrust which remain as residue of twelve years of armed hostilities in the PRN communities. There have been some programs to work with traumatized children, but this has not been included in the Project's scope of work.

The desire for a politically neutral curriculum in the zone, as stated in the Project waiver, suggests that the Project might be hoping to ignore the reality of political disenfranchisement, socioeconomic disparities, and armed political conflict which took 75,000 Salvadoran lives and which ended through negotiated settlement only two years ago.

A first priority of the Project in terms of Component IV must be to reach clear consensus on SABE's goals and objectives in the PRN communities. Only after this has been done can the Project take the next necessary step, that of creating strategies which critically analyze the causes of the war, which name war trauma and mistrust as their concern, and which set about specifically to heal the emotional and psychological wounds which are the residue of the war in children, teachers, and the communities.

The policies planned by the Cristiani administration for the education sector would seem to resolve many of the problems of the PRN, such as improving the quality of education, increasing the access to schools, and improving the infrastructure. SABE Project has had important activities in many of the PRN *municipios,* but there has been no clear intention of resolving the concrete problem of the children affected by the war except as a part of the national responsibility of the MOE.

The amendment might develop strategies that could be used in easing the problem of the PRN *municipio.* For example, the district supervisors could be very helpful in identifying the educational necessities since he is the local representative of the MOE. He can obtain from the principals of the schools the number of students in each grade and class so that the central office would know of the specific requirements.

> On occasions, the Ministry asks me the list of schools, registrations, student population and the educational requirements, and I pass the request on to the Council of Principals. What happens? They think that this will indicate what they are to receive. I believe this too. After what comes is not close to what was requested, for 50 desks, 27 arrive, for 50 books, 27 are given. We are asked our opinion but it is ignored. We are told that materials will be delivered, but they come much later. Whose faculties is it - the supervisor. Because they no longer believe me and it makes it hard for me when I call them (the principals) for a meeting. (District supervisor, San Salvador).

In some of the PRN *municipios* visited some of the "popular" schools have received the *canasta básica* more as a result of the actions of the supervisor than, perhaps, of a Ministry policy.

> The supervisor visits us frequently and makes recommendations as how to improve our teaching. If we need some material, we ask him for it and he gets it for me. ("Popular" teacher, San Vicente).

In some cases the supervisor has not given information on the PRN *municipios* so neither the official or "popular" schools receive material, or in some cases that which is delivered is not sufficient for the number of students.

Establishing coordination and close relations with the representatives of the "popular" educators is an important strategy for the MOE. It is an excellent way to get to know the educational situation in the area that was affected by the conflict, and the MOE has worked directly with the *Concertación* to try to find ways to do such things as finding ways to bring up the level of the "popular" teachers, accreditation of the "popular" teachers, teacher training for those teachers, and the distribution of materials. For the *Concertación*, raising the level of the children and teachers has the highest priority, and some of the results have been to bring up the level of the children and the "popular" teachers and to develop a plan for accrediting the "popular" teachers.

6.4.2 Conclusions on Question Three

The above results vary from region to region and also from organization to organization. It is important to note that in such departments as Morazan and Chalatenango, by a bilateral agreement, "popular" teachers were brought up to the ninth grade. They represent 60% of the teachers in the PRN zones. In San Vicente, on the contrary no significant progress has been made in upgrading the "popular" teachers.

Some of the results sprang from the relationship between the organization in the region and the regional office of the MOE. In others it was because of the dealing of the *Concertación* directly with the MOE.

A fact that is relevant is that some of the organizations need to upgrade their communications with those in other departments. The achievements in Chalatenango are not known in Usulutan or Morazan. This points up a lack of coordination among the parts of the *Concertación*, and this impedes the progress which could be made.

The school needs to be the focus in gathering information of the needs of a local area. A survey needs to be made of each school and its buildings. Of the approximately 4000 official schools only some 2000 or 50% have been included in the MOE's survey to date.

This is an important project for the MOE because it would provide the exact information on what projects should be done in a specific community. Unfortunately, the study does not include the "popular" schools.

6.4.3 Recommendations on Question Three

Identify excellent teachers in each of the three types of schools – official, "mixed", and "popular" – and use these experienced teachers creatively as trainers of other teachers. In addition to training sessions which these "mentor teachers" themselves conduct, we strongly encourage that the following two strategies for displaying their teaching skills *in action within the context of their actual teaching work* be seriously considered:

- Encourage and enable other teachers in the same school or in other schools to observe these mentor teachers at work in their own classrooms. Some of the funds for training might be used to employ roving "substitute teachers" who cover classroom teacher's classrooms while the teacher observes the "mentor teacher" at work. Or, instead of regional workshops, it might be more effective to enable only one school at a time to have a "professional development day" in order to travel to another school to observe an excellent teacher at work.
- Arrange to videotape the "mentor teachers" at work with their children in their own classrooms. The videotapes should not show idealized or unnatural situations, but rather should respect and illuminate the excellence and the detail of the teacher's work within her/his school context. Such tapes can serve as powerful "instructional cases" of teaching strategies and the adaptation of curriculum and learning materials to different contexts and classrooms. The tapes can be used as the basis of small group analysis, discussion, and sharing when teachers gather for district or regional *capacitación* sessions.

For either of these strategies to be successful as an effective teacher training tool, it is very important that teachers from all three types of schools be identified and selected. Excellence in a rural school does not necessarily look identical to excellence in a large urban school. Videotapes which display the work in detail of effective teachers in diverse settings allow viewers to discuss what they see across the videotapes that is "universal," as well as what they find in each tape that makes it uniquely adapted to the children in its own setting.

Our visits to schools, while limited in number, nevertheless brought us into contact with several teachers who would be excellent candidates for videotaping. Whatever the settings and circumstances of their schools, these teachers were outstanding in their efforts to make teaching and learning meaningful and exciting to the children. There are

undoubtedly more such teachers in the schools of El Salvador, both urban and rural, official and popular. Their work deserves to be documented, celebrated, and replicated.

The teachers we identified were the following:

Maria Carballo de Guevara, Urbana Mixta U. Pan Americano school, Perquin, Morazan - an outstanding teacher in every way! The children were all using concrete manipulatives to understand math concepts. What was most wonderful about Ms. Guevarra, however, is her use of teacher talk to guide the children to understanding. An outstanding teacher in *any* country!

Jose Adan Hernandez Rodriguez, Asentamiento Nuevo Amanecer, Usulutan. This EDUCO teacher was at work in a temporary shack with no walls, but he was doing a beautiful job of teaching beginning reading to first graders using the new texts.

The official teacher/director of R. La Sabana in San Vicente school: used leaves the children had collected to do activities in class; also his openness to working with nearby "popular" teachers is wonderful.

The "popular" teacher whose classroom in Joacoaitique has birds, nests hanging in it. We didn't meet him/her so I don't know his/her name: This classroom was the most exciting learning environment I saw in all my visits. We would love to see this teacher at work with kids in that classroom!

Videotapes could/should also be made of effective supervisors at work. One amazing one we met was: Lazaro Roberto Hernandez in Guazapa.

Because the "popular" schools really had little in the way of guidelines as to what they were supposed to do, in some cases they had done some very creative and innovative things. These need to be inserted in some instances into the official curriculum and schools. These are Salvadoran innovations that work in this society in keeping with cultural values.

The archdiocese of San Salvador has a very innovative distance education program to train its volunteer teachers. Instead of the normal commercials in its radio broadcast, it has short, five-minute vignettes on how to teach more effectively.

The Salvadoran Association for Integral Development (ASDI) has a collaborative curriculum planning session on Fridays involving the teachers and parents.

The Corporation for Social Development and Economic Progress (CIDEP) in Chalatenango has found ways to establish working relations with the SABE Project, and this may help to pave the way to a lessening of barriers between "popular" and official schools.

The book, *Las escuelas populares del Chalatenango* by Jose Simon Canas and others (Education Department of the Central American University) has information that can be helpful not only to the "popular" schools, but all schools, especially those in the rural areas.

6.5 Question Four

Question Four was: What has been the impact of Component IV on the level of educational service in the PRN zone?

6.5.1 Findings on Question Four

Although clear and concrete strategies were not established for the development of Component IV, activities have taken place in the *municipios* in the PRN zone which have benefitted the children who make up part of the population that the MOE has the responsibility to serve.

6.5.1.1 Distribution of the *Canasta Básica*

Instructional materials were distributed to schools in almost all the country and in some cases to "popular" schools. For some teachers this was a great help because they have so few materials for teaching.

In some schools where the principal was from the MOE but where some of the teachers were regular employees while others were "popular" teachers, the material went only to the classes of the regular teachers, for example, in the Rural Combination Ciudad Romero school, material went only to the regular teacher's class. The principal gave a book to the "popular" teacher but not to his students.

