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**Towards the Development of an
Education Strategy for El Salvador,
2003-2010**

The Basic Education and Policy Support
(BEPS) Activity

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Improved Human Resource Policies

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PREFACE

The Basic Education and Policy Support Activity (BEPS), a new five-year initiative sponsored by the United States Agency for International Development's (USAID's) Center for Human Capacity Development, is designed to improve the quality, effectiveness, and access to formal and non-formal basic education. As an Indefinite Quantity Contract (IQC), BEPS operates through both core funds and Mission buy-ins to provide both short- and long-term assistance to Missions and Regional Bureaus.

BEPS focuses on several important program areas: educational policy analysis and reform; basic education; restorative and additive educational work in countries in crisis (presence and non-presence); and the alleviation of abusive child labor. Services to be provided include policy appraisals and assessments, training and institutional strengthening, and the design and implementation of pilot projects, feasibility studies, applied research studies, seminars/workshops, and evaluations. Under BEPS, USAID also will compile and disseminate results, lessons learned, and other generalizable information through electronic networks, training workshops, national conferences, quarterly and annual reports, publications, and other vehicles.

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ACRONYMS

DH	USAID Direct Hire
EDIFAM	USAID project to provide training and support to parents and caregivers for pre-school-age children, i.e., "inicial" (birth to three years) and "parvularia" (ages four to six).
EDUCO	World Bank project providing funds to local communities, which then manage their own schools.
FEPADE	Fundacion Empresarial para Asistencia Desarrollado Educativa
FSN	Foreign Service National
ISPM	Salvadoran Governmental Department for the Protection of Minors. This unit is the USAID/Salvador implementing agent for the EDIFAM project.
PSC	Personal Services Contract
SABE	Strengthening Achievement in Basic Education Project, a USAID project that ended in 1998.
SETEFE	Salvadoran Government entity that coordinates foreign assistance programs

I. INTRODUCTION

Background

Over the last 15 years, USAID has provided support for basic education access and quality improvements in El Salvador through three projects: Social Sector Reform (1995-2000); Strengthening Achievement in Basic Education (SABE) (1992-1999); and the Education Systems Revitalization Project (1986-1992).

The purpose of this technical assistance was to identify critical areas in which USAID's future educational investments could best mitigate rural poverty. In addition, the task order consultant was to assist the Education Result Package Team in identifying key parameters for a basic education strategy and identify additional technical analysis required to support an educational strategy and program.

Purpose/Goal/Objectives

The consultant task was to assist the SO1 (Strategic Objectives: Economic Growth) Division of USAID/El Salvador by doing background research and working with the team on the development of the education strategy for 2003-2010. More specifically, the consultant was contracted to complete three tasks:

- Review key El Salvador, USAID, and donor (i.e., International Development Bank (IDB) and Work Bank) reports and studies supporting basic education activities in El Salvador
- Interview key El Salvador Ministry officials (in San Salvador and in District Offices) and leading Salvadoran institutions involved with basic education to identify major constraints and opportunities to improve access and quality in basic education (formal and informal)
- Work with the USAID Education Result Package Team to identify major parameters and assist in drafting a strategic framework for basic education.

A copy of the complete statement of work is included as Appendix A.

Methodology

The consultant read and summarized pertinent documents and interviewed key players in San Salvador. The consultant interviewed the World Bank representative by phone, since he was in Honduras at the time. Summaries of key documents and reports and interviews are provided in Appendices B and C respectively.

The consultant also worked with team members of SO1 USAID/El Salvador to develop a draft outline representing their proposed long-term strategy (2003-2010) for education. Three

related documents, "Background of the Strategic Development Exercise," Final Report of the Strategic Development Exercise," and a draft strategy framework are provided as Appendices D, E, and F respectively. The draft was presented to the Mission Deputy Director and to the Vice-Minister of the Ministry of Education along with their respective division heads. Their comments and concerns will be incorporated into the next iteration of the strategy.

The strategy is based on these components:

- Early childhood nurturing and stimulation extended
- Models for effective basic education developed
- Sustainable models for teacher training developed
- School/community partnerships established
- Professional capacity enhanced and extended

Crosscutting priority themes are:

- USAID priority: achieving *equity* by sensitization to the needs of girls and women, rural poor populations, and the disabled throughout the education system and the general public.
- MINED priority: development of *positive social values*.
- Priority for both MINED and USAID: inclusion of *rural income-generating* (simple vocational) skills in Cycles II and III of the basic education program and to at-risk youth

Cross-cutting implementation strategies are:

- use of mass media, particularly radio, for public awareness and social marketing campaigns, classroom instruction, and teacher training.
- development and/or strengthening of school/community partnerships to monitor local schools, provide needed infrastructure (i.e., latrines, water supplies, maintenance), support youth groups, and provide teacher incentives and assistance to neediest families to enable them to send their children to school.
- strengthening non-governmental agencies for the development and implementation of programs for early childhood education (initial: birth to age 3 and kindergarten: ages 4 to 6).
- development and testing of effective models for classroom instruction and for training teachers, which would then be implemented through normal MINED and University channels.

Performance dates were from December 3 - 19, 2000. The itinerary is provided in Table 1.

Table 1. Itinerary for Patsy Layne

Date	Activities
Sunday, Dec. 3	Travel to El Salvador
Monday, Dec. 4	Arrived at 6:30 am. Met with David Schroder and Strategic Objectives 1 Team. Was briefed on task and given documents to be summarized.
Tuesday, Dec. 5	Met with Lillian Rose. Worked on documents. Conferred with Mercy Castillo and made tentative appointment schedule. Conducted phone interview with World Bank regional representative.
Wednesday, Dec. 6	Made courtesy call on Minister of Education. Reviewed documents.
Thursday, Dec. 7	Met with Dra. Carmen Henriquez, Manager of the EDIFAM Project.
Friday, Dec. 8	Developed/submitted first draft of Strategy Outline.
Saturday, Dec. 9	Wrote notes on interviews and summaries of documents read to date. Reviewed documents.
Monday, Dec. 11	Met with Ministry of Education, Angel Dubon Marchelli, National Director of Education Development. Conducted phone interview with Roberto Linares, International Development Bank.
Tuesday, Dec. 12	Developed and submitted notes, "Background for Strategy," to SO1 team. Attended meeting at PLAN International/El Salvador. Worked with SO1 Team to revise strategy outline. Attended wrap-up session, Conference on At-Risk Youth: Gangs and Drug Abuse.
Wednesday, Dec. 13	Met with team to revise draft strategy.
Thursday, Dec. 14	Attended informal meetings with SO1, and continued reading documents.
Friday, Dec. 15	Attended meeting at University of Central America (UCA) with the Director of Education Programs, Prof. A. Fernandez.
Saturday, Dec. 16	Developed Report on Strategic Development.

	Wrote draft consultancy report.
Monday, Dec. 18	Submitted draft SO1 strategy outline to Mission. Held final meeting with USAID: Deputy Director and staff. Held final meeting with SO1 team. Held final meeting with Ministry of Education.
Tuesday, Dec.19	Return travel to US.
Wednesday, Dec. 20	Prepared report documents.

II. EXPANDING EQUITABLE ACCESS TO QUALITY BASIC EDUCATION IN RURAL AREAS: FINDINGS

The challenge of providing equitable access to education in rural areas lies in securing five basic elements:

- School buildings near enough to the target population to enable young children to walk to school.
- Sufficient classrooms for all grade levels that are adequate to avoid overcrowding.
- Teachers in each classroom for the time necessary to carry out their teaching functions.
- Compensatory programs to assist the neediest families to send their children to school.
- Teachers providing effective instruction.

There is nothing to indicate that parents would not send their children to school if these conditions were met:

- Going to school was safe and feasible for young children.
- Education was effective and parents could see that their children were learning.
- The costs of attending school were not prohibitive.

These basic conditions are not present in most of the rural areas, and the amount of money required to correct the situation is prohibitive. The challenge for El Salvador, USAID, and other donors is to use scarce resources to develop sustainable models and leverage community resources to produce maximum effect. To that end, this chapter includes a discussion of the issues and activities to consider for each of the five basic elements to expand access in rural areas.

School Location

Issues

- Many children live far from the nearest school. As a consequence, parents wait until their children are older and are better able to walk the long distances to school before they enroll them.
- During the rainy season roads become a sea of mud, and there are often streams that must be crossed.

Activities to Consider

- Early childhood care facilities should be built near the schools so that older children can bring young ones to the care centers.
- When schools have double shifts, the classes and schedules should be organized so that there is a mixture of older children and younger, to enable older children to bring the

younger ones to school and to take advantage of the preschool centers. Presently, most schedules have kindergarten and primary classes during one session and Cycle II during another. Pilot studies using a multi-grade model should be undertaken to see if this increases school attendance.

- The MINED needs accurate mapping to insure that new schools are constructed in the most appropriate places.

Classrooms

Issues

- Many schools are incomplete. Many do not have kindergartens, and many do not go beyond Grade 4. In some cases, the reason for this is lack of teaching staff, but in many cases there are not enough classrooms.
- Overcrowding is another problem. The lower primary classrooms tend to have more children than can be comfortably or effectively taught by one teacher.
- Going beyond the basic need for classrooms is the need for potable water and latrines at each school site. It is difficult to imagine dozens of children with no place to go to the toilet and no water to drink for extended periods of time.
- It is possible, of course, for children to learn seated on mats on the floor and writing on their laps, or carrying their own chairs to school and back home each day, as is the case in other parts of the world. In this culture, however, seats and desks for the children are a basic necessity, as are secure storage places for learning materials.

Activities to Consider

- Classrooms can be constructed by the community from available materials, including adobe and thatch. There are also ways to construct low-cost latrines and water storage facilities and to make simple desks, benches, shelves, and storage cabinets that would be within the reach of most communities.
- Older school children could be taught simple maintenance and grounds care.
- School improvement activities could be part of the new vocational education component that is to be added to the basic education curriculum. A USAID project could provide needed raw materials and tools.

Teachers in Each Classroom

Issues

Teachers are not in each classroom for the time needed for instruction for many reasons.

- The MINED has not created enough posts.
- There is a lack of monitoring of teachers and schools to see that school is in session and that teachers are present.
- The salary system does not penalize teachers for being absent or for not teaching a complete school day.
- Teachers in rural schools often live far away from the school. They spend Monday and Friday commuting between home and the school community.

Activities to Consider

- The MINED creates sufficient posts to staff classrooms.
- Where MINED supervision is not adequate, community groups can monitor teacher attendance and hours when schools are in operation. This would serve as the basis for school/community discussion and where warranted, reports to the MINED along with requests for corrective action. Community groups would be trained in appropriate and effective ways of seeking relief in the form of action from government agencies.
- Housing can be provided near the schools at low cost to the teachers as an incentive for teaching in rural areas and as a means of improving teacher attendance.
- Bonuses could be paid to teachers who live and teach in rural communities and to those with a good attendance record.
- Teacher salaries could be based on time taught, not on a fixed monthly salary. This would be simpler in EDUCO schools where the community pays the teacher directly. In other MINED schools, this would require development of an efficient data collection and transmission-system between the community and MINED.

Compensatory Programs

Issues

The neediest parents do not send their children to school because they cannot afford to. The evidence shows that parents send their children to school where compensatory programs provide some relief from the costs entailed. Providing assistance with school fees and providing such things as shoes, school uniforms, learning materials, and food enable children from poor families to attend school. The Canasta Basica (funded by a World Bank loan and the SABE project) attempted to provide basic school supplies to each classroom (i.e., chalk, a ruler, eraser, and scissors) and to individual children (a notebook and a pencil), as well as textbooks. The indications are that this made a great difference in the classroom even though

there were complaints that some classrooms did not receive adequate supplies for all the children.

The rural poor are in a vicious cycle of poverty associated with lack of education. Their children cannot go to school because the parents are poor, and they are poor, in large part, because they lack education. Creative ways must be found to break that cycle without creating dependency, but it is difficult to pull yourself up by your bootstraps, when you have no shoes.

Activities to Consider

- Fostering school/community partnerships, with attendant fund-raising to assist with compensatory programs is the strategy proposed by SO1. Realistically, however, the variety and amount of needs place a heavy burden on poor communities, and dependence on community self-help alone will not have the desired impact for several years. SO1 should investigate ways to support expansion of the school-feeding program, within USAID guidelines and resources.
- One approach to providing compensatory aid might be the creation of a work/assistance program, where parents contribute their labor (perhaps one/half day per week) to build classrooms, latrines, water supply systems, or school furniture under the supervision of a vocational trainer who is paid with project funds and uses materials provided by the project. Parents might work in the school feeding program by assisting with the school garden or helping with food preparation. Project funds might also provide fabric, a sewing machine, and instruction to enable mothers and older girls to make school uniforms. In return for labor, school fees would be waived and children provided with basic necessities for attending school.

Quality of Education

Issues

- The dimensions of quality are efficiency and effectiveness. *Effectiveness* is measured by answering the question: "Does the school produce learners who have achieved the desired learning objectives?" *Efficiency* is measured by answering the question, "How much did it cost for each learner to achieve the learning objectives?"
- Rural schools appear to be neither efficient nor effective as indicated by the high repetition and dropout rate, the prevalence of overage students, and the scores on achievement tests.
- Effective education is the result of learners spending sufficient time on an activity designed to achieve a specified objective of the curriculum, and receiving helpful guidance and feedback. While the central Ministry prescribes the objectives and to some extent controls the amount of time-on-task, the teacher is the key to effective education.

As a first condition, teachers are in the classroom every school day, are on time, and stay until the official school day has ended. Teachers manage groups of children so that learning can take place. They select or create suitable materials and use them properly. They organize students for learning tasks and give helpful feedback during the learning activities. They diagnose individual needs and plan accordingly.

Activities to Consider

How can an outside project affect teacher performance in the classroom? Some of the indirect interventions have been mentioned above, such as by encouraging community support through monitoring and providing substantive help to the schools. Encouraging the MINED to make policy changes that impact on teacher performance is another indirect method. Selection and placement of teachers according to their academic preparation and temperament also affect teacher effectiveness in the classroom and would be a suitable topic for administrator training. An awareness campaign will support school efforts in a general way, by informing parents about issues facing the schools and their children.

Direct interventions to improve teacher performance include:

- provision of appropriate learning materials and teaching guides
- training in classroom management and teaching techniques for different kinds of learning objectives, with emphasis on child-centered, activity-based learning
- supportive supervision and monitoring
- teacher aides (older students, volunteer parents or other adults) to assist with groups and individual learners
- incentives for good attendance and for class achievement

The SO1 strategy would directly improve teacher effectiveness in the following ways:

- support curriculum revision so that the learning objectives reflect new emphasis on values, parenting and caregiving, gender equity, the teaching of children with disabilities, and rural income or vocational skills.
- support development of prototype learning materials and teaching guides, including Radio Interactiva.
- support design of teacher in-service training models to develop classroom management skills as well as to provide guidance in teaching new curriculum objectives. Media packages will support face-to-face training.
- train supervisors, administrators, and community leaders in monitoring and positive feedback techniques to improve teacher performance
- assist with the testing program and with the orientation of the public and educators to the effective use of test results

The rate at which pupils learn is affected also by the following factors outside the control of the teacher:

- socio-economic level
- attendance and/or absentee rate
- general health
- nutrition
- child abuse: verbal, psychological, or physical
- stability of homes
- parenting skills: encouragement and stimulation
- family values

These factors will receive attention through SO1 projects for early childhood education, social marketing (public awareness campaigns), USAID's health and economic activities, and support of the Ministry's Values Development program.

