Strengthening Basic Education
EQUIP2, El Salvador
Performance Monitoring Plan
Year 2 (2007)

1- Performance Monitoring Plan

Prepared By:

Academy for Educational Development

With:

Mariposa Consulting LLC

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List of Acronyms

AED	Academy for Educational Development
COP	Chief of Party (Directora del Proyecto)
CTO	Cognizant Technical Officer
EQUIP2	Education Quality Improvement Program 2
FEPADE	Private Sector Foundation for Educational Development
M & E	Monitoring and Evaluation (Monitoreo y Evaluación)
MINED	Ministry of Education (Ministerio de Educación)
NEA	National Education Account (Cuenta Nacional de Educación)
NGO	Nongovernmental Organization (Organización no gubernamental)
PEA	Annual Education Project (Proyecto Educativo Anual)
PEI	Institutional Education Project (Proyecto Educativo Instituciona
PMC	Presidential Monitoring Committee (Comisión Presidencial de Monitoreo)
PMP	Performance Monitoring Plan (Plan de Monitoreo)
RTI	Research Triangle Institute
TBN	To Be Nominated
USAID	United States Agency for International Development El Salvador
UCA	University of Central America (Universidad Centroamericana)
UTEC	University of Technology (Universidad Tecnológica)
FLACSO	Latin American Department of Social Sciences (Facultad Latinoamericana de Ciencias Sociales)
DIGESTYC	Census and Statistics Department (Dirección General de Estadística y Censos)
INSAFORP	Professional Development Institution of El Salvador (Instituto Salvadoreño de Formación Profesional)
COMURES	El Salvador Municipal Organization

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EXECUTIVE SUMMARY

Report on EQUIP2 Performance Monitoring Results – Year 2 (2007)

Introduction

This document summarizes the results obtained by the EQUIP2 project in 2007, the project's second year of implementation. Progress on a number of project objectives related to improving information on national investment in education, development of professional development modules on language competencies and continuous assessment and texts for competency-based teaching and learning, and participatory development of school institutional plans focused on improving educational quality is examined. The findings in the document are based on the work of EQUIP2 evaluation personnel in reanalyzing Ministry of Education (MINED) data and collecting base line information from project beneficiaries.

Major Findings

The 2007 implementation year focused on implementation of the majority of activities in the EQUIP2 work plan. On all activities that were fully implemented, EQUIP2 met or surpassed its projections of results for 2007.

The exceptions were the activity of building capacity in the Ministry to carry out cost - effectiveness analyses and awareness building with parents on student competencies. The cost-effectiveness activity was abandoned when Ministry officials decided that no national education innovations met the appropriate criteria for such analyses. Other types of research studies have been substituted for this activity. Parent awareness building activities will be based on the materials being developed. These materials are not yet in published format.

A. **IR 1 Increased and Improved Social Sector Investments and Transparency**

- Committee presented a joint MINED/EQUIP2 study on public sector investment in education as a second component of the National Education Accounts. This study complements the study of household invest in education completed in 2006.
- Three additional major recommendations from EQUIP2 reports to rationalize the MINED Management Information System accepted and incorporated in MINED work plans. This makes a total of five policy changes that have resulted from analytic reports.

B. **Intermediate Result 1.1: Increased and more efficient expenditures by the Ministries of Health and Education**

- Procedures developed with MINED for a st udy of successful schools based on the 2005 national achievement testing.

C. **IR 2 Increased and Improved Basic Education Opportunities**

- Data collected showing teacher knowledge of student language competencies had improved significantly. A total of 31% of sample teachers could identify appropriate competencies compared with 4% prior to the implementation of the project..
- Twelve additional materials of the projected 32 materials to be produced over the life of the project were completed in camera -ready format.
-71% of schools had used their PEI to develop actions to improve educational quality as compared to 14% prior to the implementation of the project.

D. **Improved access, quality and efficiency of basic education**

- Sixth grade completion rates in EQUIP2 target schools improved by 4% compared to the baseline in 2005 and 1.2% compared to all schools.