In some zones, the organization in charge of the "popular" schools asked that the material be given to it for distribution to the schools, but the MOE rule is to distribute school-by-school so that schools received no materials.

Some teachers especially in the rural areas were not satisfied with the instructional material delivered because it was not enough for the number of children and was of poor quality, or inappropriate for their teaching. The suggestion was made that rural teachers

needed to be consulted more in the revision of programs, the elaboration of books, and the content of in-service training.

Many of the schools in the PRN zones have received instructional books, and generally the educators are pleased with their content and the help provided for teaching.

> The contract of the language book coincides with the program and the children like to use them because of their illustrations and colors, it motivates them to read them. (Principal/teacher of the Canton Piedra Cuesta rural school, Chapeltique, San Miguel).

> The books have not been given to me for my grade (3) but I use those from the first. The teacher loans them to me to develop some of the subject matter in my class, and they (students) like to use them, they attract their attention, as never before. Hopefully, I'll soon have mine. (Principal/teacher of the Canton La Sabana rural school, Tecoluca, San Vicente) .

When this school was visited, the teacher was using the first grade book, and he was showing the students how to make animals using leaves, and he asked the students to get some leaves and follow the directions that were in the books. The students were attentive and showed interest in what they were doing.

According to the criteria of the educators including the "popular" teachers, the books are very well illustrated which motivated the child to use them.

According to the surveys and interviews it was determined that when the school had the program of studies, they were being used, and those interviewed said they applied to the rural as well as the urban areas.

In some cases the teachers did not use the programs but used some older texts, the Samaria books, which gave specific details and made the teaching easy. In other cases they could not use the official program because they did not have it so had to use the Samaria books. They said they did not know what the MOE wanted.

6.5.1.2 In-Service Training

The in-service training that up to now they had received was satisfactory but some things were dealt with too superficially.

> The teacher trainers are good and know their subject, but the time is short for what they want to give. It is hard for me to adapt them pedagogically because

> I am a "teacher III" and have not been trained in basic education so it is doubly hard for me. (Principal/teacher Ciudad Romero rural school, Jiquilisco, Usulutan.)

Many of these interviewed had not attended all the training but for different reasons. For some, they were not advised in time, some because the training was so far away, and some because they were "popular" teachers. As yet there is no concrete strategy as to who is to be included. The official teachers said that the "popular" teachers needed in-service training if they were to offer a reasonable program for their students.

In San Miguel the "popular" teachers participated in the training with the new teachers. In May, 27 "popular" teachers had the SABE training.

> I did not see a great difference between them ("popular" teachers) and the new teachers, on the contrary, they were more orderly and disciplined, they were on time, carried out assignments quickly, and perhaps, showed more interest than the official teachers. (In-service teacher trainer, Eastern Region.)

6.5.1.3 School Reconstruction

Of the dollars that could be transferred to colones under the waiver made for the Amendment for Component IV, 4,600,000 colones were transferred to the Plan for National Reconstruction. These funds were to be used by Municipalities in Action (MEA) to rehabilitate school rooms in the PRN zones.

The plan was to repair 11 schools in Morazan, eight in San Miguel, four in La Union, ten in Chalatenango, three in Santa Ana, for a total of 6 in the Western region. In the other regions, the total was 23, with five in San Salvador, one in La Libertad, four in Cabanas, five in La Paz, four in Cuscatlan, and five in San Vicente.

Of those planned, 24 schools were repaired. The execution was very uneven. Nineteen projects were done in the Eastern region, the same number planned. The other departments had just one school repaired, with the exception of Chalatenango, which had two.

This uneven distribution meant that only Morazan and San Miguel really felt the impact of this project to any extent. The reason for the disparity in the distribution of the work was that the Municipalities in Action works through the mayors, and where the mayors are most active, the rehabilitation of schools took place.

6.5.2 Conclusions on Question Four

In the PRN zone alluded to in the Amendment which created Component IV, mention is made of the delivery of materials, furniture and equipment, the reopening of schools, teacher training and other project elements. In spite of this, a specific program has not been developed which gives attention to this population. Strategies, goals and concrete activities have not been established for the development needed under Component IV.

For the MOE its priority is the whole nation, for the SABE Project Component IV, it is the 115 *municipios*. These latter have benefitted but certainly still need more help.

The uneven distribution of rehabilitation funds meant that the effect of Municipalities in Action was really only felt in two Western region departments.

Those USAID personnel involved in the MEA program indicated that they believed the program was effective. They felt the program was limited by the fact that the Office of Education and Training believed that the MOE had higher priority requirements for the funds.

To measure the quality impact, it is necessary to find if the relation of the principal and teachers has improved and that of the teachers with the students. Are the parents participating in educational planning and has such problems as dropout rates been reduced. From the observations of this evaluation a clear view does not exist as to whether or how much the SABE Project has been able to achieve in the PRN zone.

Teachers do not know about the fundamental activities, purpose and objectives of the SABE Project so that they may be able to take new advantage of what the project has to offer.

6.5.3 Recommendations on Question Four

Based on the above findings, the team puts forth the following recommendations:

- Funds from Component IV should be used to augment the District Educational Funds in the PRN zones.
- The benefits of the schools now receiving PRN zone funds should be expanded to the other schools in those districts.
- Conduct research on the needs of the districts located in the PRN zones.
- Develop a way to explain the SABE Project, it objectives and purpose and its participants and beneficiaries using multimedia which is appropriate to the rural areas and will reach the "popular" schools.

- Since Component IV has much more to achieve, to improve the results a person should be made responsible for the component serving as the link among the MOE, USAID and AED and the National Reconstruction Program. Without this coordination, the activities under the component may not have the force needed to be carried out well.
- Give specific attention to the PRN *municipios* considered by the past administration as being most affected by poverty and the conflict. This would require making a plan of action for the student population in the 115 *municipios*, reopening schools, and donating instructional material, furniture and equipment; also considering how the official and "popular" schools can be integrated in teacher training elements, the use of books, interactive radio instruction, etc.
- Evaluate the qualitative impact of Component IV on the PRN *municipios* to effect changes in the orientation of the program.
- The MEA program needs to be factored into the other Component IV activities to get a more accurate appraisal of the results of that component of the SABE Project.

MIDTERM EVALUATION OF THE STRENGTHENING OF ACHIEVEMENT IN BASIC EDUCATION PROJECT (SABE):

ANNEXES

ANNEX A

EVALUATION

STATEMENT OF WORK

AND METHODOLOGY

ANNEX A

EVALUATION

Statement of Work

The evaluation contractor will provide answers to the priority questions provided in this section of the scope of work (SOW).

1. To what degree is the project meeting the following objectives of Component I?

   a. How is the development of curricula guides and texts progressing? Does the curriculum clearly establish learning objectives by grade level? Do administrators and teachers have a clear understanding of the philosophy of a "pupil-centered' methodology?

   b. What is the effect of educational resource materials development?

   c. What is the impact of in-service training? Of participant training? What kind of follow-on to the training is being carried out? What steps have ben taken to coordinate EDUCO and SABE training? Is there a long term plan for the development of human resources?

   d. What have been the effects of the distribution of didactic materials in the classroom? Are the materials appropriate for grade level, size of school, etc.?

   e. Is there a national policy for testing? Does it seem to address the evaluation needs of the Ministry? Does it provide critical feedback to SABE project planners?

   f. What has been the impact of interactive radio on math instruction? What is the likelihood that it can be successfully expanded to second grade math? To language instruction?

   g. Do policies appear to be in place to promote student use of libraries?

2. To what degree is the project meeting the following objectives of Component II?

   a. Please comment on the design of the "Valorizacion" campaign.

   b. What progress has been made in strengthening teacher supervision? Are the World Bank Manuals for the regional and district levels being utilized?

c. What has been the progress in administrative decentralization? Is there a clear plan for the MOE to follow? Are decentralized functions in personnel, training and Fondos Distritales functioning effectively?

d. How much progress has there been in strengthening the school/community relationship? Is there evidence that communities are becoming more willing to support local educational activities? Is there evidence that educators are willing to let parents into the schools? Is there evidence that the private sector is involved? Have the EDUCO ACEs proved to be a successful intervention as measured by teacher attendance, student/teacher contact time and educational access in isolated areas? How do EDUCO sections compare to a control group of MOE sections in first grade reading?

e. Do the evaluations of the recently formed Unidad de Analisis de la Calidad Educativa appear to target appropriate project interventions? Are the evaluations well formulated? Is the information being used appropriately? Does the feedback system to the Vice Minister seem appropriate?

f. Have the commodities of SABE's predecessor's projects been combined in the inventories with SABE commodities?

g. What has been the impact of the acquisition of major commodities? Specifically, are copy machines appropriately distributed and used? Have the computers been incorporated into the administrative function?

h. To what degree are the motor pool policies functioning? Are any other MOE or other donor-purchased vehicles in the motor pool?

i. Has the MOE leadership (Minister, Vice Minister, regional directors, directors of planning and controllers office, Basic Education, Administration and Supervision, etc.) received appropriate orientation and training to be able to effectively carry out SABE objectives?

j. To what extent is the school mapping exercise successfully describing educational facilities, human resources, student/faculty ratios, retention and desertion rates? What is the status of the Personnel Audit?

k. To what degree has the introduction of electronic management information systems had an impact on MOE administrative systems?