III. LESSONS LEARNED

1. USAID and other donors must support innovations for longer than our traditional project time, if institutionalization is to take place. Seven or even ten years is too short a time for development, testing, and implementation of a systems-wide innovation, if it is to take root and survive after our resources are withdrawn.

While SABE, CAPS, and CLASP left behind a cadre of well-trained teachers and administrators scattered through the schools of El Salvador, some of the system-wide reforms that were initiated have disintegrated or were eliminated after SABE ended. However, many of the trained people and the materials are still in place and are no doubt making a difference in quality in some schools.

It appears that USAID presence and influence in the MINED was greatly diminished with the completion of the SABE and CLASP scholarship programs except indirectly through FEPADE. There was no follow-on project in basic education to ensure that the embryonic reform measures were implemented for the time necessary for them to take hold and become part of the system. A hiatus was left with the end of SABE. With the absence of a substantial "carrot," USAID has not to date developed a close working relationship with the new Minister and her staff. SO1 has begun to rectify that with the development of the new strategy and a new project that is to come online within the next months. Not enough time with USAID support had elapsed to institutionalize decentralization, the in-service training system, or the national achievement-testing program.

Decentralization has taken a setback with the ending of the SABE project. However, SABE had laid the groundwork by training administrators at the department and municipality levels, which helped the EDUCO model to succeed. But the EDUCO model is totally dependent on funds from the World Bank loans and not from the MINED general operating budget. The MINED needs assistance to change policy and budget procedures if nationwide decentralization is to succeed.

The national testing program, initiated by SABE, was not carried out in 1999. Two different reasons were given: 1) it was too costly; and 2) the testing was politically unpopular.

The primary teacher/principal/supervisor in-service training system that was developed through SABE project collaboration with the CAPS training project has reportedly been dismantled.

USAID\El Salvador needed a follow-on basic education project to assist the MINED to insure that the resources being provided by World Bank and IDB loans supported successful basic reforms that SABE had initiated.

2. USAID education projects require substantial USAID direct hire (DH) staff and/or contractor leadership and presence with the local implementing entity if they are to succeed. In addition to a competent Salvadoran (FSN) staff in USAID, both SABE and FEPADE

projects had USAID backstopping from DH and personal service contracted (PSC) personnel, which entailed almost daily contact with the MINED. SABE, in addition, had contractor technical advisors (TAs) working within the Ministry of Education alongside counterparts. Their presence was essential to the successful carrying out of the projects. While short-term TAs are required for specific tasks, they are no substitute for long-term people who establish personal relationships within the Ministry and other implementing agents, and who provide continuity.

The EDIFAM project, although it involves a lot less money, has an extremely complex management task and too little staff support. The project has multiple implementing agencies, with personnel who have had little or no experience with USAID paperwork and bureaucratic requirements. There is no overall implementing contractor to keep things moving by identifying and helping to solve implementation problems in a timely way. Secondly, we should never underestimate the amount of time that USAID meetings and paperwork require, leaving little time for creative problem solving or oversight when the project management is a one-woman show.

3. The strategic planning activity requires intensive work for an extended period of time: preferably by a regular staff member who will have a commitment to implementation. In the normal course of events, the staffing configuration would include an SO1 Director "running the overall show," attending Mission meetings, making host-country contacts, and participating in all of the ceremonial things that a director has to do, with a Deputy Director to keep the division operating on a daily basis and oversee the development of the strategic planning. In addition there would be a direct hire staff person in charge of all the education activities. David Schroder, the Deputy Director of SO1, has done a remarkable job of keeping all those "balls" in the air, but the strategic planning is such an important activity that it would benefit from longer and more concentrated development time.

- It is difficult for a short-term TA to understand the political machinations within the Mission, the host country, and USAID/W.
- It takes time to get appointments set up with all the people who should be consulted. And in most cases follow-up meetings are required.
- The team members are all involved in their own ongoing responsibilities, and meetings must be on a catch-as-catch can basis. Thus, the planning time gets stretched out.
- To achieve consensus, many meetings and iterations must take place: among SO1 staff, Mission personnel, Government of El Salvador (GOES) officials, and other potential implementation agencies.
- Perusing the mountain of related documents, writing summaries, and relaying information to the team leaves little time for creative thinking.

IV. FURTHER INFORMATION NEEDED

One of the essential research tasks that I was not able to complete was the compilation of current education statistics that will be required for the development of the final documents. I suggest that the SO1 request assistance from FEPADE in compiling the following statistics:

- MINED budget information: Breakdown by line items (basic education vs other sectors; salaries, teachers vs administration, as percent of total GOES budget; investment per pupil at different levels, etc.)
- Enrollment, attendance, and grade completion data (broken down by age and gender, if possible)
- Rural vs urban enrollment and completion statistics
- Teacher profiles: years of experience; kind of preparation; number of certified/unqualified teaching
- class size
- official number of hours of school per day; number of schools with double sessions; official number of school days per year; teacher absentee rate
- criteria for teacher salaries and salary scale data
- information on MINED school mapping activity, for deciding where to locate new schools.
- school facilities: number of schools lacking basic services of latrines and potable water; number of schools that do not provide complete basic education program, e.g., how many do not have kindergarten, stop at grade 3, grade 4, etc.

I suggest that sampling research be done to determine whether in-service training has changed teacher behavior. I suggest taking a sampling for observation of teachers who have had little or no in-service and those who had SABE/CAPS training.

We also need to know if teachers use the teacher guides and manuals that have been provided.

APPENDICES

Appendix A. Statement of Work

Personnel: Patsy P. Layne

Subject: Technical Assistance in the Education Sector

Period of Performance: December 3 through December 20, 2000

Place of Work: El Salvador

SUMMARY

The purpose of this technical assistance is to identify critical areas in which USAID's future educational investments could best mitigate rural poverty. Also, assist the education Result Package Team in identifying key parameters for a basic education strategy and identify additional technical analysis required to support an educational strategy and program. The key educational parameters should clearly identify the types of educational constraints in the sector and what should USAID do to support further improvement in the educational sector and why.

BACKGROUND

Over the last 15 years USAID has provided support for basic education access and quality improvements through three projects, Social Sector Reform (1995-2000), Strengthening Achievement in Basic Education (1992-1999), and the Education Systems Revitalization Project (1986-1992). Also, other major donors such as the Inter-American Development Bank, and the World Bank have provided loan assistance supporting basic and secondary education over the past ten years.

USAID Projects:

The Education Systems Revitalization Project was a five-year program to help increase access to primary education through the construction and maintenance of predominantly rural schools, many of which had been damaged because of El Salvador's protracted civil conflict that spanned nearly 12 years, from 1980 to 1992. The revitalization project focused on school construction and the provision of educational equipment. This project was completed in the early 90s, and a new project was designed called Strengthening Achievement in Basic Education (SABE) Project. Its objective was to strengthen the foundations of basic education.

The Strengthening Achievement in Basic Education Project was designed nearly ten years ago to complement a previous U.S. Agency for International Development (USAID) the Education Systems Revitalization Project. During the Project's seven years, USAID and GOES counterpart funds were utilized to provide both goods and services to help strengthen the quality of curriculum and instructional programs, and expand and improve El Salvador's basic education systems and administrative instruments.

Services provided were almost exclusively in the form of short and long-term technical assistance. With input from experts from numerous countries, the SABE Project worked consistently and sensitively with the Ministry of Education's (MOE's) personnel to strengthen the capabilities of local professionals to help ensure long-term sustainability. Principal technical assistance activities focused on the production and distribution of new programs of study and textbooks for all children in more than 5,000 public elementary schools throughout El Salvador.

In addition, technical assistance highlighted the creation of standardized national assessment instruments and attendant achievement norms; the design and production of low-cost teaching materials; extensive training of in-service teachers; and the establishing of a network of 257 model schools in every one of the Ministry's 210 school districts.

In addition to the SABE Project's extensive involvement as a service provider, over a third of the total project budget, about \$13 million, was utilized to purchase needed equipment and other goods required to strengthen the MOE's professional capability. In final, the MOE's administrative capacity was strengthened through the purchase of computers, radios, vehicles, educational television production equipment, duplicators, educational games, and warehouse shelves and related supplies and equipment.

The program, which built on SABE and is still being implemented, is the Social Sector Reform Project. The purpose of this project is to increase access to, and quality of educational services, by improving efficiency and effectiveness of service delivery. This is accomplished through improvements in the ministry of education, while carrying out educational research, preparing training providers and change agents at the nation-wide level, and fomenting national dialogue in support of the educational reform. The project has three major components: Change agents in support of educational reform, Investigative Unit, and Support to the Dialogue Process. Major accomplishments achieved to date are two thousand officers in the educational sector trained in new educational methodologies; completed five national dialogue events on the process of educational reform, and completed forty research studies on educational reform.

STATEMENT OF WORK

The TDY consultant is expected to complete the following tasks:

Task 1. Review key El Salvador, USAID and key donors (i.e. IDB and World Bank) reports and studies supporting basic education activities in El Salvador. Determine what are the

continuing policy issues, institutional and technical constraints, and threats to the improvement of basic educational with emphasis on access, quality and equity. Summarize key documents and reports that can be used for the new Mission strategy identifying past achievements and issues, and areas which will continue to require further support and assistance to mitigate rural poverty.

Tasks 2. Interview key El Salvador Ministry Officials (San Salvador and in District Offices) and leading Salvadoran institutions involved with basic education to identify major constraints and opportunities to improve access and quality in basic education, (formal and informal). Also, describe what key NGOs and Donors (IDB, WB, GTZ, EU, JICA, IICA) are doing presently and in the future with respect to supporting basic education in order to ensure USAID's future programs do not duplicate programs or areas being served by others. Specific focus should be placed on the IDB loan for basic primary and secondary education and program areas being proposed.

Task 3. Work with the USAID Education Result Package Team to identify major parameters and assist in the drafting a strategic framework for basic education, which includes formal and informal areas including continued support for early childhood development. The parameters setting paper should state what we are going to do and why we are going to do it. It should further identify the constraints in the sector and what other donors are doing. The parameter paper should identify illustrative activities. The Information collected from USAID consultations, girls' education conference, and other forums should be used to assist in the shaping of the parameters for the education strategy.

Tasks 4. Assist the results package team in the identification and drafting of appropriate terms of reference for further technical analysis required to support the design and development of an educational strategy.

LEVEL OF EFFORT AND PROFESSIONAL QUALIFICATIONS

It is expected that twelve to fifteen working days would be required to complete the four tasks identified above. An educational specialist with ten years of professional experience in basic education construction, design, and implementation experience. Consultant must have very good Spanish speaking and reading abilities.

DELIVERABLES

Draft summary of major reports and studies, and programs identifying constraints and issues affecting access, quality and equity in basic education and key recommendations.

Summary of major donor programs, what they are doing and where USAID could leverage its resources to enhance the quality and equity in basic education.

Draft strategic framework identifying major program areas and basic indicators for an educational strategy.

Appendix B. Summaries of Key Documents and Reports

The following documents were reviewed:

Curriculo Para Formacion de Educadores y Educadores de Nivel Inicial Y Pre-Escolar.

Desafios de la Educacion en el Nuevo Milenio: Reforma Educativa en Marcha 2000-2005 (Challenges for Education in the New Millennium: Education Reform Underway (2000-2005).

La Educacion en El Salvador de Cara al Siglo xxi.

Educacion Inicial A Traves De La Familia (Edifam) Resultado De Encuesta iii Congreso De Educacion Inicial Y Parvularia.

Factores Que Influyen en la Astencia de los Ninos Salvadoreños de 6-9 Anos de edad a la Escuela en las Area Rurales.

"Formation of Values and Cultural Identity in Three Public Schools and Three Private Schools in Zona Central of El Salvador, January 1999"; Fundacion Empresarial Para El Desarrollo Educativo (FEPADE).

Los Jovenes en Situacion de Exclusion Social (Youth in a Situation of Social Isolation (ages 7 to 18)).

La Nueva Alianza (The New Alliance).

Proyecto Reforma Educativa (Education Reform) World Bank Project Phase I, BIRF-4320-ES (2000-2003).

Reforming Primary and Secondary Education in Latin America and the Caribbean: An IDB Strategy, May 2000.

Strengthening Achievement in Basic Education (SABE) Project: Final Report, August 1998.

Summaries of each document follow.

Document Title: *Curriculo Para Formacion De Educadoras Y Educadores De Nivel Inicial Y Pre-Escolar*

(The group that is now involved in developing curriculum materials might benefit from this feedback on the currently existing materials.)

The booklets were developed by UCA (University of Central America), for use in training caregivers and parents on development needs of young children from birth to 3 years, and from 4 to 6 years old.

The booklets contain useful information, as well as some suggestions on activities appropriate for different ages of children. The format and illustrations are attractive and clever. Concerns are as follows:

1. They appear to be more useful as a college textbook than for training poorly educated parents and caregivers.
 - a. Who is the intended user of the booklets--trainers, caretakers, or parents?
 - b. What is supposed to happen in each training session? How many pages/activities are to be taught? What are the objectives for each session?
 - c. These booklets are not training guides. They are more like a textbook. Will parents and caregivers be provided with copies to serve as parenting guides?
 - d. There are no instructions for trainers on how to deliver the messages or how to train people to do the activities. If trainers have only this book, with no training guide, I am afraid it will lead to a lecturing form of training, which is almost useless for changing people's behavior or developing their skills.
2. Although there are a lot of pictures, in general, the messages and information are given in written text. For rural poor adults, who may have little formal education or who may even be illiterate, the need is for clear pictures that carry messages. There should be very few written words. (Book 1--*Ser Persona*, Book 5--*Ordenemos Nuestro Trabajo*, and Book 6--*Compartiendo Con Mamas Y Papas* are better, since they contain more simply stated instructions for activities, and much of the information is carried by drawings.) Books 2, 3, and 4 contain good information and ideas, but they rely too much on words to carry the messages. They seem to lack the creativity and imagination that was shown in the varied activities contained in Books 1, 5, and 6. The information is given in the form of "reading/lectures" rather than in activity-based workshop format.
3. It would be useful to have illustrated poster/charts for parents that show appropriate activities for each stage of child development, and others that illustrate basic principles of child care (e.g., Do not hit small children. Young children need to be fed often. Talk and sing to your children. Hold and cuddle your children, etc.).

4. Were these materials tested in a prototype form with some typical target groups before being put into this final form, i.e., did the writers observe trainers using them in draft with parents and caretakers and then make revisions on the basis of their observations?

These comments may seem extremely negative, but a lot of money (and a lot of time) is being spent on this activity. Perhaps MCC could be asked to provide more assistance on procedures for developing training materials.

The writers have good information on content of an ECE program, but the weakness is in methodology and how to develop a delivery package (training guides and learner materials).