E. **Information created to inform civil society about teaching and learning competencies and public investment in education.**

- The EQUIP2 evaluation team analy zed national and program specific data and compared results on USAID performance indicators to the 2005 baseline. Where appropriate, recommendations were made for adjusting projections.

- Parent knowledge of student language competencies improved by 7%. T his is largely a result of parental participation in school management groups, as specific awareness activities for parents have not yet been launched.

REPORT ON EQUIP2 PERFORMANCE MONITORING RESULTS
Year 1 (2006)

I. Introduction

This document describes the progress made on the performance indicators for the EQUIP2 work under the **Program to Strengthen Basic Education with Emphasis in Reading and Writing** program during 2007, the second year of project implementation. The information comes from a number of sources including Ministry of Education databases and documents, as well as field data collected at the end of the fiscal year. As it is envisioned that such monitoring of results will take place on a yearly basis, the 2005 data provides a baseline for systematic monitoring of performance over time. Thus, this work contributes to the measurement of final project results. As much of the 2006 implementation year consisted of fine-tuning the activities to meet Ministry needs prior t o implementation, 2006 served as the baseline in some cases. Adjustments made in activities and resulting projections of performance are discussed with each indicator. This document was produced by the EQUIP2 evaluation team.

II. Background

The Education Quality Improvement Program 2 (EQUIP2) is working with USAID, the El Salvador Ministry of Education (MINED) and institutional partners FEPADE and Save the Children, through the Program to Strengthen Basic Education with Emphasis in Reading and Writing. This program supports increased and improved social sector investments and transparency in education, as well as increased and improved basic education opportunities. The project, which began in December 2005, operates within the aspirations, goals and context of the National Plan of Education 2021.

Experience has shown that, in achieving success, the process of carrying out development initiatives is as important as the products. This is particularly important for activities focused on supporting national government efforts toward substantive reform and the building of sustainable capacity. In developing sustainable processes, the EQUIP2 team and partners are applying a set of core principles and strategies to maximize the initiative's impact and sustaina bility: **Partnerships:** The foundation of effective development is a strong partnership with national stakeholders complimented by effective coordination with other donor partners; **Integrated Systems Approach:** Project activities are being implemented from a n integrated systems perspective of policies, quality and performance standards, training, and broad capacity development, rather than a narrow focus on activities and tasks; **Sustainability:** The project works with key Ministry officials and local systems, procedures, and structures to avoid duplication and to establish sustainable capacity; and **Focus on Results and Performance:** The project prioritizes achievement of defined, sustainable results through improved institutional capacity.

The program was initiated at an important juncture in El Salvador's efforts to promote significant education reform. Over the past years, the leadership of El Salvador and MINED have initiated a "National Plan of Education 2021" that has emerged from a widespread process of consultation with more than 8000 people. The plan incorporates an extensive diagnosis of the achievements and challenges of education in the country, the Millennium Development Goals, EFA goals from Dakar, the America Summit Goals from Santiago in 1998, studies on the advances of the 10 year Plan of Education Reform (1995-2005), and perspectives from different sectors of society. In the National Plan, education is seen as a key to addressing poverty, increasing productivity and competitiveness, and laying the basis for sustainable development, democracy and social peace.

As part of the plan, the MINED has made a commitment to the establishment of accountability measures based on National Education Accounts, and the introduction of competencies for teaching and learning outcomes for students. The program, of which EQUIP2 is a part, is an integrated set of policy, school level, and capacity building activities that addresses both the long term efforts and priorities of the country's and Ministry's 2021 strategic plan as well as the short term priority actions to reach those goals.

The program supports USAID/El Salvador in achieving the Central America and Mexico (CAM) Regional Strategy Strategic Objective (SO) 3: Investing in People: Healthier, Better Educated People. More specifically, it contributes to Intermediate Result 1: Increased and Improved Social Sector Investment and Transparency, by building capacity within the Ministry for conducting and analyzing National Education Accounts, carrying out cost-effectiveness studies and prioritizing information needs and the production of information for decision making, as well as promoting alliances with private sector organizations to contribute to investment in primary education. The project supports Intermediate Result 2: Increased and Improved Basic Education Opportunities by: creating national competencies in reading and writing for first through sixth grades and developing textbooks, teacher guides and student continuous assessment materials based on the competencies, as well as the development of school improvement planning through a participatory process with the local school/community. EQUIP2 will also assist USAID to process information, provided by the different project partners, on the progress of the integrated project elements for strategic analyses.