3. In reference to Component III, to what extent has the OPCI been effective in moving local currency associated with the project? Please comment on possible improvements to the OPCI monthly report format.

Is there a logical and viable plan for meeting the counterpart funding obligation?

4. To what degree is the project meeting the following objectives of Component IV?

a. To what degree has the project identified who (e.g., school population, official and popular teachers, etc.) and what (e.g., number of classrooms, how many branches of the Escuelas Populares there are) is in the ex-conflictive zone (ECZ)?

b. Has the project been successful in identifying strategies to address the need of the ECZ? Has the project reached out to the ECZ via these strategies?

c. What has been the impact of Component IV on the level of educational services in the ECZ?

5. What are the major project policy issues that are emerging, and what strategies does the evaluation team suggest to address them? Note: This question does not duplicate questions that were asked in the Education Sector Assessment. Sector Assessment policy issues are more global. SABE policy issues are more related to the micro aspects of school administration, such as:

a. The viability of a system of one principal per school building.

b. The viability of plans for future teacher/administrator formation.

c. Should the basis of the distribution of schools materials be the school, the class or the number of students?

d. What are the sustainability issues (e.g., absorption of project expenses in the national budget) and are they being addressed?

These examples are illustrative, and should not be taken as an exhaustive list of project policy issues.

6. To what degree has the MOE improved its commodities management system? Please note that much input on this question may be gathered by consulting with the commodities audit, that we are planning to conduct simultaneously with the evaluation.

7. Is there evidence that the educational system will be more efficient at PACD? For example, to what extent is the project making progress towards:

a. Reducing the number of years for a first grade cohort to complete sixth grade from 13.2 to nine?

b. Increasing the number of children who have acquired basic learning objectives to 60%, as measured by achievement test scores?

c. Increasing the percentage (70.6%) of children aged 7 - 12 who were enrolled in grades 1 - 6 in 1990?

d. Increasing the percentage of children starting first grade who completed 6th. grade from 70.4% in 1990?

e. Decreasing retention rates by 50%?

f. To what extent are MOE demographic statistics reliable?

8. How do gender, environment, population and drug prevention factor into the project activities? Are these issues being given full consideration in the development of texts and workbooks?

9. Within the Mission's Strategic Objective framework, as defined in the Program Objectives Document (POD), SABE is a major contributor to Strategic Objective #4, "Healthier, Better Educated Salvadoreans". The project also contributes to Strategic Objective #1, "Assist in the Transition from War to Peace", and others. Evaluators will assess the project's contributions to these objectives. To the extent project assistance is not directly supportive of the Mission's Strategic Objectives, recommendations should be made as to appropriate actions required to bring the project more in line with these objectives .

10. To what degree has the Project forged linkages with other donors?

11. To what degree has the linkage of technical assistance with MOE counterparts been successful? Are there measures that should be taken to strengthen the counterpart relationship?

12. To what degree does the project design correlate with the recommendations of the Sector Assessment? What steps could be taken to make the two more congruent?

Annex A: Scope of Work

The Scope of Work for this evaluation has been discussed in more detail in "Section 1, Introduction" in the body of the report. That applies to the view of the work with regard to all four components of the SABE Project.

With special reference to Component IV, we focused on four questions drawn directly from the Scope of Work. These questions guided the investigation of the SABE Project's Component IV in this evaluation. These four questions were used as bases for defining specific objectives of our work and inquiry. The questions also provide the framework for this written report. These questions and the specific work objectives which are based upon them are laid out in the table below:

QUESTION	OBJECTIVE
1. What do the agencies involved in the SABE Project (MOE, USAID, AED) understand the 1992 Amendment to require in terms of their responsibilities and obligations toward the PRN communities?	To define the responsibilities of the SABE Project toward the PRN zone, as understood by: • MOE • USAID • AED
2. To what degree has the Project identified the actual and potential educational realities and necessities in the PRN zone: school-aged population and student enrollment; number of official and "popular" schools and teachers; number of sections of each grade; supply of textbooks, educational materials, furniture, equipment, etc.?	To compare and analyze the available data; to identify diverse sources of information and data; to investigate what methodology and procedures of inquiry are necessary in order to collect up-to-date and accurate information; to gather to the degree possible updated information about the "popular" schools in the PRN zone.
3. Has the SABE Project been successful in identifying strategies to address the needs of the PRN zone? Has the Project reached out to the PRN *municipios* via these strategies?	To identify and evaluate the strategies that the Project has used to reach out to the PRN zone; to analyze and highlight successful strategies that have been identified and used by government or non-governmental educational programs of basic education in these communities.
4. What has been the impact of Component IV on the level of educational services in the PRN zone?	To investigate the level of educational services in the PRN zones and the impact the SABE Project has had on the level of these services; to investigate possible methods and procedures for assessing the impact of the Project in this zone in specific and concrete ways.

Annex A: Methodology

As a point of departure, the evaluation team applied a work breakdown structure to the Scope of Work and used this to develop a Table of Contents for the final report. The table of contents was presented, discussed and approved by MOE, USAID and AED. Sections in the Table of Contents were then assigned to each team member for development of a conceptual framework and research approach for each section.

The operational methodology for the evaluation, was presented as a total approach to the research in a meeting with MOE, USAID and AED on Thursday, May 26 (see Annex, "Operational Methodology"). Based on revisions of that approach made during the meeting, the team initiated evaluation activities and was guided throughout the research by this basic approach. The following summarizes research activities undertaken from May 27 through June 23 which comprise the team's data capture (see Annex I, "Site Visit Map"):

- In excess of 100 documents were reviewed.
- Eighty SABE Project experts were interviewed (see Annex, "SABE Project Experts Interviewed").
- Field research undertaken:
  - 14 districts were visited where interviews were conducted with three district supervisors, 19 school principals, 70 teachers, and many parents and students.
  - 28 schools and 46 classrooms were visited in 14 districts.

Sites for visits were selected randomly from a list provided by MOE of all schools in the country. Out of that universe, a pool of schools in the 14 departments that function in two shifts was formed. Schools were selected from this pool to allow the evaluators to visit a minimum of two schools per field trip. Schools in the pool were then numbered and, in each department, a number of schools were selected at random. In order to avoid sampling bias, urban and rural schools had equal chances of being selected.

The interviews used the applied, open-ended and semi-structured method where systematic and comprehensive coverage was assured while still allowing a free flow of unanticipated issues to surface in a flexible manner. It is important to note that the findings do not differ substantially from information presented in the Sector Assessment (Harvard Study) or in reports on site visits conducted by SABE personnel in 1994.

The research utilized three data collection instruments (see Annex, "Interview and Observation Protocols"):

- A form for classroom observation.
- A teacher interview protocol.
- A school principal interview protocol.

Data collected by interviewing supervisors and parents are also presented. The first draft of the instruments was developed by one of the team members and then reviewed and revised by the other team members.

Instruments were field tested by a second team member on a first set of site visits. Her feedback was utilized for instrument revision. Prior to going on the field trips, the evaluation team met to define terms, to discuss the procedures for data collection, and for a final instrument review. The members of the team are experienced researchers and interviewers and able to adjust an instrument to their specific needs.

When possible, the evaluator was accompanied by a Salvadoran educator. Upon arrival at schools, the evaluators looked for the principal, introduced themselves, and described the purpose of the visit. After a brief conversation, they conducted the classroom observations in grades K - 4. The observation form served as an initial identification of issues that later were pursued in more detail during the interviews with principals and teachers. For example, if it was observed that students were not using the textbooks or that books were still in boxes, the observer would make a note to ask principals and teachers the reason for this.

When it was observed that teachers utilized innovative instructional practices or that a class was taught in a very traditional manner, the observer would make a point of inquiring during the interview as to the type and frequency of in-service training provided to that teacher. Each observation lasted between 15 and 40 minutes. Because grades 4 and 5 have not received the textbooks or in-service training yet, observations and teacher interviews were geared to grades K - 4, where the effects of SABE Project could be more readily documented.