Document Title: *"Desafios de la Educacion en el Nuevo Milenio: Reforma Educativa en Marcha (2000-2005)*

(Challenges for Education in the New Millennium: Education Reform Underway: 2000-2005)

This MINED document describes the new initiatives to be undertaken by the Ministry, with a budget listing annual and total cost for each item over the next five years. The budget indicates what items have been funded, with no breakdown as to source of funding. However, the footnote indicated that this included funds from WB (World Bank), IDB (International Development Bank) and other donor sources. The amount that is still not funded is a total of \$281,650,000.

Angel Dubon, at MINED, says that this budget only refers to the new initiatives and does not include the normal operating budget of the MINED. The already funded line item for *education inicial* (early childhood, 0 to 3 years) was 6.5 million colones. Presumably this is the World Bank loan line item of \$.7 million for *education inicial*. This budget assumes that the IDB and World Bank loans will be approved. (In conversation with Roberto Linares, IDB representative in El Salvador) he told me that the IDB loan approval for the next series of loans is being held up in the National Assembly for approval. He also said that whenever counterpart funds are required, there are always delays in getting approval.

The areas that are within USAID's strategic plan are *Distance Learning* (coverage, quality, and developing a sustainable model for teacher inservice); *Values Development* (which will impact on quality as well as address the concern with gender equity, nurturing of young children, importance of education, and non-violent conflict resolution among other topics); *School Feeding*, which appears to be severely underfunded and is vitally important not only for humanitarian reasons but for educational reasons as well); and *The Testing Program*, which needs more support, since it is currently under fire from different sources.

Below is the Ministry's listing of initiatives that are underfunded. A rationale for these areas follows the listing of budget deficit areas.

Uncovered Deficits	Millions of Colones	Dollars
1. Coverage		
New Classrooms C	722.0 M	\$ 82.5 M
Adult Literacy	75.0	8.6
Distance Education	34.2	3.9
Scholarships (media)	1.5	.2

2. Quality

Teacher Incentives	250.0	28.6
Bono de calidad	483.6	55.3
Infrastructure	317.0	36.2
School Feeding	420.0	48.0

3. Values

Values Education	20.0	2.3
Support Programs	15.0	1.7
Student Security	10.0	1.1
Cultural Development	79.7	9.1

4. Modernization: Testing

PAES	7.7	.9
Basic Education grades 3,6,9	38.6	4.4

Discussion

I considered the new initiatives that have not been funded to determine which ones fit within SO1 strategy. Those discussed below have cross-cutting implications:

- extending coverage and improving quality
- introduction of new elements into the curriculum, e.g., gender equity, importance of early childhood education, values development, providing for children with disabilities, establishing a sustainable teacher training system, and promoting community partnerships

1) Distance Learning

Investment in distance education could be a cost-effective way of providing teacher in-service training and training for community leaders, parents, and early childhood caregivers, and of improving the effectiveness of instruction in the classroom. Radio Interactiva has already proven to be effective for raising the level of achievement in primary mathematics, and the program could be expanded to provide direct classroom instruction in other subjects and to Cycle II classrooms. The Ministry is currently working on the development of language courses to be taught with Radio Interactiva methodology. Radio Interactiva would be an excellent method for implementing the Values Development objectives in classrooms.

This method of improving classroom learning has the side-effect of providing training to the teacher at the same time that instruction is being given directly to students. The implementing classroom teacher learns new content and teaching techniques as a result of

helping with the activities during the broadcast and of supporting the radio program with appropriate, prescribed classroom follow-up.

The University of Central America (UCA) is in the process of developing a distance teacher training program to provide for rural areas. They hope to use radio and television as part of the training package, along with self-instructional materials and teaching guides for face-to-face sessions. However, Agostin Fernandez, the Head of the Education Division of the University told me that the country lacks expertise in distance education methods. AID has had considerable successful experience in distance learning especially using radio as the most cost-effective medium.

2) Values Development

USAID might consider assistance to the Values Development Component since this is a cross-cutting issue relating to gender equity, child-abuse, violence, discrimination against the rural poor and the disabled, family values in terms of dealing with at-risk youth, and the importance of nurturing care for young children and of education for all children.

The strategy for developing positive values would include a non-formal component (public awareness campaign), and a formal education component. The MINED needs support to undertake needed curriculum revision at all levels to include new values-related objectives, to develop and provide supporting learner materials, to specify appropriate learner activities and to train teachers and other facilitators in carrying out effective activities.

In classrooms, values development should be incorporated into appropriate subject matter, rather than taught as a separate subject. For example, in social studies and in literature, as pupils learn about past events and the behavior of individuals concerned, they should be led to discuss the motives and the outcomes as well as other possibilities that might have had more of an impact and to make judgments about the values that underlie the behavior. Then they should be led to relate those activities to their own lives and the choices that they make. As they study science and the environment, they should be led to discuss the underlying values that lead to destruction or preservation of the environment. Current events should be discussed in the light of their impact on individuals as well as society, and in terms of the values displayed by those involved.

Through discussion, skits, and debates students practice higher level thinking and leadership skills. Effective values education would exemplify child-centered, active learning.

In addition to the task of integrating values objectives into the official curriculum, learning materials and teaching guides must be developed and teachers must be trained in the new methodology because teaching values and attitudes requires different methods from teaching basic skills in math, reading, and writing. A well developed and implemented values development program would go far toward reaching an ancillary goal: developing higher order thinking and leadership skills.

This would be an opportunity to impact on classroom methodology. I fear that without USAID assistance values education will become one more ineffective reading/listening activity for children.

3) School Feeding

Evidence indicates that school feeding is an important factor in enrollment and attendance in primary classes in rural areas of El Salvador. Secondly, we know that nutrition affects ability to learn. This activity relates both to learning quality (effectiveness) and increased access.

One idea is for SO1 to work with Agriculture to encourage/promote community/school gardens and fruit production for use by schools: oranges, bananas, papaya, potatoes, yams, carrots, and beans come to mind as possibilities to supplement the school feeding program. This could be tied in with the vocational/income-producing activities of Cycles II and III.

Another idea is to collaborate with Health to see if they have funds for this activity. The consultant is unsure of what resources USAID has for this need. In the dark ages, there were surplus food banks in the US that provided food to schools and there were also programs to provide surplus food to other countries. (I have a fond memory of shiploads of canned fish and yams from Louisiana arriving in Yap, a Pacific island where fishing and yam production were major industries.) However, on the positive side, schools received powdered milk, rice, flour, peanut butter, and other staples.

4) Testing

The SABE project assisted in national achievement test development, administration, and analysis procedures, and supported the nationwide testing end of cycles of basic education: third, sixth, and ninth grades. The MINED failed to administer the tests in 1999, however. The reason given was "political," and there was much discussion about the cultural bias against being tested for achievement (and presumably against being compared).

There also were complaints about the format and content of the tests, as well as about procedures used in their implementation. USAID could assist the Ministry in validating the test items, "pretesting the tests," analyzing and reporting the test results, and achieving public consensus about the utility of testing. Administrators need training in how to use test results for resource allocation decisions.

Work also needs to be done in the area of development and use of *diagnostic tests* by teachers. Teachers need training in use of tests for improving instruction and for attending to individual pupil needs.

There was no information on how these schools differed from traditional schools.

Document Title: *La Educacion en El Salvador de Cara al Siglo xxi*

The summary of this 641-page book has been confined to information most relevant to the current planning task.

1.0 Comparison of equality of opportunity between urban and rural dwellers

Of the rural population, 50 percent live in poverty and 10 percent live in extreme poverty.

The average rural adult has had 2.8 years of formal education, while the urban counterpart has had 7 years.

2.0 Illiteracy rate

The illiteracy rate is 13 percent for youth aged 15 –19 years, and 29 percent for people above 15 years of age.

3.0 Population Growth

The population growth rate for El Salvador is 2 percent per year.

4.0 Efficiency of the Education System

Only 47 percent of those who enter first grade complete grade 6; while only 33 percent complete grade 9.

- It takes 10 years of investment to produce one 6th grade graduate.

Only 15 percent of children never enroll in school at some time, but among the poor the rate is 25 percent. The problem is, children enter late, learn little repeat and then drop out.

- The cost to the system is twice as much as it would be if students learned and progressed through the system efficiently.

5.0 Teacher Salaries

Teacher salaries in 1988 were worth 68 percent of salary worth in 1978. Many teachers have other employment to supplement their incomes.

6.0 GOES Investment

The GOES invests 1.5 percent of its GNP (Gross National Product) in education, as compared with the world average of 4.86 percent, and the developed world average of 6.95 percent. Cuba invests 6.6 percent.

7.0 Rural Schools

Rural schools hold very short daily sessions, in many cases only 3 hours per day and in some cases only for three days a week. Rural schools have a high rate of teacher absence. During the time spent in school, learning activities are competing with many non-academic activities. Parents do not understand the importance of daily attendance and home-study.

8.0 High School

Only one out of four of the age cohort is able to enter high school. Technical education is not very relevant to employers and depends on donors.

9.0 Non-formal Education

Non-formal education activities are dependent on donors. Most of the budget goes for salaries with little left over for materials and equipment. There is little or no coordination among entities engaged in non-formal education, and no curriculum or clear guidelines from the MINED.

10.0 Classroom Activities

During class observations a team of investigators examined the children's cuadernos (notebooks), since the major learning activity was copying from the board and writing in their notebooks. The team found that very little work had been done--as few as ten pages over the last two months. In most cases, there was no evidence of teacher feedback to the learner.

11.0 Community Schools

EDUCO began in 1991 to establish 850 community schools (ACEs). Funded with a World Bank loan and operating through a contract with the MINED, the project provided \$105 per student to the community association, who managed the school including contracting and paying teachers. The Association members received 40 hours per year of training, and held monthly meetings. The EDUCO plan was to expand by adding 700 classrooms and 700 teachers each year for 6 years, to expand access to approximately 1,260,000 children in Cyclo One of Educacion Basica.

12.0 The CAPS Scholarship Program

The CAPS Scholarship Program, at an average cost of \$10,000 each, by 1995 had trained 115 English teachers, 75 Physical Education teachers, 16 MINE administrators, 263 profesores de educacion basica, and 75 environmental promotores. The very popular scholarship program is no longer a resource for training.

13.0 Past Innovations

- Escuela Activa (1989-1990)
- Escuela Experimento de Chile (1952) was tried in 16 schools. The schools lost their essential character when double sessions were instituted. There are still seven operating in San Salvador and elsewhere. The teachers get 50 colones more per month than their regular salary. There was no information on how these schools differed from traditional schools.

14.0 Recommendations

- GOES invest more resources in the education sector.
- MINED consider Basic Education its highest priority.
- Decentralize education administration
- Work on quality, i.e. effectiveness and efficiency.
- Expand school feeding program for families in poverty.
- Provide Canasta Basica to children and teachers in poor areas.
- MINED provide training for the 800 or so maestros populares and incorporate them into the formal system.

Document Title: *Educacion Inicial A Traves De La Familia (Edifam) Resultado De Encuest Iii Congreso De Education Inicial Y Parvularia*

There were 14 separate reports--one for each department of El Salvador. Teachers and administrators were the survey respondents. I did a cross-tabulation of results from the fourteen Departamentos. Conclusions are as follows:

Question #1: What are the three most important needs of the center where you work?

The priorities were:

- #1 Appropriate and adequate teaching materials*
- #2 A place that is suitable for small children*
- #3 Equipment*
- #4 Water*

Other needs that were frequently mentioned were better local roads and latrines.

Question #2: What are the three reasons for non-attendance at school of centers for child care?

The overwhelmingly universal choice for Number one reason was:

- Los padres no les dan importancia.*
- "The parents do not believe it is important."*

The other two reasons that received almost as many votes were:

- The children must care for younger siblings.*
- The parents do not have money for the expenses involved.*

Question #3: What is needed to improve working relationships between CBIs and Parvularia?

The main ideas selected were:

- 1. Better communication between the two*
- 2. Joint preparation of work plans*
- 3. Sharing materials development and experiences*
- 4. Community awareness*

Question #4: What is needed so that parents will send children to Parvularia or CBIs before the enroll in first grade?

- #1: Awareness on the part of parents and community*

The general opinion seems to be that the main reason parents do not send their children to early childhood centers is because they do not know about the availability and importance of early childhood education.

#2: Support for parents from schools and from other institutions.

In view of the causes of non-attendance that were cited most often, presumably the form of the assistance or support would be in the form of child-care for siblings or subsidies or scholarships to cover some of the costs of attending the centers.

#3: Provide food for the children.

Note: This has proven to be a good incentive for sending children to school all over the world where poverty is a serious problem.

Question #5: What areas of training are necessary to improve educacion inicial and parvularia?

There was clear and overwhelming agreement on the three most important needs:

- 1. Methodology for teaching children from infancy to age 6.*
- 2. Development of learning materials*
- 3. Methodology for working with parents*

Question #6: What areas of supervision need improvement?

This was an open-ended question, apparently, because the answers were so varied. Among the needs most frequently mentioned were the following:

- Supervisors should know early childhood education.*
- Supervisors should know how to support teachers.*
- Continuous training was mentioned by many in each department.*
- Supervisors should know how to help with methodology and materials development.*
- Supervisors should be able to help teachers with:*
 - Diagnostic testing.*
 - Areas of psychomotor, socio-affective and cognitive learning.*
 - Artistic and creative areas: i.e. music, theater*

Question #7: Mention four elements that you would include in the design of a strategic plan to strengthen educacion inicial and parvularia.

This was also an open-ended question and there were many interesting ideas mentioned. The ones mentioned most frequently were:

1. *Awareness campaigns and ways to involve parents and community (Some specific ideas for wider involvement were: incentives for parents, social and recreational events, and home visits.)*
2. *Including values education in the curriculum*
3. *Continuous teacher training especially in methodology*
4. *Escuelas para Padres*
5. *Home visits*
6. *Training supervisors and directors so that they are knowledgeable about early childhood education*
7. *Improving classrooms, furniture, materials, and equipment*

There were valuable and/or interesting random ideas included, such as:

- Convivios y manana recreativas*
- Educacion creatividad y artistica*
- Sports and games*

And the researcher's favorite: *Patience*

Title: *"Factores Que Influyen en la Asistencia de los Niños Salvadoreños de 6-9 Años de edad a la Escuela en las Áreas Rurales"*
("Factors That Influence Attendance of Salvadoran Children from 6 to 9 years Old in Rural Schools")

Author: Antonieta de Harwood

Principal Findings

- 1. One of the main causes for non-attendance in first grade at age of seven (or in general, for non-school attendance) is because there is no school near the home of the child: going to school requires walking for long distances to attend the nearest school.**

Examples from interviews:

- Parents of a 12-year-old girl in first grade had kept her from enrolling until her small brother was seven, so that they could walk to school together. Distance was too far for a young child to walk alone. Teachers said that when the younger child was sick, the parents kept the older child at home as well.
- Other parents reported that they did not enroll their children in grade one at age seven for the same reasons ... too far for a small child to walk.

The Ministry of Education (MINED) reported that they do not have a budget sufficient to cover the salaries for teachers needed to meet demands. A World Bank loan has supported EDUCO, a strategy for providing community-managed schools. The World Bank Loan, recently authorized, is for \$120 million for Phase I, with the intention of a second phase, whose purpose is to provide more EDUCO schools.

The investigator visited a school in Cabanas, which had six classrooms, but only three were used. One of the reasons may be that the MINED had poor capability for mapping school-age populations. Therefore some schools are underutilized while children in other areas have no schools nearby. MINED has now developed a map that indicates where more schools are needed, and the departments of Ahuachapan, Cuzcatlan and Morazan have the greatest need in the nation.