This document presents the results of the second year of monitoring of the EQUIP2 work. EQUIP2 monitoring forms one part of an integrated project monitoring plan of all project partners. Results are presented in terms of the specific indicators found in the EQUIP2Performance Monitoring Plan (Chesterfield & Rivas 2005).

III. Results

Strategic Objective 3: Investing in People: Healthier, Better Educated People

   A. IR 1 Increased and Improved Social Sector Investments and Transparency

Increased investment is generally related to transparent manipulation of information by the public sector that allows a wide dialogue with civil society about efficient use of educational resources. This section focuses on building public sector capacity to manage and publish information on its investments. A second aspect of improved investment in education is the degree to which the local school management efforts supported by the project contribute to greater internal efficiency. This aspect of improved investment in education is discussed in section B of this document.

> *EQUIP2 Performance Indicator #1:*
> $ Ministry of Education carries out/commissions studies of the national education account, as necessary

> *Indicator Definition/Measure:*
> $ Team (personnel and resources) assigned within the Ministry to oversee the production of the national education account studies

This indicator measures the ownership taken of National Accounts through the experience of utilizing the accounts during the implementation of technical assistance through EQUIP2. The purpose is the institutionalization of the capability within the Ministry to analyze information from National Accounts and to improve the decisions taken over the use of financial resources. As the National Accounts may be developed in conjunction with other institutions, there exists the possibility that the final implementing organization will be outside the Ministry. The Ministry will be responsible for commissioning studies as necessary.

Working with members of the EQUIP2 team, the Ministry established a permanent committee with two MINED professionals and several EQUIP2 specialists , in the Office of Analysis and Information to coordinate studies related to the National Education Accounts. In 2006, the Office coordinated a study of national household investment in education as a first step in producing a study of National Education A ccounts. The study was being carried out jointly by Ministry technicians and EQUIP2 personnel to help build Ministry capacity. The results of the study were submitted in December 2006.

In 2007, the team that is developing the National Education Accounts s tudy completed an 18 month plan for carrying out the work and completed two of the sub -studies that make up the work. These studies were: the final draft of the Household Education Investment study and Public Sector Education Investment. Over the period of work, additional studies School Level Investment, Municipal Investment, and Private Sector Investment in Education will be completed. The Ministry is also in the process of establishing financing two permanent positions on the National Accounts team in or der to ensure sustainability of the effort.

Exhibit 1: Performance Data Projections: Ministry Coordinated Studies of National Education Account

Year	Planned	Actual
2006	0	1
2007	1	1
2008		
2009	1 (LOP)	

Performance Indicator #2:
$ Rationalization of information on investments and outcomes in the Education Sector.

Indicator Definition/Measure:
$ Number of recommendations for improving investments and outcomes integrated in plans a/o policy documents of the MINED

The MINED has a number of information sources that are related to the implementation of individual interventions and projects that are not immediately available in a useful format to many decision makers. The purpose of this indicator is to measure the effectiveness of the joint study for rationalizing these sources of information to be made by the MINED/EQUIP2 analysis team. It is envisioned that a minimum of three recommendations of the team will be implemented over the life of the project. However, it cannot be predicted when recommendations will be integrated into Ministry work. Thus, the indicator will be monitored annually.

In 2006, the various databases and analysis systems used by the MINED were reviewed by an EQUIP2 Management Information Systems specialist during the year. This individual submitted a report on the information system and provided a scope of work for integrating the databases and for rationalizing those that were duplications. The report was submitted in September 2006. After review, the Ministry incorporated recommendations in two main areas: 1) integration, consistency and sharing of data and 2) reformulation of data collection instruments and procedures had been built into its work schedule for 2007.