In a few cases a school that had been selected as part of the sample was not visited. One car broke down, one driver got lost and could not find the school, another driver took a shortcut and, due to road conditions, two hours were needed to cover 38 kilometers. In these cases, evaluators substituted a school on their route for the school they were originally supposed to visit.

Each section of the evaluation required adaptation of the research approach based on that specific area of SABE Project:

- For Component I, it was necessary to examine in some depth all the instructional materials, such as the teacher guides, in-service training materials, the new textbooks, and the Interactive Radio teacher guides, and to ascertain how these related to the MOE's curriculum model.
- For Component II, the evaluation team made site visits to each of the three MOE regional offices to see how they functioned and to interview their officers to find out about the progress of the program to decentralized the MOE. Team members also observed the MOE offices as interviews were conducted in the Ministry offices to ascertain how effective communications were between departments and also within departments.
- The Logistics Consultant visited the three regional offices, the SABE warehouse, and three MOE warehouses. He examined the various instructional materials, equipment, and supplies. He studied the purchasing methods and examined the records. In order to study the methods of distribution, the consultant went out with a truck to observe distribution procedures.
- For Component III, the evaluation team examined the financial information in the Project Action Plans, the monthly reports that went from the Ministry to the Secretariat of External Funds (SETEFE), the Projects Implementation Letters, and the AED Contract expenditures and future financial plans.
- For Component IV, the evaluation team used a special survey form in addition to the evaluation instruments used in the assessment of the other components. A survey was also made to find what other organizations besides the MOE, USAID, and AED were working on in the PRN zones. They were able then to include in their interviews, representatives of non-governmental organizations and of other institutions mentioned in the studies the evaluation reviewed.
- The schools visited were selected on a random basis from departments which are part of the National Reconstruction Program and from *municipios* according to their population, level of poverty, and presence of educational organizations.

Annex A: Methodology with Reference to Component IV of the SABE Project

Under the rubric of methodology, we approached each of the four questions posed above in the table in the Scope of Work section. These four questions were dealt with in greater depth in the body of the evaluation, in "Section 6. Component IV". As in the other sections, in this case the methodology of our investigation, as well as the limitations of our efforts, were naturally reflected in our specific findings, conclusions and recommendations. Our identification of exemplary practices, and those which were less than satisfactory, was also the product of our methodology and its results.

The evaluation of Component IV of the SABE Project was made considering the key elements in the Project Paper and its amendment.

Review of Documents

To understand the background of the component, the study began with a review of documents from the government, non-governmental entities and international organizations. These totaled over 35.

Instruments: Information was obtained by using survey forms, observations and interviews. One survey form was devised specially for the study of Component IV, and consisted of 10 questions to determine what was known about the SABE Project. A second survey form was that used by all the evaluation team members in their school site visitations. The PRN survey included 35 individuals, some regular teachers and some "popular" teachers.

The interviews were directed to all three levels of education, national, regional and local. Thirty representatives of governmental, non-governmental, and international organizations were interviewed using a structured interview to obtain parallel data.

The observation also were structured so as to illicit information on such items aa teaching methods, instructional materials, and school-community relations. Ten classes were observed.

The surveys and observations of the evaluations from the other evaluators were also reviewed.

Procedures

Selection of institutions: A survey was made to ascertain what other organizations besides MOE, AID and AED were working in education in the PRN zones. These included representatives of non-governmental organization and of institutions mentioned in the studies the evaluators reviewed.

Selection of schools: the schools were selected on a random basis from departments which were part of the National Reconstruction Program, and from *municipios* according to their population, level of activity during the war, level of poverty, and presence of educational organizations. After identifying the *municipios,* consultations were made with the Regional Education Office to obtain permission for the school visits. The visits to the schools were unannounced so in some cases all the school personnel was there but not in others.

Selection of the individuals: From each school those selected to be interviewed were those who had relations with the project and especially Component IV: teachers and, the principal or the person in charge of the school. The classes observed were from the kindergarten (age 6) to the third grade.

Analysis of the information: After studying the documents and the results of the surveys, observations and interviews, an analysis was made in regard to the evaluation's four basic questions to establish critical points in regard to accomplishments, difficulties and needs.

From the study of the responses, generalizations emerged about the responsibilities set out in Component IV: What were the strategies planned, what were the assumptions, what difficulties impeded and what facilitated progress, and what impact was achieved.

ANNEX B

EXAMPLE OF FORMS USED BY CONSULTANTS AS THE STRATEGY FOR THE EVALUATION

TECHNICAL ASSISTANCE STRATEGIES (GREEN)
CONSULTANTS AND COUNTERPARTS

AREAS	EVALUATION QUESTIONS	DATA SOURCE	METHODS/PROCEDURES
Needs asessment . Previous basic educational projects	. What were the needs that technical assistance might satisfy?	. MOE . AID . Planning Documents . AID reports on project terminations	. Interviews . Review documents
STRATEGY: Technical assistance in project papers. Changes in technicas assistance plan. Uses of counterpart funds.	. What long term consultants? . Short term consultants? . Plans for counterpart funds?	. Project papers . AED proposals & contract . Action plan	. Review documents
IMPLEMENTATION: Project history.	. What consultants have been or are being used? . What contributions were made or are being made by consultants? . How did consultants operate in regard to counterparts and/or sub counterparts? . What problems developed in uses of technical assistance? Why? . How were problems, if any, resolved? . Why were changes made as to type of technical assistance? . What additional technical assistance may be needed? . How suitable has long term v.s. short term consultants been in meeting technical assistance needs? . What future plans for T.A.?	. AED reports. . AID, AED, MOE . AID, AED, MOE . AID, AED, MOE . AID, AED, MOE . AED . AID, AED, MOE . AID, AED, MOE . AID, AED, MOE	. Review reports . Interviews . Reports . Interviews . Interviews . Interviews . Review documents . Interviews . Interviews . Interviews . Interviews

FINANCES (GREEN)

AREAS	EVALUATION QUESTIONS	DATA SOURCE	METHODS/PROCEDURES
BACKGROUND: Previous education budgets. Previous AID projects	. What has been the history of education projects? . How have AID education funds related to budgets?	. MOE Budget documents . Sector assessment . AID project documents	. Review documents
STRATEGIES: Increase MOE education budget. Supplement MOE budget for quality improvement through SABE	. What did project papers project as to dollar & counterpart disbursements?	. Project grant agreement	. Review
IMPLEMENTATION: Distribution of Dollars and counterpart funds.	. How has MOE education budget compare to those prior to SABE? . What increase has SABE made in dollar funds? . What have been bottlenecks in relation to disbursement of dollars and colones? . How can these best be resolved? . Has disbursements affected project implementation? . How can procedure be improved?	. MOE/IPCE reports . AID project implementation . AED, AID, MOE	. Review reports & project implementation letters. . Interview . Interview
IMPACT: Disbursement of funds, dollars and counterparts funds has affectedd project progress	. Has disbursement of funds been satisfactory in matching activities with project plans?		

PROJECT ROLES AND RELATIONSHIPS, MOE, AID, AED (GREEN)

AREAS	EVALUATION QUESTIONS	DATA SOURCE	METHODS/PROCEDURES
BACKGROUND: Roles and relationships in prior projects strategies	. What have been the roles & relationship of AID & MOE and contractors in previous projects?	. AID, MOE . Project paper	. Interviews . Review Project Paper
STRATEGIES: Roles andd relationships planned in project	. Does project plans assume any definited special roles and relations?	. Project paper and planning documents	. Review documents
IMPLEMENTATION: Project activities. Project communications.	. How did management roles evolve: GTP, CAE, CTE, CF. . How do entities communicate with each other? . What are the counterparts among the three entities? . How do individuals and organizations involved in project relate and communicate? . How do AED field and home offices relate and communicate?	. AID, AED, MOE project documents . AID, AED, MOE . AID, AED, MOE . AED, AID	. Interviews - Attend meetings . Interviews . Interviews . Interviews
IMPACT: Relationships and communications improve project outputs			

RELATION OF SABE TO SECTOR ASSESSMENT SOURCE (GREEN)

AREAS	EVALUATION QUESTIONS	DATA SOURCE	METHODS/PROCEDURES
BACKGROUND: Assumption that a sector assessment would delineate situation in public education to facilitate better decision making.	. Is assumption valid or what is needed to make assumption valid?	. Sector assessment	. Review documents
STRATEGIES: Sector assessment would make SABE more efffective.	. What are the relationships between SABE and the pertinent sections of the sector assessment?	. SABE documents & sector assessment . AED & AID	. Review documents . Interviews
IMPLEMENTATION: SABB uses sector assessment to assist in planning present and future activities.	. How do SABE people characterize fefasaibility of sector assessment's recommendadtions? . How does SABE plan to act on recommendations? . What changes, if any, has been made in SABE's activities as a result off the sector assessment? . Could and should SABE become more congruent with objectives as set forth in sector assessment recommendations?	. GTP meeting . SABE leaders (MOE, AID, AED)	. Attend meeting . Interviews
IMPACT: SABE is reinforced by the finding of the sector assessment.			