According to MINED statistics only 34 percent of pre-school age children are covered, while in rural areas only 15.9 percent have access. Of course, preschools must be much nearer to home than primary schools.

The MINED's five-year plan is to reach 45 percent national coverage for preschool age children during their next five-year plan. Through the World Bank Loan, rural schools will follow the EDUCO model, and integrated classrooms with children 4, 5, and 6 years old.

Nevertheless it is still necessary to develop curriculum, provide learning materials and train teachers.

Multi-age preschool and kindergarten classrooms is another strategy being tried for rural schools.

2. **All parents interviewed said that it is important for their children to attend school and learn to read, write, and do mathematics. However, some did not feel that it was important for them to stay in school after they finished basic education.**

Parents make sacrifices for their children to attend school. Some did not feel that education beyond basic education would help their children to have a better life. Parents expressed the need to have children, especially boys, to work in the fields and for the girls to help at home: taking care of younger siblings, and carrying lunch to the workers in the fields.

Rural parents do not think that the age when children attend school is important. This contributes to the over-age problem. The drop-out problem is more serious in rural areas, because children do not stay in the system long enough to acquire skills necessary to earn better incomes. Parents do not relate level of education with better income opportunity.

3. **Some parents are only interested in their children learning to read and write and think that preschool is unnecessary, since it is a place where children only play.**
4. **Lack of economic resources is a major reason that parents do not send their children to school. They do not have the money to pay for uniforms, shoes, materials, and the "voluntary fee."**

Parents want all of their children to learn the basics, so they send each child only until they feel they have learned to read and write, and then remove them from school and send others. They cannot afford to send all of them at the same time, nor for the complete school program.

Inability to buy uniforms and especially shoes was given as a major reason for not sending children to school. Parents have too much pride to send their children barefoot, saying that other children would make fun of them. In one case, a mother said she didn't send her child to school because the teacher would not let a child attend class without shoes. (Note: the law does not require that students wear uniforms or shoes. This is a matter left to teachers, principals and directors.)

EDUCO schools through the ACE (Asociación Comunitaria Educativa) generally buy materials needed, including uniforms. In traditional schools parents bear the burden.

5. The director and teachers play a major role in recruiting students and keeping them in school.

Directors and teachers visit homes before the beginning of the school year to identify children of school age and to orient parents so that they will enroll their children in school. Unfortunately, in some cases the attitudes of directors and teachers do not help. (As in the cases mentioned, where parents were told children without shoes could not attend.)

In schools visited by the investigator, the teachers and directors did not know where the out-of-school children lived in the immediate area around the school. Information was obtained from students. The inference is that home visits were not made. There were other instances where teachers knew exactly where the non-attenders lived and parents mentioned the teacher visits.

Children frequently mentioned that they stopped attending school because older students hit them. One mother also said she would not send her six-year-old until she was older and better able to defend herself. Lack of control and discipline is a problem to be addressed by teachers and parents.

These factors are within the control of local school personnel and are serious inhibitors to providing universal access to basic education. The money invested in schools, teachers and materials will have been wasted if these factors that keep parents from sending children to school are not satisfactorily addressed.

6. Children who are enrolled in school have a high rate of non-attendance.

The high rates of absenteeism affect the quality of education, and the causes are varied:

In winter (rainy season) roads are dangerous, at times crossing rivers.
During heavy seasons of agricultural work, children stay at home to assist.
Illnesses are frequent.

Teachers said that parents are more concerned about "geographic" dangers along the roadways, than about crime.

7. Parents recognize and appreciate the compensatory programs as a help in sending their children.

In particular, the school-feeding program is seen as very effective. In some schools volunteer mothers prepare the food. In some ACE schools, mothers are paid a small amount for preparing food. Children said they liked the food, and it was mentioned that some children show up at school only in time to eat.

The compensatory school-feeding program is provided up to grade six through grants from donors, including USAID.

Escuela Saludable is an excellent program, but the costs are very high and there is no indication that there will be sufficient funds to extend this program very much in the near future. The money comes now from contributions of participating institutions as well as from private enterprises. However, there is no budget exclusively for this program. Some schools are assisted by NGOs (non-governmental organizations, such as Save the Children and Plan International).

8. **Generally, preschool children are accompanied by older siblings or nearby families to attend school.**

Teachers pointed out that it was important to have the preschools during the same sessions as the higher grades. Schools tend to have higher grades during sessions, which means that the older children can't bring the little ones to school.

9. **Parents say that they want their children to attend school but don't know how to control them so that they attend.**
10. **Children who have special needs do not attend because teachers do not have the means for teaching them.**

Very few schools have special education classes or teachers with training in that area.

11. **EDUCO schools, because they involve parents, have greater capacity to offer help to insure that children attend school.**

EDUCO schools offer many advantages over the traditional system. One of the principal ones being that parents are the supervisors of the teachers, since they are the ones who contract and pay their salaries through the directive (ACE). Although they are not supervisors in the technical sense, they supervise in terms of attendance, hours spent in class and other points that relate to quality of education.

Title: *"Formation of Values and Cultural Identity in Three Public Schools and Three Private School in Zona Central of El Salvador, January 1999.*

By: Carlos Benjamin Lara Martinez
Fundacion Empresarial Para El Desarrollo Educativo (FEPADE)

Conclusions

- Many people involved in education tend to look upon cultural identity in terms of folkloric symbols from the past. However, others recognize that changes are occurring and that the current culture is an amalgam from many sources outside of historic El Salvador.
- There is a tendency on the part of many to look upon this sociocultural transformation that is taking place in negative terms, and to look with nostalgia on the past. They see the need to "rescue our culture and our values" by returning to past values. There is the need to think in terms of constructing a new cultural identity that responds to the requirements of new conditions in our social life.
- Adults and educators are concerned with preservation of traditional mores, while young people have a broader view of identity.
- There was a definite split among the young people along socio-economic lines. Attitudes ranged from critical, doubting the existence of a Salvadoran identity or attributing negative characteristics on the part of upper socio-economic scale to less critical rather folkloristic attitudes on the part of rural and people from lower socio-economic scale.
- Values that were examined didn't have the same meaning for all sectors of the socio-economic scale. The most negative characteristic expressed was the tendency to imitate foreigners, which affected all sectors of activity, from the government to music, food and dress.
- Students expressed the importance of a local identity as well as national identity, as expressed in food, social relations, fiestas patronales, bailes tipicos (dances), and vernacular i.e. idiom or ways of speaking. They stressed the importance of local symbols and celebrations.
- There were value differences along the following dimensions: age, locale, religion, sex. But the greatest and strongest division is based on social class.
- Traditional Salvadoran values cited were **trabajador** and **solidario**. In describing the characteristics embodied in *Trabajador*, rural and lower socio-economic classes saw this as being able to and willing to do anything, and work hard to ensure survival. Upper classes saw this as relating to specialization and professions. *Solidario* was characterized

as the importance of sticking together, helping out your neighbors and having a sense of community.

- Comments about urban dwellers were:

Lack of interest in the welfare of other Salvadorans
Little sense of community
Lack of ability for long-term planning "se vive para el momento ... no hay mañana."

Other ideas expressed were:

There is discrimination against the indigenous, the poor and people from the country.
There are no opportunities outside of San Salvador. Everything is in San Salvador.
We are losing out traditional culture because of:

TV
Salvadorans who live abroad
Displacement due to the war
Imitating foreigners

- There are two sections of people with two different sets of values:

The adult population with a sense of tradition and a cultural identity
The young people without their own culture, who are alienated from their own people.

- Students said that the Salvadoran identity could be expressed as follows:

Violent
Refusing to use family planning
Child-abusers
Lacking in respect for women

When students were asked what are the obstacles to developing a national sense of pride and identity, they answered, "We've nothing to be proud of."

Important Points for Implementing a Values Program

- The teaching and treatment of values development cannot be the same for all the schools in the country, but must differ according to the socioeconomic conditions of the students, their local culture and specific situations in each school.
- Therefore, the MINED should only draw general guidelines that outline the treatment of cultural values, and encourage school authorities and teachers to make detailed plans that respond to the conditions in their own schools.

- **MINED and the schools should promote activities that encourage communication between different sectors of the society, so that step by step we can develop a coherent national identity.**
- **It may be true that civic acts and visits to cultural and tourist sites are necessary activities but that is not enough. Activities must be developed that can impact on the attitudes, interests and characteristics of young people.**
- **Women tend to choose traditionally female careers. A closer examination of attitudes about females and their roles must be undertaken.**

Title: *Los Jovenes en Situacion de Exclusion Social (Youth in a Situation of Social Isolation (ages 7 to 18))*

Author: FEPADE (Fundacion Empresarial para el Desarrollo Educativa).

At-risk youth includes school dropouts, gang members, drug abusers and delinquents who commit crimes of violence or robbery. The increasing problem has spilled over into the schools where acts of violence have become more frequent. As a partial solution to the problem, the MINED intends to make the formation of positive values one of its four highest priorities. FEPADE conducted this study in response to the need for more information on this age group. Their findings are summarized below.

Youth are excluded from society by lack of access to services, to information, and to participation in decision-making processes.

Solutions must take into account the non-nuclear nature of families in this society. Forty-one and one-half percent of youth do not live with their own parents. Of the other 58.6 percent, there is no information about whether the spouse or the head of the household is the original father or mother.

Different settings require different courses of action, e.g., rural/urban; nuclear/non-nuclear and extended families.

El Salvador needs to promote policies and activities that foster family integration: recreation and sports, church and school activities, and use of free time.

The media could play an important and positive role in orienting and educating families through interviews, drama, forums, and life testimony.

Title: *La Nueva Alianza* (The New Alliance)

The document represents the President Flores administration's development plan for education: 1999-2004. The section on education begins on page 18, under **Subcomponent 3.2: Generacion de oportunidades para progresar** (Creating Opportunities for Progress)

- 3.2.1 Extend coverage in third cycle Basic Education, and in media, technical and vocational education.
- 3.2.2 Provide scholarships
- 3.2.3 Introduce innovative technology into the curriculum
- 3.2.4 Establish standards and implement testing
- 3.2.5 Improve and implement systems of qualification, evaluation and accreditation in higher education.
- 3.2.6 Improve performance of teachers through a system of supervision, evaluation, training and incentives.
- 3.2.7 Decentralize administration
- 3.2.8 Redefine education districts.
- 3.2.9 Stimulate community investment in education
- 3.2.10 Improve roads.

Title: *(Proyecto Reforma Educativa) Education Reform (World Bank Project Phase I)*
BIRF-4320-ES (2000-2003) \$119.1 million
To be followed by Phases II and III

Objectives:

- 1) Expand access (goal = 90 percent finish 9 years of basic education)
- 2) Improve quality (results, i.e. decreased rates of repeaters and drop-outs)
- 3) Strengthen management capability of the Ministry of Education (MINED)

Specific Objective: By 1993, 90 percent of 7-12 year-olds will be in school.

Program currently involves 4 to 15 year-olds. Target is to include 0 to 3 year-olds. (MINED had not responded to overtures on extending coverage to this age group.

Component One: Expanding Access \$35.1 Million

The funds will be spent to build classrooms, pay teachers, involve parents, develop models for overage children (aulas aceleradas: accelerated classrooms where more than one year of instruction is covered each school term), and expand multigrade classrooms (aulas alternativas).

Following the EDUCO model, teachers will be paid through ACEs (community management groups). They receive a set amount per pupil and pay all school expenses, including teacher salaries.

Component Two: Improve Quality by Completing the Curriculum Reform. \$49.4 million

The funds will be spent on curriculum and materials development to include special education (for disabled children), adult basic education (literacy), and accelerated materials for over-age students enrolled in the regular schools. Other activities include rehabilitation of classrooms, providing furniture and equipment, hiring a technical advisor to supervise a maintenance program, teacher training, and national evaluation, with testing at the end of each cycle (third, sixth, and ninth grades). One million has been allocated to evaluate the "healthy school" model (escuelas saludables).

Component Three: Strengthen MINED Administration. \$31.3 million

The funds will be spent for technical advisor assistance to analyze the system; develop organization charts, job descriptions, and personnel operations manuals; train community management groups (ACEs); provide scholarships and training materials for rural managers and administrators; and hold conferences and seminars.

NOTES: Discussions with the MINED indicated that no work on "educacion inicial" (infants from 0 to 3 years) is proceeding within the Ministry, using the WB funds.

Title: *Reforming Primary and Secondary Education in Latin America and the Caribbean: An IDB Strategy, May 2000*

The critical areas of reform that will be supported are:

- Teacher training
- Textbooks and materials
- Selective support of technology in education
- Decentralization
- Early childhood education

Elaboration

Teachers need more training in classroom management, more in-depth content/subject knowledge, improved working conditions, performance incentives, and more time devoted to real classroom learning.

Technology: Radio and TV have proven to have major positive impacts on education and IDB will invest in their use. Computers, however, have not proven their worth or cost-effectiveness. Therefore IDB will support small pilots for newer technology but no major system-wide investments in computer assisted learning.

Do not neglect conventional learning materials: books, libraries, and simple learning materials.

Provide early childhood education. Target the neediest and rely on non-formal providers.

Secondary Schools:

- Separate vocational preparation from formal secondary schools.
- Include more application and problem-solving in the curriculum
- Push technical education to the post-secondary level.
- Improve curriculum of traditional subjects by including emphasis on:
 - higher order thinking
 - civic responsibility
 - the role of technology in society

Effective implementation requires:

- Research and statistics
- Leadership, consensus, and continuity
- Social marketing to achieve consensus
- Feedback on achievement to allow mid-course correction
- Incentives to actors

We need to know more about the role of teacher unions.

IDB lending is to achieve quality and equity in education, and will be in the following areas:

- Increased access to secondary education
- Decentralization.
- Innovative in-service
- Extension of proven, cost-effective programs
- Mass, intensive use of radio and television
- Pilots in computers and use of internet
- Targeted interventions, e.g., pre-school
- Assessment, research, and feedback
- Social marketing
- Follow-on loans for primary activities

LOW-COST IDEAS THAT MAKE A DIFFERENCE

- Assign best teachers to first grade.
- Reduce teacher turnover during the school year
- Enforce regulations on hours of instruction per day and on length of school year.
- Mount mass campaigns to encourage parents to read to children.
- Do sample testing of children and distribute the results.

Re Assessment: In 1995 15 Latin American countries developed a regional grade 4 test in math and language (UNESCO/OREALC)

Title: *"Strengthening Achievement in Basic Education (SABE Project): Final Report." August 1998.*

The SABE project, a seven-year project that began in 1991, supported *Reforma Educativa en Marcha*. SABE was designed to complement a previous U.S. Agency for International Development (USAID/El Salvador) project known as the Education Systems Revitalization Project. The Revitalization Project was a five-year program to increase access to primary education through construction and maintenance of predominantly rural schools, many of which had been damaged because of El Salvador's protracted civil conflict that spanned nearly 12 years.

Whereas the revitalization project focused on school construction and the provision of equipment, SABE's objective was to strengthen the foundations of basic education. The SABE project received \$30 million from USAID and the equivalent of \$26 million in local currency counterpart funds from the Government of El Salvador (GOES).