In the second year of program implementation, the Ministry has developed three additional recommendations from the system report. These are: revision of the data collection instruments of the yearly school census to increase consistency; development of instruments to examine special education, and publication of results on the Ministries website. (The correspondence from the Ministry with the list of individual recommendations adopted related to these two types of recommendations is found in Attachment A).

Exhibit 2: Performance Data Projections: Recommendations fo r Rationalizing Databases Adopted by the MINED

Year	Planned	Actual
2006	1	2
2007	3	3
2008		
2009	4 (LOP)	

Intermediate Result 1.1: Increased and more efficient expenditures by the Ministries of Health and Education

Performance Indicator #1:
$ Analyses of cost-effectiveness carried out and co-authored by teams of Ministry and international specialists.

Indicator Definition/Measure:
$ Number of studies and documents presented and/or published nationally and internationally

This indicator is a direct measure of the capacity developed among MINED professionals to determine efficient investments in education, as recognition by their professional peers of their work is a strong indicator of quality.

During 2006, a series of discussions were held with M INED officials where it was agreed that there were not programs of educational interventions that met the criteria necessary to conduct a comparative cost-effectiveness study. Thus, it was decided to carry out the professional development of MINED staff th rough a study of the impact of the COMPRENDO, early literacy program. In 2007, this decision was changed owing to ongoing modifications in COMPRENDO, which made it a poor candidate for an impact study, as the program was not yet finalized.

EQUIP2is currently carrying out a study of successful schools based on test results from the national testing of 2005. Given that Ministry specialists do not feel that valid cost -effectiveness studies can be carried out on existing program, this indicator will be eliminated.

Intermediate Result 1.3: Private sector alliances established

Performance Indicator #1:
$ Counterpart funds obtained through alliances with the private sector resulting in donations that contribute to improving primary education

Indicator Definition/Measure:
$ Number of private sector donations obtained.

$ % of the total counterpart accounted for through private sector donations.

The EQUIP2 project is contractually obligated to obtain the equivalent of 25% of the total project funding through counterpart funds. This indicator measures the progress made in obtaining the counterpart funds through private sector alliances. As the Mission indicator is the number of alliances formed, both the number of alliances established and the amount of the counterpart contribution as well as type of contribution will be tracked. Data will be gathered yearly and aggregated over the life of the project.

As part of the program planning process, an understanding was reached with FUNDEMAS to invest in the development of approaches to build citizenship competency among the educational communities where the program would work. Through discussions with ministry officials, it was agreed that such competencies were not a MINED priority for the immediate future. Thus, a new counterpart participation plan was developed, which emphasized ministry priorities.

To date this plan has resulted in a donation of 59,000 books for students of the first and second cycle. The total amount of this donation is not yet public.

Exhibit 3: Performance Data Projections: Percent of the Total Counterpart Accounted for through Private Sector Donations.

Year	Planned	Actual
2006	5%	0
2007	5%	NA
2008	15%	
2009	5% 25% (LOP)	

B. **IR 2 Increased and Improved Basic Education Opportunities**

Improving educational opportunities is generally related to system support activities that provide teachers with the materials and techniques to improve student learning. The contexts and processes created by teachers through this support allow students a variety of ways to interact with appropriate grade-level subject matter. These aspects of educational quality are generally monitored through observation of classroom interactions.   The ultimate beneficiaries of such enhanced learning opportunities are students and the quality of their experience is measured through academic performance. Thus, indicators related to teachers and materials are discussed first in this section, followed by indicators of access, quality and efficiency.

Parents also should be an active part of improving educational opportunities. They stimulate the learning of their children. They assure that their students attend regularly and arrive on time and they assist in diagnosis of the needs of their schools and in the development of school improvement plans.

Performance Indicator #1:

$ Total number of teachers trained to improve student learning in USAID supported schools

EQUIP2 does not have an indicator for this activity, as the bulk of the training will be carried out under the coordination of FEPADE in conjunction with local universities that will provide accreditation for the courses completed by teachers. EQUIP2 has, however, created products that form part of the training package. These products are a module introducing competency-based teaching and learning and a module on carrying out continuous assessment to facilitate individualizing instruction. The modules were used in the initial training of teachers in November of 2006 and will be used in 2007 training.