LINKAGES OF SABE AND OTHER EDUCATION SOURCE (GREEN)

AREAS	EVALUATION QUESTIONS	DATA SOURCE	METHODS/PROCEDURES
BACKGROUND: SABE grows out if former AID projects. SABE and projects of other donors are related.	. How did SABE grow out of previous AID projects? . How are various education projects related?	. AID documents . Project documents	. Review documents . Review documents
STRATEGIES: SABE takes advantage of experience and "Lessons Learned" from previous AID projects. SABE and other donors projects reinforce each other.	. What experiences of previous AID projects are pertinent? . What were the "Lessons Learned"? . How do various donors education projects relate to each other?	. AID planning documents . Project documents and reports	. Review documents . Revieww documents
IMPLEMENTATION:	. Has SABE used effectively experience from other projects and from "lessons learned"? . Have various donor projects reinforced each other? . Have various donors correctly evaluatedd absorption capacity of MOE?	. Project documents AED-AID . Project documents . MOE, AID, AED	. Review documents . Interviews . Review documents . Interviews
IMPACT: Various donor activities including SABE strengthen basic education aand do not strain MOE capabilities and resources			

I. SUB-COMPONENT: NATIONAL TESTING PROGRAM

AREAS	EVALUATION QUESTIONS	DATA SOURCE	METHODS/PROCEDURES
BACKGROUND: Underlying Philosophy and expectations for the National Testing Program	EVALUATION QUESTIONS: . Prior to Project SABE, what were the evaluation and assessment needs of the MOE? . How did the MOE, AID and AED expect the testing program to contribute to the improvement of education in El Salvador? . What measures of specific educational outcomes for students in grades K-6 were available? . What baseline data were available at the start off project SABE? . Traditionally, what was the role of assessment, testing and evaluation in educational decisions made by the MOE?	. Documents . DOE, AID, AED . Other donors . Others	. Review of documents . Interviews
STRATEGIES: Adequacy of instruments to the objectives of the National Testing Program Staff development activities at all levels necessary to carry out the NTP as planned. The process of test administration The mechanism planned for the interpretation, dissemination and utilization of test results	. Which types of tests were included in the NTE? . What is the function of the newly UACE and what staff development activities have been planned to expand the capability? . What staff development activities have been planned to expand the capability of the testing and evaluation at the MOE? . What staff development activities have been planned to allow MOE staff to monitor test administration? . What staff development activities have been planned for supervisory staff, schools principals and teachers to allow them to fully participate in the NTP? . What type of training has been planned for the test administration teams? . What system have been put in place to allow the dissemination of test results and their utilization by other MOE Departments – Curriculum, planning, etc? . What plan have been made to allow test results to inform decisions for the MOE to the classroom level?	. Documents . DOE, AID, AED . Other donors . Others	. Review of document . Interviews . Observations

IMPLEMENTATION: . The test development process . Staff development activities . The interpretation, dissemination and utilization of results	. How technically sound and instructionally relevant are the tests developed by the project SABE? . How well are curriculum objectives, classroom practices and tests matched? . How were tests analyzed and results interpreted? . What mechanisms are in place for the dissemination and utilization of tests results? . Do the results of the NTP provide critical feedback to SABE project planners? . Does the NTF address the needs of the MOE? . Does the MOE personnel have the capability to manage the NTP? . Can the level of effort needed to carry out the NTP be sustained by the MOE? . What staff development activities (MOE personnel, supervisors, administrators, teachers and test administrators) have occurred and with what results? . How do test results provide feedback to the MOE, the Regional Centers, the schools, the teachers, the parents and the students?	. Test documents . Curriculum objectives . Test proposal . DOE, AID, AED . Supervisors . School principals . Teachers . Parents . Students	. Review of documents . Review of test . Interviews . Observations . Group interviews
IMPACT: Establishment of baseline data that allows comparisons of student achievement add progress	Creation at the DOE of a multilevel systems of information usage to inform decisions regarding curriculum revision and staff development. Expansion of the DOE capabilities both at the E&T unit and UACE that allow for management of testing program, the conduct of well formulated and relevant evaluations and the provision of appropiate feedback to the Vice Minister and other DOE departments or units. The utilization of testing/learning process as measured by student achievement data		
FINDINGS/ CONCLUSIONS/RECOMMENDATIONS			

ANNEX C

INTERVIEW PROTOCOLS

INTERVIEW QUESTIONS FOR DIRECTORS

Date: _____ Interview by _____

Name of Director _____ School _____

City/Municipio _____ Region _____

Departamento _____

1. Describe background (years of formal education, training received, in-service, etc.)

2. How many years as a director? At this school?

3. Do you live in this community?_____ How long does it take you to get to work?

4. What is the most challenging aspect of your job?

5. Do you have opportunities to work on instructional issues with your teachers (e.g., visit classes, supervise instruction, provide feedback to teachers, etc.)? What kinds? How often?

6. Have the new curriculum guides arrived and been well accepted by teachers? Have teachers in your school been trained in their use? Do they use them?

7. Have you noticed changes in how instruction is conducted in your school that you could attribute to training? Specific examples, please.

8. In which areas would you like to see your teachers receive more training? What suggestions would you make to improve the quality of in-service training as it is now?

9. In 1st. or 2nd. grade class is there a radio: _____If there is, what impact has the radio had on instruction (in school using "interactive radio instruction [IRI]")

10. In what type of activities are parents encouraged to participate (fund raising, instruction, in kind, curriculum)?

11. How does the "Programas de Estudios" facilitate teachers efforts?

12. How did the teacher participate or is participating in the development of the programs of studies? Text materials? Evaluation materials?

13. How did "Capacitación" help improve teacher's instructional practice?

14. What is the extent of teacher's training and involvement regarding school libraries?

15. How do they feel about students texts and other printed material they work with?

16. Do he/she have any specific recommendations for improving primary education at the school level?

17. Were the trainers who provided "Capacitación" well prepared and sufficiently experienced to provide useful training?

18. In what areas do you feel you need more "Capacitación" in order to strengthen basic education (SABE goal!)?

19. What is the role of the school in the community? Are efforts made to increase community participation? Is school available for other community activities?

20. How would you describe your relationship with your teachers? Do they come to you with their questions? Do you think you are able to help them with instructional concerns (not to be confused with discipline)?

21. How would you describe your relationship with the Regional Office? Does the Regional Office respond promptly to your needs? Is there a flow of information between you and the Regional Office? For example, if the students in your school were part of the testing program, were the results/interpretation of results sent back to you in a format that allowed you to use them for instructional improvement (e.g., discuss with teachers the weaknesses and what could be done to improve student's achievement)?

22. Same questions specifically regarding the supervisors. The schools and Directores, Consejo de Directores and teachers relate most with the supervisors.

23. Did your District Council of School Directors participate in the development and implementation of SABE activities? In what ways?

24. What is the level of participation of parents? Is there a "promotor educativo"? If so, how is person selected? Is there a parent/teacher organization?

25. To whom do teachers go when they need help in:
Teaching:

Curriculum:

Materials (Acquisition, ideas):

Student asessment:

In-service training:

Other

26. What special incentives are there for parents, students, teachers or school directors to stimulate a better educational system?

27. What kind of changes have taken place in your school during the last two years as to curriculum, materials, physical facilities, administration, in-service training, morale, instructional staff, parent participation, salaries?

28. How can a National Testing Program improve the quality of education?

29. Have you examined/seen the tests? (The ones administered in April)?
How well do they match the curriculum?

30. Have you received any training in the use of test results to improve teaching and learning in the classroom?

31. Have students in your school, your students, been tested?
What do you think the results are?
Did you participate in test administration?

32. How can parents and students become part of the testing program and work with you to improve learning?

INTERVIEW QUESTIONS FOR TEACHERS

Name of teacher

1. Years of experience _____ in this school_____?

2. Lives near school? ____ If not, how long does it take to travel to school?____

3. What resource material uses for teaching (textbooks, curriculum guide, ... texts, lecture notes or what). What perception of value of various available materials?

4. Has received "capacitación" during last three years?. If so, What? How valuable in helping teaching? Would like some "capacitación"? If so, what?

5. How evaluation students? Has given any MOE tests? How recevied training in uses of tests? Do MOE tests match curriculum?