Objectives included changing classroom practices to incorporate child-centered active-learner methodologies. To accomplish this the project provided training for teachers, principals and supervisors, and classroom materials. Programs of study and textbooks were provided to more than 5,000 public elementary schools throughout El Salvador. SABE also piloted an interactive radio program to improve math achievement at the primary level. The program was successful and the MINED expanded its coverage through provision of radios to additional schools, and is now developing a primary language series for broadcast. Libraries were created in half of the basic education schools and 630 teachers and principals were trained in running them.

Technical assistance assisted with the creation of standardized national assessment instruments and attendant achievement norms.

To establish a viable teacher training system, a network of 257 model schools was established in each of the Ministry's 210 school districts. To maximize effect of training individuals, local teachers, principals and supervisors after being trained in the United States in the new methodologies, subsequently conducted teacher training programs in their own areas. The model schools received funds for providing training. *NOTE: The current Minister of Education is reorganizing in-service training and has reportedly terminated the training function of the EMDEs (model school/training centers) and assigned the trainers back to classrooms.*

To strengthen MINED's administrative capacity, in addition to training, computers, radios, vehicles, educational television production equipment, duplicators, educational games, warehouse shelves and related supplies and equipment were provided.

To assist in decentralization, Department level managers were trained and Department offices were equipped with current technology to establish a school-based financial management

system. At the present time, however, the MINED still pays teacher salaries from the national level.

NOTE: At the same time the World Bank project EDUCO was working on decentralization by setting up and financing community-managed schools. In this model the community management committee receives \$105 per pupil per year, which they use for school expenses, including paying teacher salaries. At last report, 4,196 teachers are paid by EDUCO, and the WB has plans to continue expanding the system. EDUCO teachers are not part of the MINED system.

Important Lessons Learned

- 1. Importance of Continuity.** Strong Ministry of Education leadership support and continuity are crucial for success. Throughout the SABE project, there was strong and competent support from Minister Cecilia de Cano, which enabled USAID/El Salvador to collaborate well with other donors and to achieve project aims. There was no shifting in mid-project. It is equally as important to have the continuing presence of at least one senior education advisor who is respected by MINED and USAID.
- 2. Collaborative planning and informal daily communication is crucial.** It is better to hold small, problem-solving sessions frequently, and hold large formal committee sessions very infrequently. Large committees are not an appropriate forum for solving problems.
- 3. Project offices should be located within the MINED,** with offices as near to counterparts as possible.
- 4. Effective use of short-term technical assistance requires careful planning.**
 - a) Short term TAs are useful when MINED has personnel who can implement new ideas without assistance, after the TA has departed.
 - b) The major weakness is the lack of follow-up and continuity. To avoid this, it is important to plan the entire activity involving short-term TAs, secure commitments from TAs for follow-up assignments, and assign responsibility to an appropriate MINED or Project official.
- 5. A carefully planned and executed mid-term evaluation is an important project implementation tool.** For a mid-term evaluation to be helpful, you need a clear statement of purpose, well-defined scope of work, and carefully selected evaluators.
- 6. Children need access to more learning materials.** To get learning materials into the hands of children, focus on low-cost, locally produced materials. Secondly, MINED must change its policy of punishing teachers when books are lost or damaged. The focus must be on use and learning outcomes, not on preserving the books.

Appendix C. Interview Reports

Interviewee: Lillian Rose
Title: Consultant, EDIFAM Project
Date: December 5, 2000
Interviewer: Patsy Layne

- Major companies that might cooperate in education: IBM, Telecom, ADOC shoes, and TACA. Other companies might sponsor study tours to US to investigate joint business/school enterprises, e.g., Tampa, Florida, McDonalds' Model Village, where fifth graders spend a day "managing" the village banks, businesses, etc.
- Early childhood education USAID project EDIFAM is not doing very well. It is being implemented by ISPM, a govt. agency. UCA is training ISPM staff, and using the ripple out (cascade) method; eventually the mothers who are running the centers will be trained. Mothers have little education, and no training. ISPM is not equipped to implement the project. Young children are poorly nourished and maltreated. Parents often take them along to their work place and the child sits in a box all day while the parents work.
- Last year MINED started a kindergarten program (ages 4-6). They have developed curriculum and materials, and it seems to be going OK. This year, they held their 3rd annual kindergarten conference. Teachers got information and some materials, but they didn't get book: *Rights of Children*, on values and how to treat children. It costs 100 colones.
- The SABE inservice training system, using "model schools" as training centers was going well, but the MINED stopped it after the SABE project ended.
- Teachers are poor in math and language teaching, and unaware of gender issues and how to deal with them.
- The CDEs (Consejos Directivos Escolares) have been established, comprising a principal, teachers, parents, supervisors, and students. The CDE receives funds from the national government and allocates funds to run the school. Major decisions still come from the national level.
- The Ministry has started ongoing teacher training through WINTER SCHOOL that meets during Xmas Holidays. Centers are San Miguel, Santa Ana, and San Salvador (Santa Tecla). The focus is on K-6 teachers.

Idea: Strengthen with materials
Bring in new ideas with training for the trainers, not only from the United States, but also from other Latin American countries (e.g., Colombia's *Escuela Nueva*).

- Explore Escuela Para Todos ideas.
- Edgar Lopez is in charge of adult education in MINED.
- MINED established multi-sector groups to address issues of child labor and child abuse, involving small business, church, university, and school.
- Radio Interactiva is a success and is ongoing. Estella Morell is in charge of developing a program with a soap opera format that carries useful information and values development content (e.g., health, parenting, safety, environmental management, etc.).
- A parent training group, ESCUELA DE MADRES Y PADRES, was started. They held meetings and there were talks on practical matters, e.g., by a local successful farmer on how he conducts business, talks on "crianza," dealing with youth and TV, etc. Participants chose topics. Teachers were asked how to revitalize this activity. Pot-Luck suppers was suggested by several teachers. They need program suggestions.
- Explore possibilities of community volunteers to run youth clubs based on the 4-H club model. The 4-H Club is a Department of Agriculture sponsored rural youth activity in the United States.
- MINED started model schools called **Escuela Saludable**. Potable water was provided along with mini-checkups on eyes, teeth and general health condition. The schools are floundering due to lack of funds.
- To deal with the malnutrition problem, there is the need to explore the school garden idea, with inputs provided by teachers and students as part of the science/health curriculum. Pitfalls are principals and teachers who take the produce for own use or sell it instead of feeding it to the children. In addition to vegetables, some trees could provide needed nutrition, i.e., papaya, banana trees, breadfruit, orange, etc.
- A strategy for insuring complete implementation of innovative practices might include an accountability and follow-up system. Possibly by making payments in increments as each step is completed.
- Conduct study tours to see how business and schools cooperate in other countries.

Interviewee: Carmen de Henriquez
Interview Date: December 9, 2000
Re: EDIFAM
Interviewer: Patsy Layne

1998: \$6 M

Steering Committee: ISPM, MINED, UNICEF, USAID, UCA, MIN HEALTH, NGOs, and the ECE

USAID is implementing the EDIFAM Project through ISPM, a weak GOES organization, which gives very low priority to early childhood education (ECE). The president of ISPM is the First Lady. *USAID has no contracted technician to manage the project.*

World Food program provides food to Centros de Bienestar Infantil (CBIs).

At first, MINED said that ages 0-3 was not their concern and told USAID to work through the 214 CBIs. CBIs are run by community madres cuidadores, who receive 600c per month.

Now MINED has said they will be involved in pilots sponsored by World Bank funds. This project is to promote Early Childhood Education (ECE), by fostering /better care for infants and young children from birth to age 3 (inicial) and from ages 4-6. The problems to overcome are child-abuse, neglect and malnutrition due to poverty and lack of parental awareness about the needs of infants and small children

The implementation of the project is as follows:

Component One: UNICEF has a grant (letter of credit) to develop two separate sets of curriculum: for ages 0 to 3, and for ages 4 to 6. They have a subcontract with Editoriales Santillana. They have collected materials from other countries and are adapting for El Salvador. Five people are working on this task. The materials are for use by parents and CBIs. The materials for ages 4 to 6 are based on MINED curriculum.

They are to be finished by June 2001, when training will begin. Implementation for training has not been finalized yet, but there is budget.

Component Two: University Linkage. Omaha Metropolitan Community College manages and subcontracts with UCA (University Central America) through a cooperative agreement. The College is to carry out the following activities:

- conduct a two-year pilot training program for 30 madres cuidadores in San Vicente. They meet each Friday. This started in May 2000.
- Thirty promotores from ISPM and two from Health were trained by UCA, to train 150 madres cuidadores. From August to February, they met once a week. They will start in February to train mothers once a week till end of the project.

- ECE specialist, Dunia Hartwig, works with UCA and ISPM

Component Three: Three cooperative agreements with NGOs.

Pilot #1: SAVE THE CHILDREN, with ASAPROSAR (Asociacion Pro-Salud Rural)
Health and Nutrition)
\$245,772 Nov.7, 2000 to Nov.8, 2001 plus \$65,000 cost-share

Venue: San Pedro and Tenancingo in Cuscatlan
Chachuapa in Santa Ana

Activities:

- 1) Develop trailer manuals and ECD materials
- 2) Train trainers

Pilot #2: CALMA (Centro de Apoyo de Lactancia Materna (ECE 0-3
Nov.8, 2000- Nov 7, 2001
\$241,618.49 USAID/El Salvador
\$ 90,107.27 cost-share
\$28,536 was allocated for mass media.

Venue: AGAPE, Sonsonate, and Acajutla

Activities:

- 1) Meetings and focus groups
- 2) Training and home visits

Pilot #3: OEF
\$88,752 plus \$26,160 cost-share

Ages 0-6: Focus on parent education impacting on eight communities, 640 families in Cabanas, San Isidro, Sensuntepeque and Ilobasco.

Activities:

- 1) Hire local people
- 2) Monthly health monitoring by one doctor and two community health workers.
- 3) In Centros de Estimacion de Desarrollo Infantil (CEDI) care for infants while parents are in training.
- 4) Two consultants will train teams of community facilitators

Activities for Inicial (ages 0-3):

- 1) Conduct a survey to serve as the basis for group formation.
- 2) Train facilitators on making and using low-cost , home-made toys and materials.
- 3) Develop a Training Guide.
- 4) Conduct parent training for a total of 12 hours (4 sessions of 3 hours each).
- 5) Form support committee to assist with meals, baby care, and fund-raising.
- 6) Provide incentives such as certificates, t-shirts, an annual party, and scholarships for children of age 6 who enter 1st grade
- 7) Carry out house visits to homes of young children.
- 8) Conduct a two-day workshop on making toys for parents of children aged 4 - 6.

Component Four: This component is to be implemented through a SOAG, which is a mechanism for working with the GOES.

Note: It took ISPM a year to do their action plan. It moved very slowly and is still in SETEFE awaiting approval.

The purpose of this component is to work with municipalities on awareness through the following activities:

- 1) Buy materials for CBIs
- 2) Train on how to use materials
- 3) Hold a congress with the NGOs on "crianza".

NOTE: USAID needs to hire a facilitator to work within ISPM.

Additional Information: UNICEF/working through ISPM spent \$500,000 in school year 1999-2000, serving 14,860 children, 150 promotores, 120 caregivers, and 200 communities.

Centers (CBIs) in Usulután (6 municipalities), Cabanas (2 municipalities), and San Vicente (2 municipalities) have been upgraded.

UNICEF and Japan are building 30 new CBIs.

Meeting attended by:

Minister of Education, Ministra Ana Evelyn Jaacir de Lovo
 Joaquin Samayoa (FEPADE Research)
 David Schroder and Mercy Castillo (USAID SO1)
 Carlos Briones (MINED Ed Evaluation)
 Angel Dubon Marchelli (Director Nacional de Gestion Educativa.)
 Michelle de Nuila (Director of Programs)
 Patsy Layne (Consultant)

Date: December 11, 2000

Reported by: Patsy Layne

The Minister's intention is to promote quality before concentrating on expanding coverage. She wants USAID to work closely with La Comision de Calidad. Her plan is to establish research schools where a study is made of what it takes to provide quality education.

The Minister is very concerned about the possible impact on the system of kinds of evaluation that could "back-fire." (Evidently there were many complaints and criticisms about the achievement testing that has taken place over the past few years. No basic education testing was done in 1999.)

Booklets were distributed that contained a report on responses from focus groups (teachers and directors) who discussed the PAES 1999 (Pruebas de Aprendizaje), which was a test to determine the achievement levels of Escuela Media students.

Directors and teachers who participated in the research voiced a great deal of dissatisfaction about the test. There were complaints about content, design, format, lack of training of testers, timing of the testing, and the distribution of results.

In the areas of research that dealt with possible ways to improve student performance, the suggestions covered the waterfront, from teacher motivation to level of ability of the students when they enter the program. Most of the problems pointed out were the ubiquitous ones (e.g., no materials, poorly trained teachers). Also, the fingers were pointed at lower grades, "When students enter middle school they can't read with comprehension, can't do math, and have no background in subject matter such as science and social studies.

Interviewee (by telephone): Roberto Linares

BID (International Development Bank)

Date: December 11, 2000

BID is not planning anything new. The National Assembly has eight BID-approved loans (\$80 million in the education sector) at the moment.

Major focus is basic education infrastructure and expansion of coverage in rural areas, but this does not include funding salaries for teachers.

Plans also include the following:

- Expansion of Cyclo III through teleaprendizaje (distance learning) to rural schools.
- Radio Interactiva expansion
- Provide 500 Resource Centers with new technology, including computers (based on pilot programs that are currently underway).

- BID is not contemplating action with education inicial since their talks with the MINED over the past year did not get off the ground on this subject.
- BID will not work in vocational education.
- Main work will be on infrastructure for rural schools.

BID has great trouble getting programs through the GOES that require counterpart funds. They have no current documents about specific plans or programs in El Salvador that can be shared with us since they are awaiting GOES clearance before distribution.

Interviewee: Angel Dubon Marchelli
Director, National de Gestion Educativa
Date: December 11, 2000
Interviewers: Patsy Layne and David Schroder

- MINED's strategy has these four-priorities:
 - 1) Coverage
 - 2) Quality
 - 3) Modernization
 - 4) Values
- MINED is committed to universal basic education.
- MINED has several pilot models to improve quality. *Escuelas Acelerados*: for overage pupils. This tries to move them through more than one grade in a year. Sometimes they are in a separate school and sometimes classes as part of a regular school. *Aulas Alternativas* (multi-grade) are for small communities where there are only a few children per grade. They also are investigating the Waldorf School model.
- *BID Is focussed on infrastructure, but not targetted to rural. It includes classroom construction as well as maintenance and provision of school furniture and equipment.* Luxembourg (Hurricane Relief) is building/repairing schools in La Union.
- GTZ (Germany) is working in Vocational Ed
- *INSAFORP will pilot in four Places with Cycle 2 and 3 students: pinata, mimbre, hamacas, and wood/hand-crafts. This will fit with the President's plan, "Corridors of Development."* Training will be after school and on Saturday in techniques, pricing, fiscal management, marketing, etc.
- The Japanese are working in improving math education. Social promotion is still the MINED policy.