6. What communication with parents? Do parents participate in pupil education?

7. If class has textbooks , enough for all? What use of textbbooks? What is impression of the value of the textbooks?

8. To whom would you go for help? How are director and supervisors perceived?

9. Use of school or classroom library, if there is one? Any training regarding library?

10. Has participated or is participating in the development of program of studies, text materials, evaluation materials?

11. What specific recommendation for improving primary education at the school level?

12. During the conflict, was the school closed? If so, for how long? If damaged, how was it repaired?

13. Are popular schools nearby? If there are, what is happening to them now? What do they know about these schools?

14. What help are regular schools receiving from MOE and/or Regional Offfice?

SCHOOL VISITATION OBSERVATIONS

NAME OF SCHOOL _____ SESSION 1,2,3

DATE ____ _____ OBSERVER _____ TIME IN _____ OUT _____

TYPE OF SCHOOL U. M. R. GRADES IN SCHOOL P, 1, 2, 3, 4, 5, 6,

LOCATION: COMMUNITY _____ MUNICIPIO _____

DEPARTMENT _____

NUMBER OF TEACHERS _____ NUMBER OF STUDENTS _____

As you conduct a site visit, please respond to each statement by circling the numeral which best corresponds to your judgment and/or observation. You can write your comments on the right hand space or on the back of the pages if you wish.

Rating Scale: 3-YES; 2-SOMEWHAT; 1-NO

	Circle one for each item	Comments
1. Students have textbooks. (3:All, 2:.some, 1:none)	3 2 1	_____
2. Classroom has adedquate furniture (e.g., students' desks, teacher's desk, etc.).	3 2 1	_____
3. There is a school library.	3 2 1	_____
4. Library is used by students.	3 2 1	_____
5. School is clean and and well-maintained.	3 2 1	_____
6. Classroom is conducive to learning activities	3 2 1	_____
7. Students are involved in classroom activities (asked question and/or volunteered opinions, followed teacher's directions, etc.).	3 2 1	_____

8. The textbooks seem to hold the interest of students (e.g., students displayed signs of interest, surprise, pleasure).	3 2 1	_____
9. School has received "Canasta básica"	3 2 1	_____
10. Teacher's instructions are clear and easy to follow.	3 2 1	_____
11. The lesson is adequately presented (e.g, teacher calls student's attention to key points, manages time well, etc.)	3 2 1	_____
12. Curriculum Guide is available	3 2 1	_____
13. Teacher calls on boys and girls with about the same frequency and gives equal attention to boys and girls.	3 2 1	_____
14. The manner in which instruction is delivered can be described as traditional (e.g., dictation, direct teaching, repetition, etc.).	3 2 1	_____
15. There is evidence that teacher uses a variety of methodologies such as, hands-on and child-centered approaches, invites student participation, uses manipulative materials, etc.	3 2 1	_____
16. The relationship between teacher and child seems easy and friendly.	3 2 1	_____
17. Classroom has maps, pictures or other educational displays	3 2 1	_____
18 ~~Classroom~~ snows damage ~~from~~ conflict	3 2 1	_____

ANNEX D

CORRESPONDENCE BETWEEN

PETER SPRANGERS OF "FE Y ALEGRIA" AND

LILLIAN ROSE, AED CONSULTANT

-11-1993

Dra. Lillian Rose
PROGRAMA S A B E
1e Calle Oriente No 3-4
Santa Tecla, El Salvador

Distinguida Dra. Lillian Rose,

Tengo el agrado de dirigirme a Usted, rogándole tenga a bien prestar su atención a la siguiente solicitud.
Leendo el resumen sobre sus actividades: LO BASICO DEL PROYECTO SABE encontré como meta específica:"Aumentar la disponibilidad de materiales educativos en los grados de Kinder a 6o, libros de texto, libretas de trabajo, guías y otros."
Como yo encontré la educación basica en la zona de San Vicente donde voy a ser el coordinador por FE y ALEGRIA, existe una necesidad urgente de materiales didacticos. La mayoría de los maestros solamente tienen un manual de idioma y los niños nada, afuera un cuaderno de vez y cuando.

Por tener la capacidad como educador y coordinador de introducir y acompañar sus materiales elaborados hasta hoy quiería solicitar 400 libros del 1o grado, 300 libros del 2o grado y 150 del 3o grado con sus guías respectivas para los maestros (1 guía por cada 15 libros para alumnos).
Así podría cubrir algo de su amplio compromiso y va a ganar el cariño de muchos niños por abrirles un acceso a un futuro de más dignidad.

Esperando recibir una contestación favorable, aprovecho esta oportunidad para saludarle con mi consideración más distinguida,

Atentamente,

Peter Sprangers
Coord.proyectos educ.San Vicente
FE Y ALEGRIA
Apdo Postal 662 S.Salvador
tel: 792890

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28 de noviembre de 1993
Nueva San Salvador

Sr. Peter Sprangers
Coordinador de proyectos educativos/San Vicente
FE Y ALEGRIA
Apdo. Postal 662 San Salvador

Estimado Sr. Sprangers:

Primero quiero saludarle y dar reconocimiento a su carta, fecha del 15 de noviembre de 1993. Como usted ha leído, el Proyecto SABE tiene como meta específica mejorar el sistema educativo en los niveles de parvularia hasta sexto grado. Indiscutiblemente la necesidad de textos, libretas y cuadernos se ha internalizado y aún se siguen haciendo reproducciones de todos los textos. Sin embargo, aunque nosotros apoyamos el esfuerzo por esta reproducción no somos la instancia idónea para solicitar dichos textos. Esto se tiene que hacer por conducto del Ministerio de Educación. Sugiero que se dirija a la oficina de la Directora Nacional de Educación, Lic. Ana Gladys de Cortez para hacerle dicha solicitud. Yo me voy a adelantar algo al hacerle saber de la carta que ud. me ha entregado de esa manera abriéndole el camino.

Sin otro particular por ahora, quedo de ud. my atentamente,

Lillian G. Rose
Asesora a Capacitación
Proyecto SABE

ANNEX E

CORRESPONDENCE OF PETER SPRANGER OF "FE Y ALEGRIA" AND MOE OFFICIALS

16 - 05 - '94

Francisco Ubilfredo Panameño
Gerente Regional de Educación
Region Central

Estimado Dr. Francisco Ubilfredo Panameño,

Tengo el agrado de dirigirme a Usted, rogándole tenga a bien prestar su atención a la siguiente solicitud:

La O.N.G. FE Y ALEGRIA atiende 12 escuelas populares en la zona Paracentral-Oriente y quiería pedirle a Usted la participación en la segunda canasta escolar para beneficiar a las siguientes cantidades de alumnos:

La zona norte: 51 alumnos del 1° y 30 alumnos del 2°
central : 91 alumnos del 1° y 22 alumnos del 2°
sur :102 alumnos del 1° y 34 alumnos del 2°
Comunidades: Calderitas, La Joya, Marquezado, Santa Monica, Guajoyo, Taura, Las Anonas, Los Angeles, San Bartolo, Rancho Grande, Porvenir, Santa Marta, Monte Cristo.

Especial a nosotros falta: Salta cuerdas de nylon, pelotas ahuladas, panderetas, aros hula plásticos, discos plásticos, raquetas plásticas, clips, clips grandes, engrapadora, perforadora, grapas, aritmética, papel carbón, pantógrafos, globo terráqueo, diccionarios escolares(1 y 2 ciclo), cartulinas y papel de trabajo.

La solicitud esta hecho con conocimiento del supervisor del distrito 7, el Sr. José Gilberto García Rivas para llegar a un mejor desarrollo del trabajo educativo integrado y coordinado.

Agradeciéndole de antemano todo lo que pueda hacer en favor de la nueva generación en San Vicente, aprovecho esta ocasión para saludarle muy atentamente,

PETER SPRANGERS
proyecto Educación Popular
por FE Y ALEGRIA S.VICENTE.

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29 de noviembre 1993

Lic. Ana Gladys de Cortez
Directora Nacional de Educación
Santa Tecla
EL SALVADOR
presente

Distinguida Sra. Lic. Ana Gladys de Cortez,

Tengo el agrado de dirigirme a Usted, rogándole tenga a bien prestar su atención a la siguiente solicitud:
La organización no-gubernamental FE y ALEGRIA está atendiendo 17 escuelas basicas en el departamento San Vicente desde hace unos 7 meses por medio. Causado por los escasos recursos falta llegar al nivel deseado en formación y educación de los alumnos. En el año 1993 la organización puso mas énfasis en encontrar y capacitar los maestros voluntarios, concientizar las comunidades atendidas y levantar escuelas con el mobilario mas urgente.

FE y ALEGRIA hizo muchos esfuerzos para obtener una base firme de educación en zonas donde el ministerio todavía no podía llegar. Todo su trabajo tiene el objetivo de finalizar en la concertación , como tratado con el ministro. Para realizarla FE y ALEGRIA está intentando de buscar los caminos y materiales adecuados y así alcanzar la calidad optimal en su enseñanza.

Para este fin FE y ALEGRIA necesita el apoyo de Usted para acompañarnos con sus materiales , elaborados con colaboración del proyecto SABE. Comunicando sobre nuestras inquietudes con el Sr. Frederick VanSant y la Sra. Lillian G.Rose , llegó la información de la disponibilidad.

Concretamente la organización FE y ALEGRIA necesitará para el año escolar 1993 : 400 libros del programa para 1°grado
300 libros del programa para 2 grado
150 libros del programa para 3ß.grado
Las libretas de aprestamiento correspondientes
Los cuadernos de trabajo para 1°grado
28 libros de la radio interactiva
Guias , cuando disponible,: 1 por cada 20 libros para alumnos.

Así podemos cubrir nuestra parte en su compromiso amplio de la educación al nivel nacional y preparar y formar los adultos del futuro en un ambiente digno por la presencia de su donaciones muy apreciadas.

Esperando recibir una contestación favorable, aprovecho esta oportunidad para saludarle con mi consideración más distinguída,

Atentamente,

Peter Sprangers

Coordinador proyectos educación
por FE y ALEGRIA

Apdo Postal 662
San Salvador

tel.: 792890

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ANNEX F

LUTHERANS SCHOOLS IN EL SALVADOR

COLEGIOS LUTERANOS SALVADOREÑOS

Datos Estadisticos de las Escuelas y Colegios de la Iglesia Luterana Salvadoreña. Juridiccion de Santa Ana.

Escuela Luterana de Canton San Blas numero dealumnos 193.

Escuela Luterana Medardo Ernesto Gomez. Ubicada en Canton el Mogote Juridiccion de San Jorge. San Miguel numero de alumnos 423.

Escuela Luterana Rev. David Fernandez. Ubicada en el Municipio de el Paisnal,Departamento de San Salvador. Numero de alumnos 176.

Escuela Luterana de San Antonio Grande. Ubicada en el Canton del mismo nombre del Municipio de el Paisnal Departamento de San Salvador. Numero de alumnos 144.

Escuela Luterana Comunidad Medardo Gomez, Canton los Alas del Municipio las vueltas Departamentode Chalatenango. Numero de alumnos 93.

Escuela Luterana Canton Candelaria Juridiccion de San Jorge Departamento de San Miguel. Numero de alumnos 144.

Colegio Luterano Montesion Juridiccionde Pasaquina Departamento de la Union. Numero de alumnos 251.

Colegio Luterano San Mauricio Ubicado en el Canton de San Ramon Juridiccion de San Salvador. Numero de alumnos 137.

Colegio Luterano Fe y Esperanza Ubicado en el Canton Galera Quemada Juridiccion de Nejapa Departamento de San Salvador. Numero de alumnos 327.

Colegio Luterano Cabañitas Ubicado en el Canton del mismo nombre Juridiccion de Apopa Departamento de San Salvador. Numero de alumnos 466.

Colegio Luterano Abelina Centeno de Gomez Ubicado en Canton la Palma Juridiccion de San Martin Departamento de San Salvador. Numero de alumnos 303.

Colegio Luterano Salvadoreño Barrio San Miguelito San Salvador. Numero de alumnos 242.

NECESIDADES DE LOS COLEGIOS

Colegio Luterano San Mauricio,requiere la construccion de su infraestructura ya que en la actualidad funciona en champas improvisadas de lamina y madera.

Colegio Fe y Esperanza.
Requiere la reconstruccion del techo de un Pabellon en el cual se encuentra Ubicado el PrimerCiclo.

" De cierto os digo, que el que no reciba el Reino de Dios como un niño, no entrará en él ".
(Mc. 10: 15)

Tambien el servicio de Alumbrado Electrico del Colegio es deficiente porque se necesita untransformador de energia.
Tambien creemos importante plantear necesidadesurgentes como son:

Material Didactico para los 12 Colegios y Escuelas.
Material de Apoyo.

96 Pizarras y borradores.
Mobiliario y Equipo.
2000 pupitres, 96 Escritorios, 96 Sillas 12 Maquinas de Escribir, 12 Archivos.

ZONAS DE TRABAJO DE ASDI

Número de maestros:	53: nivel académico de 3° a 9° grado
Número de alumnos:	1,300 aproximadamente, de 1° a 6° grado
Número de promotores:	8 son los responsables de capacitar a los maestros y dar el seguimiento correspondiente

COMUNIDADES	DEPARTAMENTO
El Ceretal	San Salvador
San Juan Buena Vista	La Libertad
Ciciguayo	Usulután
La Limonera	
Ciudad Romero	"
Media Agua	
Casas de Zacate	"
El Pajuilar	
Nuevo Gualcho	"
La Burrera	San Vicente
Amatitán Arriba	
Amatitán Abajo	"
San Gerónimo	
Los Almendros	"
La Periquera	

ANNEX G

LEADERS INTERVIEWED

INDIVIDUALS INTERVIEWED

Ministry of Education (MOE)

1. Licenciada
   Cecilia Gallardo de Cano
   Minister of Education

2. Licenciada
   Aracely Abigaíl Castro de Pérez
   Vice-Ministeof Education

3. Licenciada
   Ana Gladys Aparicio de Cortez
   National Education Director

4. Licenciada
   Marta Olimpia de Castillo
   Technical Assistant for Coordination of Component I

5. Licenciado
   Roberto Rodríguez
   Director of Educational Materials

6. Profesor
   Federico Guillén Guadrón
   Coordinator of Editorial Production in the Educational Materials Office

7. Profesora
   Estela Morán
   Coordinaator of Instructional Materials in the Office of Educational Materials

8. Licenciado
   Marcos Soriano
   Director of In-Service Teacher Training

9. Licenciado
   René Perla
   Coordinator of Distance Learning Program of the Teacher Traning Office

10. Licenciado
    Eliseo Ramírez Pérez
    Chief of the Wrkshop Department, Teacher Training Office

11. Licenciada
Marta Gladys de Palacios
Coordinator Of National Teacher Training Program, Central America Peace Scholarships

12. Profesor
Julio Salamanca
Director of Curriculum

13. Licenciada
Vilma Santamaría
Coordinator of the Research and Evaluation Department, Curriculum Office

14. Licenciada
María del Carmen Rivas Gaitán
Coordinator of Curricular Design, Curriculum Office

15. Profesor
Francisco Ubilfredo Panameño
Central Region Manager

16. Profesor
Héctor Segovia
Regional Director of Education, Central Region

17. Licenciada
Dinora Vásquez de Cornejo
Regional Director of educational Planning, Central Region

18. Profesor
Daniel Humberto Marenco
Regional Supervision Director, Central Region

19. Licenciado
Joaquín Portillo
Regional Administration Director, Central Region

20. Ingeniero
Eduardo Gómez
Chief of the Department of Provisions and Supplies, Central Region

21. Profesor
Jaime Pérez
Western Regional Manager

22. Licenciado
Federico Calderón
Regional Director of Education, Western Region

23. Ingeniero
Leonidas Vásquez
Regional Director of Educational Planning, Western Region

24. Licenciado
Roberto Abarca
Educational Planning Technician, Western Region

25. Profesor
Abdulio Aparicio
Regional Supervision Director, Western Region

26. Licenciado
Oscar Hernández
Educational Supervision Director, Western Region

27. Señor
Walter Cifuentes
Warehouse Guard, Western Region

28. Señora
Rosa Cándida Morales
Chief of Provisions and Supplies, Western Region

29. Profesor
Sergio Rudy Romero
Regional Manager, Eastern Region

30. Licenciada
Isolina
Teacher Training Office Technician

31. Licenciada
Ana Marta Najarro de Espinoza
Acting Director of Educational Planning

32. Licenciado
Alvaro Magaña Granados
Coordinator of the Unit for the Analysis of Educational Quality

33. Licenciado
Carlos Calderón
Assistant Coordinator for Component II

34. Licenciado
Ramiro Velasco
Director of the Office for International Project Cooperation (OPCI)

34. Licenciado
Roberto Morán
Assistant Director of Office of International Project Cooperation (OPCI)

35. Profesor
Braulio Jerez Mangandí
National Director of Supervision

36. Profesor
Daniel Madrid
District Supervisor

37. Señor
Lázaro Hernández
District Supervisor

38. Ingeniero
Bartolomé Gil
National Administration Director

39. Licenciada
Maribel Santamaría
Assistant Coordinator for Component II

40. Licenciado
Luis Adalberto Gavidia
Director of Provisions and Supplies

41. Señor
Ricardo Rivera
Distribution Supervisor for the SABE Project

42. Licenciada
Darling Meza
National Coordinator of EDUCO Program

ACADEMIA PARA EL DESARROLLO EDUCATIVO (AED)