- Achievement Testing was suspended in 1999 probably for political reasons, but that is not certain.
- EDIFAM is the major actor in ECE. Neither WB nor BID are investing in that.
- For the EDUCO schools, communities were activated and trained by contracted NGOs and consultants.
- Re: Radio Interactiva, Dubon suggested we talk with Ernesto Rizhter, Director of Technology.
- GOES has increased support for education from 13 percent to 19 percent of GNP.
- The 1.5 million Salvadorans in the USA send their families about \$1.5 billion per year ... = 13 percent of the GNP.
- Re: In-service Training: Many choose education as a major because it is the easiest program in University. MINED sees the need for qualifying exams--something like the National Teacher Exam--and are planning to give tests to teacher applicants.
- The new Human Resources office is under the direction of Rafael Ramos.
- Dubon suggested that we meet with Michelle de Nuila or the Vice Minister for more information and guidance.
- MINED training seminars are now in session, presently working on strategy development for Department Heads.

Dubon mentioned FUNDA-EDUCA, joint school and business cooperation, stating that there is a need for a partnership program in each community among school, businesses and industries, parents, church and local leaders. He suggested that we set up meetings for Thursday, requesting that we make sure that Michelle or he, himself, is present at all meetings. Department heads are new, and MINED wants to be sure that everyone is understanding and following the same guidelines.

Reflections After Interview

USAID might play a role in the following needs areas:

- developing partnership programs
- achievement testing and follow-up
- values education in curriculum to deal with cross-cutting issues (gender, discrimination, and violence as means of resolving differences and relieving frustration)
- public awareness about child abuse, child labor, the value of education

- parenting skills
- introduction of vocational skills into Cycle II Basic Education.
- networking among departments to improve instruction as well as management
- development of appropriate low-cost materials to assist in multi-grade and accelerated classrooms: development of teacher training packages with video and audio cassettes of broadcast quality, supported by print materials. These would provide the core for face-to-face training sessions as well as for individual study by teachers. They should be "cook-book" style training packages so that a minimally trained trainer could use them effectively.
- develop a comprehensive social marketing package for radio and TV, with posters, periodicals, and information booklets for community leaders (ministers, etc.) One element might be a radio soap opera that carries information and deals with a variety of issues: education, parenting, ECE, health, values, youth, and gangs, etc. CARE Pakistan developed such a successful radio series accompanied by a monthly comic book aimed at Afghan refugees. The need is for creative and skilled script writers who meet regularly with SO1 for guidance in message content and major objectives for the next series of programs. Each program would need to be audience tested (on tape) in target communities before broadcasting.

Interviewees: Zoila Romero, Director of the Aprendizaje Division
Horacio M. Torres, Jr., Program Support Manager
PLAN International/El Salvador
1st Calle Pte. No 3843
Phone: 298-5140/298-5156

Date: December 12, 2000

Interviewers: Yamilet Duran
Patsy Layne

We were briefed on their current programs and plans for future programs. PLAN has comprehensive programs in the following areas:

- 101 communities in San Salvador
- 158 communities in La Libertad
- 159 communities in Chalatenango
- 16 communities in Cabanas

PLAN is working with a total of 33,132 families. Their programs are comprehensive, including health, education, income-generation, improvement of living habitat, and the strengthening of relationships.

In education their activities include scholarships (becas) for the bachillerato (secondary school) level, constructing Centros de Bienestar Infantil (CBIs), providing materials and training mother-caretakers; literacy programs for adults; escuelas para Padres y Madres; providing books and equipment for libraries; providing desks to local schools; building

security walls and repairing classrooms. They also support youth clubs and provide income-generating training in agriculture and other vocational areas.

Their strategic plan for 2000 – 2002 includes the following program thrusts:

- Infant survival, early stimulation and mother health.
- Nutrition, hygiene, and education for children from 6 to 11 years old.
- Holistic health, learning, and generation of income for adolescents
- Community organization and development
- Working to eliminate violence toward children and women
- Renewing expectations for at-risk youth
- Secure environment for children

Observation: Conferencia Centroamericana Para Enfrentar el Problema de Jovenes en Alto Riesgo: Maras y Abuso de Drogas

Observer: Patsy Layne

Date: December 7, 2000

(Central American Conference re "At-risk Youth:" Gangs and Drug Abuse)

The conference was held December 4 through December 7, 2000. I attended the wrap-up session with Mercy Castillo on December 7, 2000.

The coordinator in his final address discussed the role of media, stressing that we must learn to use their methods. When we have something to say, go to the media with "news". That is the way to get our message heard.

Melissa Sanderson, Political Section of the Embassy, gave closing remarks.

The group reports consisted of lists of values that we should inculcate in the young, as well as in adults. Among the list were tolerance, honesty, loyalty, solidarity (concern for the welfare of others), equality, respect, and justice.

The Salvadoran group categorized problems as follows: poverty, delinquency, unemployment, loss of values, over-population, illiteracy, trans-culturization.

A second Salvadoran group listed stable homes, management of media, gender equity, employment opportunities, clear laws, and control of drug and arms traffic as factors affecting at-risk youth.

The other countries reported similar issues any up with much the same conclusions, with the addition of dignity, faith, and collaboration as important values.

All groups recognized the role that quality of life, e.g., poverty and unstable homes, plays in delinquency and drug abuse. All pointed to lack of resources and trained personnel, lack of media support, confusing laws and lack of cooperation from law enforcement officials as inhibiting efforts at reform.

The session ended by forming a committee to arrange for further cooperative efforts among the countries: El Salvador, Guatemala, Honduras, Nicaragua, Panama and the Dominican Republic.

Interviewee: Augustin Fernandes
Interviewee Title: Director of Education Programs
University of Central America Jose Simeon Canas (UCA)
Date: December 14, 2000
Interviewers: Patsy Layne and Dorita Gutierrez

The MINED is working closely with the universities that prepare teachers. They have set standards and a prescribed curriculum that apply to all teacher preparation institutions. The universities are not altogether happy with the new reforms, since some of the requirements (e.g., reducing class sizes) mean additional costs to the institution.

Teacher preparation is a three-year program with three components: 1) Ed Psychology; 2) Practicum in classrooms under the supervision of a "master" teacher; and 3) Area of specialization, e.g., parvularia, basica, etc.

Students carry out some classroom practice activity each year.

- Year One: 4 hours/week observing
- Year Two: 8 hours/week as a teacher aid
- Year Three: one day a week teaching

The MINED will administer a teacher exam and conduct interviews with students before allowing them to enter the teacher preparation program (?)

There are 20+ students majoring in parvularia, but the science and math areas are lacking in students. Only one enrolled in Natural Science.

UCA will begin a distance teacher training program in March, to train primary teachers in rural areas. There are no people in-country experienced in distance learning at the tertiary level.

MINED has developed a Proyecto Educacion Institucional (PIE) under which all new developments will take place.

Other universities involved in training ECE and Basic Ed. teachers are: Don Bosco, evangelical, Pedagogy, Gavidia, and Nacional.

Appendix D. Background of the Strategic Development Exercise

To: SOI Team
From: Patsy
Subject: Background for Strategy
Date: December 12, 2000

Please read and let me know if there are errors, omissions or misconceptions that I need to correct. Also, we will discuss Policy Issues, Institutional Constraints and Threats, since I need your ideas on those.

Background

The Ministry of Education (MINED) has selected four areas of emphasis in its long term strategy, as set forth in Desafios de la Educacion en el Nuevo Milenio and as confirmed by interviews with the Minister and with key MINED staff: 1) Coverage, 2) Quality, 3) Modernization, and 4) Values.

1) Coverage

The MINED has made a commitment to achieve universal basic education. The program to achieve coverage is supported by loans from both the World Bank (WB) and the International Development Bank (IDB), with components to build and/or repair additional schools and classrooms and to train teachers. However, the problems of expanding access have dimensions other than providing buildings and teachers.

Poor parents in rural areas are reluctant to enroll their children for the full K-9 (or even K-6) program even when there is a school within reach. This appears to be in part due to attitudes about the utility of education for their children, but there is evidence that there are other factors at work, such as costs associated with attending school, and the need for the children's contribution to family income. A reason commonly given for failure of children to be sent to school is that they are needed to care for younger siblings while their parents work. A recent study by Fundación Empresarial por el Desarrollo Educativo (FEPADE) estimates that more than 63,000 children between the ages of 7 and 12 are full-time workers. A study by la Dirección General de Estadísticas y Censos (DYGESTIC) estimates that almost half of the child laborers are engaged in agricultural activities.

Other studies show that a school feeding program, and assistance to parents in providing school uniforms and/or waiving fees are incentives that work for increasing enrollment. Distance from the school is also a factor that affects enrollment. Parents are reluctant to have small children walk great distances to school.

2) Quality

The Minister of Education intends to make *improvement in quality of basic education* the first priority of the new MINED strategy. To achieve this goal the intention is to test and then implement successful models in appropriate sites. The model schools will demonstrate different approaches to securing community involvement and support, as well as demonstrate successful organizational patterns and teaching strategies. Among the organizational models that have been or are planned for testing are EDUCO, a community-managed school, *Aulas Alternativas* (multi-grade classrooms for communities with a small number of children for each grade level), and *Escuelas Acelerado* (for overage students, in which more than one grade per year of progress will be attempted).

The factors that contribute to quality of education are the following, among others:

a. Teacher capability and attitude: There is no substitute for an intelligent, creative, enthusiastic and dedicated teacher. Securing such teachers who are also trained in methods suitable for the ages of the children they teach is a real challenge for the rural community. Attention to preservice and inservice training is necessary, but attention must also be paid to teacher selection, supervision, and working conditions. Community and parent involvement in selection and supervision have proven to have positive effects in the EDUCO schools. Parental and community moral support to teachers can be an important factor in changing the teachers' attitudes, even though they are working under difficult circumstances.

The impact on classroom practice of inservice training provided through the Strengthening Achievement in Basic Education (SABE) project is under question. Due to weak supervision and lack of follow-up on classrooms where the teachers had varying amounts and kinds of inservice training it is difficult to assess the effectiveness of the training. One issue that was raised in the final report was the failure to strengthen the performance of the supervisory system to the level anticipated.

Teachers in the field today have received their preservice training from a variety of "higher education" institutions that opened their doors during the war years when the Universities could not provide a program. There was no quality control, nor coordination with MINED requirements. The MINED is planning to develop and administer a National Teacher Exam as a prerequisite for hiring new teaching staff. Assessing teacher competence is a major problem. In fact for many communities it is a moot point, since they must take whoever they can get who will teach in an isolated, rural community.

b) Time-on-task: One of the powerful factors that affects how much is learned, is the amount of time spent on learning tasks. The school day and the school week in public schools can be very short. Due to the necessity for double sessions, a school day may provide a maximum of only three hours of teacher contact. In rural schools, commonly the teacher does not live in the community. The necessity to travel long distances coupled with the poor roads and lack of public transportation has resulted in "week-end commuter teachers" who

may spend a large part of each Monday traveling to their school site, and a large part of Friday traveling back home.

There is a high absentee rate among the rural poor. Some of the causes given are frequent illness of children, need for their help at home, and heavy rains combined with long distances to walk to school. There is also a lack of awareness of the importance of regular attendance.

Further, meaningful home-study for the rural student presents almost insurmountable difficulties. Children are called upon to perform household tasks when they are not in school, and homes are often crowded and lacking in electricity or suitable places in which to study. Students are also hampered by lack of books and learning materials that they can take home for out-of-school study. Current policies and traditional practice inhibit the teachers' willingness to have children take books home from school. This further reduces the amount of time that children actually spend working on skills of reading, writing, and mathematics and acquiring knowledge through independent reading.

c) Textbooks, teaching guides, and other learning materials: Both the SABE Project and the World Bank Project assisted the MINED to develop more appropriate curricula along with supportive textbooks and teacher guides, and to distribute them throughout the country. Assessments should be made on the use to which teachers put the teaching guides and on ways to improve their impact in the classroom.

Small school libraries were also equipped, and an attempt was made to see that each teacher received a *Canasta Basica*, which was to provide each child with basic materials, i.e., paper and pencil, and to provide the teacher with chalk. There were mixed results, based on reports from teachers and principals. Teachers who received the Canastas were delighted and reported that they were of great help. However, some teachers did not receive enough materials for their classrooms, and a few reported that they did not receive any materials at all. There was general agreement that the *Canasta Basica* was absolutely essential for poor, rural community schools. The use of the libraries has been only moderately successful since teachers and principals are held responsible for damaged or lost books and are therefore reluctant to have children and/or community members borrow them.

d) An appropriate place for learning: There must be appropriate learning space if we are to change the teaching/learning methodology from teacher-centered lecturing to child-centered active learning. Classrooms need comfortable, movable places for children to sit, tables to work on, and secure places to store learning materials. They must be large enough so that children can move around, work in pairs and in groups and use learning centers. There must be adequate light and ventilation, safe water to drink, a sanitary place to go to the toilet and water for hand-washing. Schools should also be constructed and managed so that noises from outside classrooms do not interfere with learning.

e) Other factors: There are other factors less in the control of the education system that affect learning that takes place in school. The general health of children, stability of their home-life, socio-economic status, parental and teacher expectations, child-rearing practices

and the values that are inculcated, as well as their innate capabilities and handicaps all influence the extent to which they profit from learning activities. Given adequate resources some are within the power of outside agencies to change or to ameliorate in a relatively short time. Other factors lie deeper in the society and are less subject to change.

There is evidence that daily hunger is a fact of life in many poor rural homes. Many rural families do not have access to health care, dental care, or to vision services. Children who are hungry or suffering from ailments can not learn effectively. Attention to improving children's health is a critical factor in improving the quality of education, as well as access, since sick children do not come to school. Escuela Saludable is a school model that attempts to provide health services and a feeding program where needed, as well as potable water and sanitary latrines.

Violence and child abuse, especially of girls, is another fact of the children's lives. While poverty appears to play a large role in the prevalence of violence and child-abuse, there are traditional cultural patterns that sanction such behavior. Unstable home-lives contribute to children's lack of a sense of security and self-esteem and the likelihood of domestic violence. It is estimated that almost half of households are single parent with a woman as head of household. Of the others, in 28 percent of the households, only one of the parents is the natural parent. Abuse of girls by stepfathers is a common occurrence.

Both the MINED and USAID are aware of the importance of working to change those patterns but realize that this is a long-term task. Ways that are possible and that appear to have promise are changes in curriculum, especially in the area of values, and through public awareness campaigns. Wide-spectrum training of media and education staff, as well as parents and community leaders through such channels as **Escuela Para Padres** is also indicated.

There is the need for more effective laws and more importantly for stricter and more equitable enforcement.

3) Modernization

This goal was not clarified, although Angel Dubon did refer to extensive use of computers if that were needed to accomplish MINED's tasks. He also said that training for new department heads was presently underway. USAID/El Salvador could possibly assist in this, if it includes strengthening department capability and delegating responsibility (i.e. decentralization), and networking among departments to improve instruction and management.

4) Values

The Ministry of Education intends to respond to consensus opinion that part of El Salvador's problems can be attributed to the deterioration of value systems in the society. The loss of cultural values is seen as the result of family and community displacement due to the war, to

influence of Salvadorans who live abroad, to the pervasive impact of television, and to the tendency to imitate foreigners, especially North Americans.