43. Doctor
    Edmundd Benner
    Chief of Party, AED

44. Licenciada
    Matilde de Quintana
    Executive Assistant , AED

45. Doctor
    Frederick Vansant
    Evaluation Advisor

46. Doctora
    Lilian Rose
    Teacher Training Advisor

47. Doctor
    Eduardo Ortiz
    Educational Administration Advisor

48. Señor
    Fred Thill
    Purchasing Advisor

49. Licenciada
    Angela Merlos de Mendoza
    Logistics Coordinator

50. Ingeniero
    Saddra Evelyn Moreno
    Logistics Coordinator

51. Licenciado
    Carlos Ortiz
    Quality Control Coordinator

AGENCY FOR INTERNATIONAL DEVELOPMENT, (USAID)

52. William Hardwood
    Proyect Manager

53. Archer Heinsen
    Assistant Proyect Manager

54. Licenciado
    Mario Martell
    Assistant Proyect Manager

55. Roberto Gavidia
    Acting Assistant Director, Office of Education and Training (OET)

56. Ross Wherry
    Proyect Office

OTRAS INSTITUCIONES

57. Ingeniero
    Carlos Adrián Rodríguez
    Executive Director of Foundation for Social Investments (FIS)

58. Licenciada
    Claudia Noubleau de Anaya
    Planning Director, National Reconstruction Secretariat

59. Licenciada
    Aura de Avalos
    Advisor for the Educational Sector, Planning Office of the National Reconstruction Secretariat

60. Licenciado
    Edgardo Suárez
    Executive Director for the Entrepreneurial Foundation for Educational Development (FEPADE)

61. Licenciado
    Carlos King
    Psychology Department, Central American University "José Simeón Cañas" (UCA)

62. Ingeniero
Adalberto Díaz
Manager of Professional Preparaaion Program
Entrepreneurial Foundation for Educational Development (FEPADE)

63. Señor
Ernesto Argueta
Coordinator of Educational Department
Patron for the Development of the Communities of South Morazan

64. Licenciado
Mario Paniagua
Corporation for Economic Development Social Progress

65. Señor
Rodoldfo Martíinez
Coordinator of Education Department
Salvddor Association for Integral Development

66. Licenciada
Benigna Fuentes
Coordinator of Departmen of Education
Salvadorean Association for Progress and Social Economic Development

67. Licenciada
Violeta de Castillo
Department of Education,
Basic Education Program of the Archbishops Diocesis of El Salvador

68. Señor
Emilio Espin
Coordinator

69. Señor
Pedro Springer
Education Coordinator of the Municipio of Tecoluca, San Vicente "Fé y Alegría"

70. Señora
Daysi Caballero
Education Projects Person
Segundo Montes Community

71. Licenciada
Mayte Vallet
National Coordinator for Educational Component

72. Licenciado
Antonio Iraheta
Educational Component Coordinator

73. Monseñor
Medardo Gómez
Lutheran Church

74. Señor
Nicolás García
Major of Tecoluca

75. Señorita
Ana Macín
Jesuit Service

ANNEX H

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BIBLIOGRAPHY/WORKING DOCUMENTS

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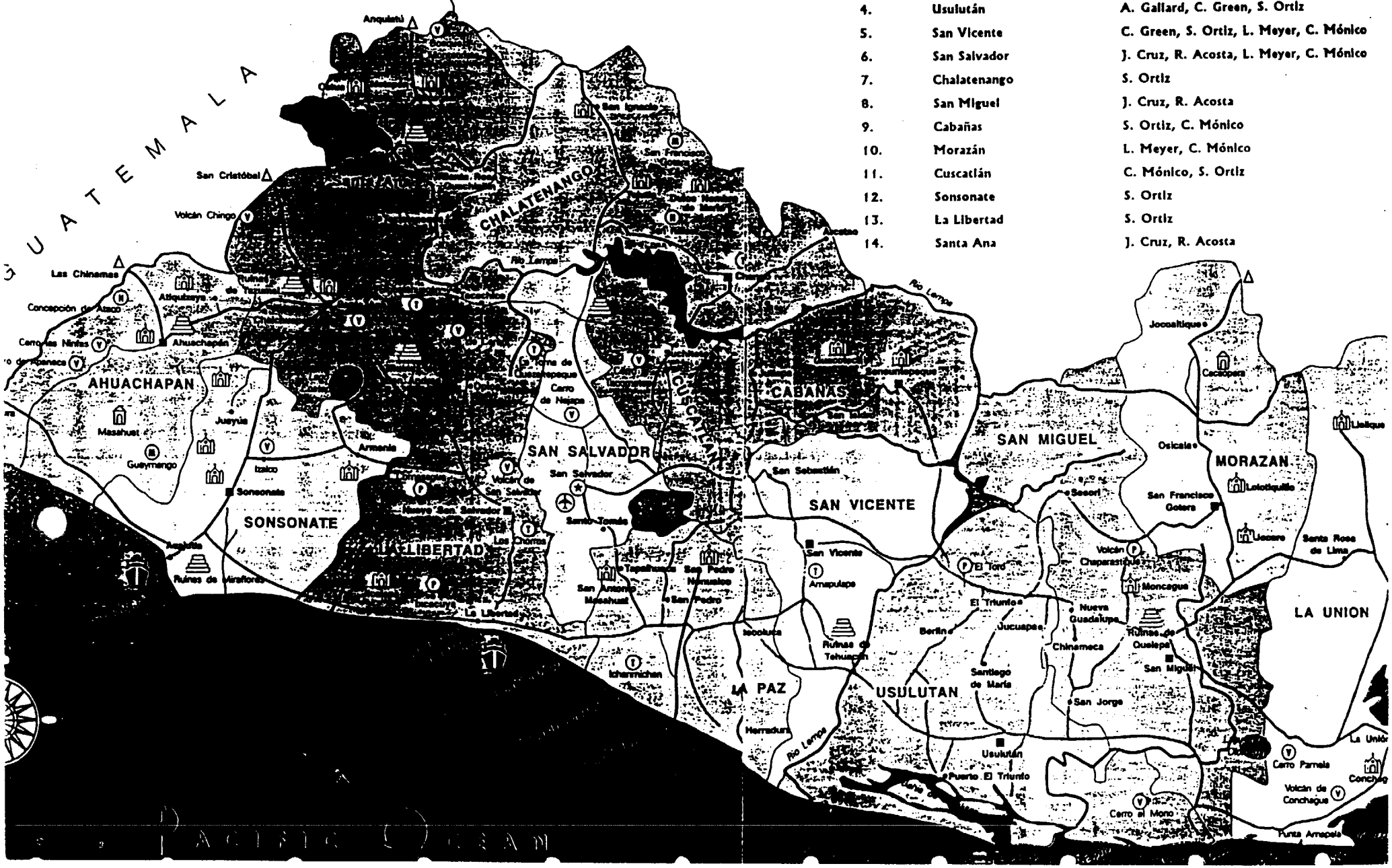
ANNEX I

MAP SHOWING COVERAGE OF SITE VISITS

L SALVADOR

Key	Location Visited	Team Personnel
A.	Central Region Office	J. Cruz, R. Acosta
B.	Western Region Office	J. Cruz, R. Acosta
C.	Eastern Region Office	J. Cruz, R. Acosta
1.	La Paz	M. Raupp
2.	Ahuachapán	M. Raupp
3.	La Unión	A. Gallard
4.	Usulután	A. Gallard, C. Green, S. Ortiz
5.	San Vicente	C. Green, S. Ortiz, L. Meyer, C. Mónico
6.	San Salvador	J. Cruz, R. Acosta, L. Meyer, C. Mónico
7.	Chalatenango	S. Ortiz
8.	San Miguel	J. Cruz, R. Acosta
9.	Cabañas	S. Ortiz, C. Mónico
10.	Morazán	L. Meyer, C. Mónico
11.	Cuscatlán	C. Mónico, S. Ortiz
12.	Sonsonate	S. Ortiz
13.	La Libertad	S. Ortiz
14.	Santa Ana	J. Cruz, R. Acosta



ANNEX J

DATA SUMMARY OF INTERVIEWS AND OBSERVATIONS

Subjects	Number of Interviews or Observations
Teachers	70
Principals	19
Schools	28
Classrooms	46
District Supervisors	3
Ministry of Education	53
Academy for Educational Development	9
USAID	5
PRODERE	2
FIS	1
Secretariat for National Reconstruction	2
Foundation for Social Investment	1
FEPADE	2
Non-governmental Organizations	7
University Faculty	1
Mayors	1

DATA SUMMARY OF INTERVIEWS AND OBSERVATIONS