One problem that has been identified is the split between the older generation and youth, and between rural and urban dwellers. Older people and rural dwellers tend to see Salvadorans as valuing the following:

- Being hard and conscientious workers (Trabajador)
- Sticking together and supporting each other in the family and the community (Solidario)
- Religious (Religioso), and
- Respectful of elders, authority, and human dignity (Respetuoso)

Urbanization is seen as contributing to the decline in positive values. City dwellers are seen as having the following negative value system:

- Lack of interest in the welfare of other Salvadorans.
- Little sense of community.
- Lack of focus on necessity for long-range planning. "They live for the moment, as though there were no tomorrow."

It was pointed out that there are no opportunities to develop talent outside of San Salvador, "porque todo esta en San Salvador." Many who were interviewed noted the discrimination against "indios, pobres y los del campo." Since these are among the poorest people, this opinion supports that of one researcher who found that the strongest division in cultural identity is based on social class and socio-economic status.

More prevalent in middle and upper classes and in the young is the tendency to imitate elements from outside, especially from North America. This is seen as extending through all levels, from food, dress and music to forms of government. (Imitador) This is seen as a negative fact by the older, rural population, but not necessarily negative by younger, urban interviewees.

Television is seen as a major contributor to the breakdown in social values, but perhaps the most pessimistic opinions were expressed by university students. When asked to describe national traits of Salvadorans, their responses were:

- Violent
- Child-abusers
- Lacking in respect for women
- Failure to use family planning.

When asked, "What are the obstacles to developing a national sense of pride and identity?" the response was, "We've nothing to be proud of."

While this pessimism is a somewhat normal attitude of youth everywhere as they face the challenges of joining the adult society, it is clear that there is a crisis in identity and values, and that this negatively affects reform efforts in El Salvador. The MINED plans to make development of positive values one of their main priorities, through improvements in curriculum, and through sensitization of the public, of members of the mass media, and of MINED personnel.

Part One: Continuing Policy Issues

- Increased funding and resources for education
- Continued priority for basic education. to include infants and preschool children.
- Decentralization of school management, more local control
- Annual achievement assessment and effective use of results
- Improved salary system for teachers (i.e., not based on level taught, but on preparation, experience, time spent on task, incentives for performance and for teaching in rural schools)
- Teacher assignment to subject areas for which they are trained
- Assigning best and most experienced teachers to first, second, and third grade, where basic skills and learner attitudes are developed
- Child labor laws
- Domestic violence laws
- Increased funding for youth activities and opportunities
- Improved teacher salaries and benefits
- Attention to early childhood education (ages 0 - 6)
- Scholarship and assistance to poor, rural, high achiever students
- Support for school feeding programs

Part Two: Institutional and Technical Constraints

- Highly centralized MINED
- Weak school supervisory system
- Teacher preparation by institutions/professors that need upgrading to new methodologies
- Cascade system of in-service training, which is an ineffective model (The third iteration bears little resemblance to the original, unless strongly supported by media package.) What is needed is a cadre of professional trainers.
- Complex management task of EDIFAM exacerbated by weakness of ISPM and low priority given by SETEFE, resulting in project implementation delays
- Weak testing and assessment capability by MINED

Part Three: Threats to Improvement in Basic Education

- Extreme poverty in rural areas, which keeps children out of school.
- Possible diversion of resources to deal with youth problems, higher education, and vocational-technical education, etc.

- MINED giving high priority to quality, possibly at cost of access.
- National Assembly delaying approval of BID loans, which are designed to assist MINED with access through investment in infrastructure and with quality by assisting with Radio Interactiva and Teleaprendizaje.
- Failure of USAID to continue support through EDIFAM and other projects.
- Rural/urban dichotomy (Biggest threat to equity).
- Backlash resistance to overt campaigns to better the lot of females. Just as there were possibly political reasons for failure to administer the achievement tests in 1999, there may be political repercussions from policies that would guarantee more equitable treatment of females.

Appendix E. Final Report of Strategic Development Exercise

December 17, 2000

Overview

Goal

The goal of SO1 is to expand equitable access to quality education for rural children, so that they can take advantage of economic opportunities, thereby contributing to economic development of rural areas and of the nation.

Translating that goal into more specific objectives, our intention is to see that more children enter school at an appropriate age and progress through the system learning skills, attitudes, and knowledge that they need to improve their quality of life.

- increased enrollment
- increased numbers completing basic education program
- reduced dropouts and repeaters
- higher achievement of relevant skills and knowledge
- development of positive attitudes and values

Dimensions of the Problem

About 85% of rural children are enrolled in basic education at some time. However, the rate of achievement of basic literacy and numeracy skills is very low.

School attendance in rural areas is characterized by the following:

- late enrollment: failure to enroll children at age 6 or 7
- high rates of absenteeism
- high drop-out rates after two or three years of schooling
- low achievement

Causes

- Many children live great distances from the nearest school.
- Many schools do not offer a full program.
- Many schools have no latrines nor potable water.
- The quality of education is so low that parents do not think it is worth the sacrifice to send their children to school.
- Poor parents cannot afford the costs associated with school attendance.

The factors that contribute to poor quality of education are as follows:

- High rates of teacher and student absenteeism
- Children who are malnourished and in ill health

- Overcrowded, poorly equipped classrooms
- Not enough time-on-task, i.e. short school days, many days when school is not in session, intervention of non-academic activities.
- Classrooms lack learning materials and children lack basic paper and pencil.
- Teachers lack necessary teaching skills:
 - a) rely on rote-memorization techniques rather than on more effective child-centered learning activities.
 - b) are unaware of special needs and how to meet them, e.g., for girls and learning disabled.
 - c) cannot manage overcrowded, overaged, and multi-aged rural classrooms.
 - d) cannot use diagnostic testing or achievement testing as instructional tools.
 - e) do not know how to teach new subject matter: values development, vocational/rural income skills.

Constraints

Over half of the rural families live in poverty and approximately 22% live in extreme poverty. There is evidence that most rural parents would send their children to school if they could because they want their children to be able to read, write, and do simple arithmetic. However, some rural parents do not relate more education with higher income, and do not understand the importance of development during the early childhood years. Further, many parents do not feel that it is worth the sacrifices involved in sending their children to school, given the poor performance of the school system.

The constraints to increasing rural enrollment in an effective basic education program are:

- school location and lack of adequate facilities (i.e. infrastructure: latrines, water, classrooms)
- costs to parents associated with school attendance
- teacher performance
- lack of relevant curriculum objectives and supporting materials
- lack of parental attention to infants' and young children's development needs
- parental attitudes and lack of knowledge about education's role in the lives of their children

The constraints to changing the situation are:

- poverty of parents and community
- teachers who do not live in the school community
- lack of local leadership skills
- lack of resources allocated to rural schools
- MINED policies involving supervision, teacher placement and salary
- lack of a sustainable in-service teacher training system
- lack of a cadre of trained supervisors and administrators

- lack of public awareness and support for education

Approaches to the Solution

The overall strategy is to use USAID funds to develop tested prototype materials and training models for dissemination through the regular MINED budget, with assistance from WB and IDB funds; to provide community facilitators to organize school/community partnerships and mobilize community resources to support the school and to use distance learning as a cost-effective way to improve classroom instruction and teacher in-service training. USAID will seek for ways to leverage resources by matching grants or loans.

1) Social Marketing: SO1 will collaborate with World Bank and the IDB who have allocated funds for use of mass media in social marketing and for distance learning. TA will be provided to develop and test a strong media package relying heavily on radio, but also utilizing posters and newspaper support. Messages will carry information about education issues, gender equity, parenting skills, youth activities, and positive values development as well as messages about health and the environment. A cross-sectoral committee will be formed to propose topics, and the TA will train a team of script writers and materials developers to design and test the components.

2) Early Childhood Education: SO1/USAID intends to continue strong support in the area of early childhood education through EDIFAM. Working with NGOs, local universities, and existing programs such as Escuela Para Padres and childhood feeding programs EDIFAM will strengthen and expand non-formal child care programs.

3) Improved Classroom Quality: The factors that affect classroom learning are facilities, curriculum, materials, teaching methods, and skills of the teacher in classroom management.

Curriculum: provide assistance to the MINED to develop curriculum objectives reflecting the new emphasis on gender equity, values development, and vocational training/rural income generation activities.

Learning materials: develop tested prototype learning materials and teacher guides to teach the new curriculum objectives. One of the pilot programs will be a distance learning package, using Radio Activa methodology to address values development. Materials will be distributed through MINED channels, possibly using WB and IDB funds.

Teacher training: develop and test a model training program that will develop teacher skills in managing rural classrooms (multi-grade, overcrowded, accelerated for overage students), dealing with gender issues, teaching children with disabilities, inculcating positive values, and developing vocational skills.

Policy and supervision: work with the Ministry to implement teacher salary and placement policies to correct the inequities that now exist for rural teachers and to

provide incentives for teaching in difficult areas and for excellence in performance. SO1 will assist the ministry to train a cadre of Ministry supervisors and administrators.

Facilities: School/community partnerships will be the vehicle for improving school facilities, assisted by TA and materials provided by USAID and other donors.

4) Develop School/Community Partnerships: Community involvement is essential for improving local schools. SO1 intends to develop teams of facilitators who will mobilize communities and organize partnerships among school, parents, local businesses, alcaidia and municipalities, churches and other groups. The purpose for the organization will be to provide support to the schools in any manner possible. Fund-raising, volunteer workers, and grants from local businesses would be used in some of the following ways:

- improve school infrastructure (latrines, water, maintenance)
- provide assistance to neediest families so children can attend school (shoes, uniforms, fees, feeding program)
- monitor teacher attendance and school sessions
- form and support youth clubs
- serve as teacher aids, especially in vocational activities

A request will be made to the Peace Corps to provide volunteers who could assist with formation of partnerships, management of youth clubs, fund-raising activities and teaching vocational skills such as carpentry and sewing.

SO1 will explore support mechanisms such as providing raw materials for work on classrooms, latrines and water systems; providing matching funds for scholarships so that the most needy/most capable children can go on to the next level of education, and providing sewing machines and materials for uniform-making as part of the vocational training program.

5) Distance Learning: The MINED is already involved in use of radio for direct classroom teaching of math and language in the primary grades. SO1 would support development of programs to teach the values curriculum, and to teach math in the Cycle II.

SO1 would support development of a model teacher training program that makes use of distance learning technology. In March of 2001 UCA is starting the development of a distance learning program for training teachers in rural areas, but has said that there is no one in country who is experienced in distance learning technology, especially in the area of teacher training. This provides an opportunity for effective collaboration.

6) Testing: A system for achievement testing at the end of each primary cycle was developed and administered for three years. However, the Ministry did not administer the tests in 1999. "Political reasons" were cited as the reason for not continuing with the tests. Since a functioning achievement testing system is vital for improving the system, SO1 will

work with the Ministry, using FEPADE as a resource, to ascertain reasons for the negative reactions and to find ways to improve the tests and overcome educator and public resistance.

7) Professional Capacity Development: SO1 will continue to support Mission-wide training programs and provide advisory services where needed. In particular, training opportunities will be provided to strengthen the Ministry cadre of supervisors who impact directly on teacher performance, to train community leaders and to train providers of vocational and rural-income generating skills in the after-school programs.

CROSS-CUTTING STRATEGIES:

- Distance Learning
- Community/School Partnerships
- Development of tested models and prototype materials

CROSS-CUTTING AREAS OF CONCERN:

- Gender equity
- Equity for children with disabilities
- Development of positive values
- At-risk youth
- Parental attitude and knowledge
- Income opportunities in rural areas
- Teacher performance
- School facilities and infrastructure (latrines, water)
- Capable managers and administrators

Appendix F. Draft Strategy to So1 Development Team

AGENCY GOAL NO.1: Broad-based Economic Growth Achieved

Mission Strategic Objective No.1: *Expanded Access and Economic Opportunity for El Salvador's Rural Poor*

Result #1: BETTER EDUCATED/TRAINED RURAL RESIDENTS

A summary of the Draft Education and Training Results Framework for achieving this result is provided in Figure 1. Details about the components of that framework are provided below.

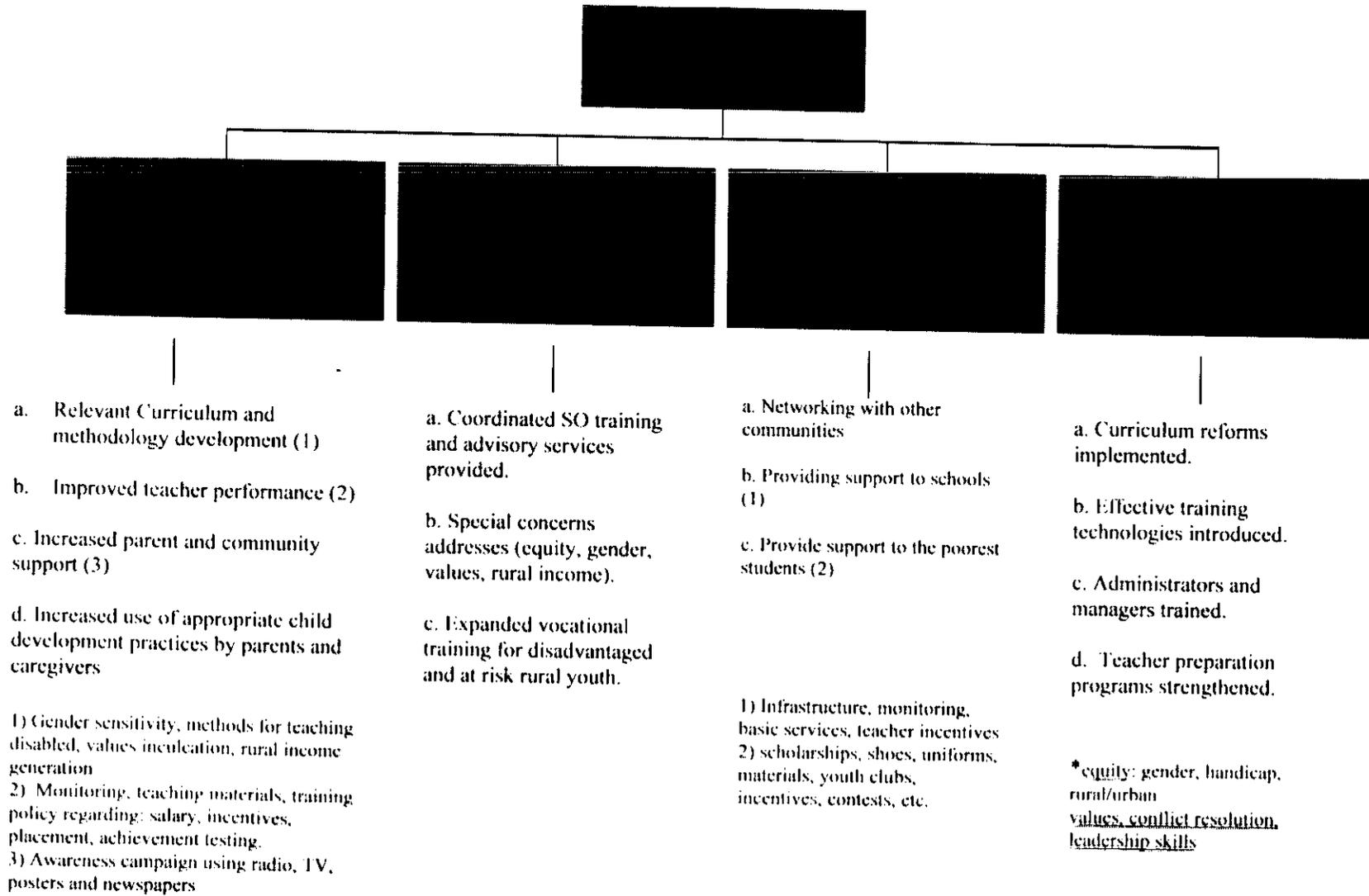
1.OUR RESULT WILL BE: *Equitable Access to Quality Basic Education Increased.*

Background

The reasons for non-enrollment or non-attendance in rural schools go beyond the lack of school buildings, classrooms, and teachers, although those are certainly factors in many rural communities. Rural, poor parents cannot afford the costs associated with sending their children to school: school fees, shoes, uniforms, and materials. Also, the loss of labor provided by children is critical for poor families. Boys work in the fields and girls care for younger siblings, carry lunches to the field workers, and do household tasks that free the mothers for work outside the home. Schools are often so far from the home that parents are reluctant to have young children walk the long distances required. Most children (85%) are enrolled in school at some time. Rural parents tend to want their children to learn to read, write, and do simple arithmetic, but do not see the connection between more education and more income. The tendency is to send older children for as long as it takes to acquire those basic skills and then to have them drop out so that other children in the family will have their turn. Boys are given preference over girls, since parents believe they will have more need of education to earn income. Parents do not understand the value of preschool, since they believe that it is just a place for children to play, or be cared for while the mother does something else. They do not understand the needs of young children for cognitive, social, and to some extent physical development.

There is evidence that the attitudes and behaviors of school directors and teachers contribute to non-enrollment among the rural poor: i.e. failure to make home visits and to encourage parents to enroll their children, as well as school or teacher policies against attendance without shoes or uniforms. Teachers often fail to maintain discipline at school. Parents report that their children are afraid because they are often hit by other children, or teased because of their bare feet. These are situations that could be corrected without an expenditure of money.

**FIGURE 1. DRAFT EDUCATION AND TRAINING RESULTS
FRAMEWORK**



Many schools have no potable water supply, nor latrines. Teachers are not equipped to diagnose even mild learning disabilities, or to provide appropriate learning activities. There are few provisions for children with disabilities of any kind.

Teacher absenteeism is high. Since most teachers live far from the school community, Mondays and Fridays are often spent in commuting between home and school. The school day is short, usually no more than three hours per day and many non-academic activities compete with actual time spent on learning tasks.

Given the poor learning results in many classrooms and the hardships associated with school attendance, poor parents cannot be blamed for reluctance to make the financial sacrifices associated with sending their children to school for extended periods of time. Improving the quality and effectiveness of the basic education program, and providing compensatory programs for the neediest families will increase attendance, i.e., expand access.

The *MINED*, through loans from IDB and the World Bank, will expand coverage through school construction and the creation of posts for teachers. The specific objective of component I of the World Bank Project for Education Reform Phase I is to enroll 90% of children between the ages of seven and twelve by the year 2003. To that end, \$35.1 million has been budgeted for teacher salaries, promotion of early childhood education (ages 0 to 3 yrs), and development of multi-grade and accelerated classroom models. An additional \$19.4 million is to build new classrooms and to rehabilitate others.

The International Development Bank will continue infrastructure support and expansion of coverage in rural areas, but this does not include teacher salaries. IDB is not contemplating assistance in early childhood education (ECE).

Models for Quality Basic Education That Are Child-Centered and Gender Inclusive Expanded

1. Improved efficiency

SO1 will focus on improving the efficiency of rural schools so that more children can be educated cost-effectively. (The high repetition rate results in an education investment of an estimated 10 years in order to produce one sixth grade graduate.)

The factors that contribute to quality and efficiency are relevant curriculum and effective teaching practices. To improve quality in classrooms USAID will assist in curriculum revision, supporting materials, teacher orientation, and teacher monitoring through community cooperation.

- A relevant curriculum and effective methodology

The curriculum plan must contain learning objectives that are important for individual and societal welfare and that are appropriate for the age of the learner. USAID will assist in revising the curriculum to address issues of gender sensitivity, development of positive

values, non-violent resolution of conflict, and vocational skills as related to rural income generation.

- **Appropriate classroom teaching practices and methodology**

To facilitate implementation of the revised curriculum, teaching guides and learning materials will be developed to support the new topics in the curriculum, including use of Radio Interactiva strategies for direct classroom instruction and for teacher training.

Other factors in the support system that impact on teacher performance are supervision and monitoring, salary incentives, appropriate placement according to academic preparation, and achievement testing to provide information on student learning. Community and parent groups will be supporting the school in non-technical supervisory tasks. The EDUCO model has shown that parent and community monitoring of such things as teacher attendance, and length of day that school is in session has produced positive changes in teacher behavior.

USAID will continue to work with the MINED to accomplish policy changes that will enhance teacher effectiveness; i.e. salaries based on hours/days worked, and on experience and preparation rather than on level taught, and incentives for working in difficult, rural areas; decentralization of financial control so that communities can hire and fire teachers based on their performance.

The curriculum will be revised to include values education (a MINED priority), gender sensitivity, and income generation. Curriculum for training teachers in methods with disabilities will be developed. Teachers and parents will be trained through distance education techniques, relying heavily on radio, because it is less expensive and more ubiquitous than other forms of media.

- **Increased parent and community support**

An intensive and comprehensive awareness and parent education campaign will be launched, in collaboration with other donors. IDB, in particular, is supporting both radio and television use for education. Posters and newspapers will also be used and sponsors will be sought among the business community. The EDIFAM Project will continue to support the training of caregivers and parents in early childhood needs and nurturing practices. USAID will assist in software development that contains a variety of messages addressing cross-cutting issues such as importance of early childhood education, nutrition and health issues, methods for nurturing young children, parenting skills including non-violent discipline techniques, gender awareness, non-violent conflict resolution, values development, and rural income opportunities.

Professional Capacity Enhanced Meeting Rural Needs

a) Coordinated SO training and Advisory services provided

Participant training to enhance rural development involves training of professionals across the spectrum of activities: economic opportunity, democracy, health, and environment. SO1 will continue to coordinate and advise on training activities inside El Salvador as well as outside.

b) Special concerns addressed

Training programs will address the gender equity issue by establishing policies related to selection and support of female participants, as well as by attention to content of programs. Priority will be given to training designed to enhance the development of positive values and to promote rural income opportunities.

The MINED is piloting vocational training programs for Cycle II and Cycle III level students. These training sessions will be held after school and on Saturdays and will include training in how to make hammocks, pinatas, rattan baskets and furniture, wood-working and other crafts. The training will also include figuring costs, pricing and marketing skills. USAID/El Salvador will collaborate with the MINED to achieve the inclusion of girls, children and youth with disabilities, and drop-outs in the training programs.

Rural community volunteers who are caregivers for babies from birth to age three, and teachers and volunteers who work in preschools and kindergartens need training. Many teachers have been trained in other areas, but are not trained in early childhood education. There is great reliance on madres cuidadores (mother caregivers) who have minimal education to manage the child care centers. Parents do not understand the importance of the early childhood years for laying the foundation for academic learning, nor do they know how to develop their children's cognitive, language and motor skills.

One of the major problems in rural areas is that parents do not enroll their children in first grade at age seven. The reasons for this are complex and are dealt with elsewhere in this report. However, we are operating on the premise that if children attend preschool and kindergarten, it is more likely that parents will have them proceed to first grade at the appropriate time. Further, the children will be better prepared to benefit by formal first grade.

The EDIFAM project collaborates with NGOs and other donors to meet the needs of early childhood in rural areas.

There is a special need to develop more competence in the area of school supervision and management. Training programs will be developed to meet this need.

c) Expanded vocational training for disadvantaged and at-risk youth.

In addition to adding appropriate income generating activities to the Cycle II and Cycle III Basic Education curriculum, there is the need for programs to help the disadvantaged (i.e. disabled children and girls) who have been largely excluded from traditional vocational education programs. Girls have also been excluded from income generating activities that have been traditionally the province of males. The training programs will deal with attitude change, as well as the development of technical skills.

The other groups to be served are the overage students and dropouts, who are at risk because they have not developed any income-generating skills. The training programs would include basic academic skills instruction (reading, writing and applied mathematics), as well as technical skills appropriate to the local community. It is assumed that communities will differ in the specific kind of training needed. Some, for example, would focus on tool and machinery repair, or production of school uniforms, while others might stress ceramics or rattan basket and furniture making. USAID will request Peace Corps assistance in mounting the training programs.

Local Business/Communities and Educational Partnerships Developed

The most successful school improvement models are those involving the broader community, as well as parents in the management and support of school activities. USAID will promote the formation and functioning of partnerships between schools and other entities in the community: businesses, churches, clubs, mayors and municipalities. Facilitators will be contracted and SO1 will request assignment of Peace Corps volunteers to assist at specific community sites.

USAID/El Salvador intends to provide facilitators who will work with communities to form partnerships and to guide them in fund-raising and management. For example, the community group could conduct fund raising campaigns and establish a school assistance fund. Money raised could be invested in a trust and the annual income used to assist the school. USAID/El Salvador might leverage its resources through a matching funds scheme or through loan guaranties for community organizations.

a) Networking established among community/education partnerships.

Through conferences, provision of electronic communication capability (e.g., computers and email hook-up) and training in networking techniques, closer coordination and information sharing will be instituted among municipalities and community partnerships. This will strengthen their abilities to assist in the management and improvement of their local schools.

b) Support provided to schools

The needs of rural schools are so great and the resources of the MINED so scarce that without community support it will be impossible to achieve quality education. Bearing in mind the problems mentioned above, some of the ways in which the school/community partnerships may be of assistance are as follows: - -

- Monitoring teacher attendance
- Improving infrastructure by providing potable water, latrines, electricity, and maintenance.
- Enhancing school security by exerting peer pressure, conducting campaigns, establishing a volunteer guard system, or providing fences, window bars, locks, secure cabinets for supplies and equipment.
- Helping to support the school feeding program.
- Providing incentives to teachers, such as bonuses or prizes for perfect attendance, or teacher housing.
- Organizing and sponsoring youth clubs.
- Sponsoring contests and recreational activities.
- Volunteering as teacher aids in over-crowded and multi-grade classes.
- Helping with the teaching of vocational skills.

USAID/El Salvador will request experienced Peace Corps Volunteers to work with community groups in organizing and managing youth clubs (perhaps following the 4-H club model for rural youth) and for organizing contests and recreational activities.

c) Support will be provided to the most needy students

To increase equitable access financial assistance must be provided to the poorest families to enable them to send their children to school. Poor families often cannot afford the extra costs associated with school attendance: fees, shoes, uniforms and materials. They are sacrificing not only money, but the opportunity costs from their children's labor. Research has shown that the feeding programs and the provision of shoes and uniforms are incentives that can tip the balance and result in higher school attendance. Many highly capable and dedicated students cannot proceed to the next highest level of education, for lack of money. In addition to providing volunteer services to the school, the community/school partnership can assist in substantive ways as follows:

- Establishing a scholarship system to enable the most capable, but needy students to continue their education. It will be important to set clear criteria to insure that the most needy children with the highest academic achievement are assisted. These scholarships would serve as an incentive, as well as provide more equitable access to education. The scholarship might pay fees, or provide other needed assistance so that students can go on to the next level of education.
- Establishing an assistance fund to provide shoes, uniforms, or basic materials (cuadernos and pencils) to the most needy children.

Self-sustaining Systems to Provide Quality Training, Gender Instruction, and Values Clarification Developed

a) Curriculum reforms implemented

New curriculum content will emphasize equity: the provision of equal educational and social opportunities for girls and women, for rural people, and for the disabled. There are also skills to be taught. Children must be prepared to participate actively in a democratic society by expressing themselves and by learning leadership skills. In rural areas vocational income-generating skills must be developed in the basic education Cycles I and II, in order to reach most of the children. The GOES believes that there is a values crisis in El Salvador, and that it is imperative that more positive values be developed. To that end, the MINED has made values development one of its four highest priorities.

Changing attitudes on the role of girls and women will not take place as a result of traditional teaching methods. Teachers must change the ways in which they interact with children in the classroom. They must become more aware of their own biases and habits and be taught to use inclusive, confidence-building techniques with girls. This cannot be accomplished with a few hours of instruction and exhortation.

Similarly, values are not changed by lectures. Teachers need to be trained in techniques and activities for changing values in a positive direction. For example, the verbal abuse that was reported by parents, e.g., teasing children who do not have shoes to wear to school and the physical abuse that kept parents from sending small children to school are indications that teachers' and school directors' need awareness and training in how to deal more effectively with children. Classroom management and discipline are essential skills for the teacher who can change children's attitudes toward girls, and toward the less fortunate. Teachers, supervisors and parents must be trained in new teaching techniques.

Self-sustaining systems must be developed and implemented to provide effective training in dealing with gender issues and values clarification.

b) Effective training technologies introduced

Teacher training models that have proven to be effective in changing attitudes and behavior have the following characteristics:

- 1) the content is based on needs analyses (pre-tests and surveys);
- 2) objectives for each session are clearly stated,
- 3) methodology is activity rather than lecture-based;
- 4) trainers and teachers give feedback to each other,
- 5) teachers interact with peers in the form of debates, discussions and shared tasks,
- 6) one-day training sessions are scheduled over a long period of time, rather than having one long multi-day workshop,

- 7) teachers are instructed to apply what they have learned and to practice new techniques between training sessions,
- 8) teachers share experiences with peers, and
- 9) there is planned follow-up and observation of teacher trainees.

The cascade system of training is a relatively ineffective model, although it is one that has been relied on heavily. In the cascade model, professional trainers train a group, who then go out and train other groups, who then go out and train other groups and so on. The reason this system is used so frequently is that it is less costly, and does not require that professional trainers travel extensively to reach rural areas. However, the weakness in the cascade model is that with each iteration the training is changed and becomes less effective. However, if the training is supported by a strong media support package, e.g., audio and video cassettes and detailed written training plans for each session, subsequent training sessions more nearly achieve the objectives of the original training program. USAID will work with a cadre of teacher trainers to develop an effective training program and then assist them to draft, pilot-test and produce a teacher training package dealing with gender, values, and leadership skills. This package would be suitable for inservice as well as for teacher preparation programs at the university level.

c) Administrators and Managers trained

While teachers are the essential heart of any improvement in the school system, they cannot function effectively without the support of capable managers and administrators. Secondly, the decentralization effort cannot succeed unless each Department and each school has a cadre of trained administrators. USAID/El Salvador will support MINED training in this area.

d) University teacher preparation programs strengthened

The MINED has prescribed the standards and curriculum which universities must follow in teacher preparation programs and has developed a teacher exam which will be part of the teacher qualification process. However, it is unlikely that all of the university professors charged with teaching future teachers are experienced in techniques for dealing with new emphases on gender, conflict-resolution, values development, and development of leadership skills. To assist in upgrading university capability in those areas USAID will provide assistance in the form of workshops and seminars on gender, nonviolent conflict resolution and values development for professors involved in teacher preparation.