Performance Indicator #2:
$ Teachers applying effective reading/writing instruction in USAID - supported schools

Indicator Definition/Measure:
Number of teachers in possession of EQUIP2 materials that understand the concept of competencies and are using the materials in their work, divided by all teachers in possession of EQUIP2 materials.

The EQUIP2 project is responsible for developing a national strategy for competency - based teaching of reading/writing together with support materials for teachers. The project does not have responsibility for the professional development of teachers in these areas or for distribution of materials. This indicator will determine the availability of EQUIP2 materials, as well as the understanding and use of the materials by teachers, where available.

The materials were developed during 2006 and 2007. They will only begin to be distributed to classrooms in 2008. Thus, the principal task for 2006 was to establish a baseline as to teachers' knowledge of appropriate competencies in reading and writing at different grade levels. A sample of 196 teachers representing the five departments of San Vicente, Cabañas, Sonsonate, Cuscatlán, and Morazán were surveyed as to the most important competencies in language that should be required by first and sixth graders, respectively. The responses were then compared with the six principal competency areas defined for the instruction materials at each grade level.

Although the instructional materials had not yet been distributed at the end of 2007, teachers had received in-service training from the program which included competencies. Thus, it was decided to monitor teachers' knowledge of competencies in 2006. A survey of 81 teachers in the same departments was carried out.
Given the low level of specification of grade-level competencies among teachers in 2006, the criterion of identification of 50% of the six principal competencies at a grade level was established as an acceptable level of understanding. A total of 8 individuals in the sample reached this level, providing a baseline of 4%. Given the emphasis on competency-based teaching in training and in the instructional materials, it was expected that at least a fivefold increase would take place in 2007. An additional 20% were

expected to be able to specify competencies by 2008, and a similar percentage of increase would be expected for 2009.

As can be seen in Exhibit 4, 31% of the teachers in the 2007 sample, identified three or more competencies correctly. As might be expected, given that training concent rated on teachers in the early grades, a higher percentage of the sample was able to identify first grade competencies. Fifty-six percent of the teachers identified three or more first grade competencies. This compared to seven percent of teachers who iden tified half or more of the sixth grade competencies.

Exhibit 4: Performance Data Projections: Percent of Teachers that Demonstrate and Understanding of Appropriate Grade -level Competencies.

Year	Planned	Actual
2006	NA	4%
2007	20%	31%
2008	40%	
2009	60% (LOP)	

Performance Indicator #3:

$ Textbooks and other learning materials designed and validated.

Indicator Definition/Measure:

$ Number of camera-ready prototype materials developed for teachers and students

The EQUIP2 project is developing camera-ready teacher guides, student texts and student workbooks for first through sixth grade. The production of these materials will be undertaken by other institutions. Thus, the indicator of performance for the project is that validated materials are submitte d in a production-ready form during the first two years of the project. Progress will be monitored until all materials have been submitted to the Ministry of Education.

Table x: Materials Developed by EQUIP2

Type	Grade	Number	Year of Completion		
			2006	2007	2008
Text, teacher guide, exercise book, study program	First	4			4
Text, teacher guide, exercise book, study program	Second	4		4	
Text, teacher guide, exercise book, study program	Third	4	4		
Text, teacher guide, exercise book, study program	Fourth	4		4	
Text, teacher guide, exercise book, study program	Fifth	4			4

Text, teacher guide, exercise book, study program	Sixth	4			4
Teacher Training Module	1st cycle	2	2		
Teacher Training Module	2nd cycle	2		2	
Curriculum Framework	1st cycle	1	1		
Curriculum Framework	2nd cycle	1		1	
PEI document		1		1	
Parent awareness materials		1			1
Total		32	7	12	13

It was originally envisioned that materials for the first three cycles would be submitted at the end of 2006 and the remaining materials at the end of 2007. This meant that 18 textbooks and other materials were projected to be in camera-ready format in 2006. However, as a result of a change in the methodology, the submission of some materials has been delayed. Through discussions with the Ministry, it was decided that teams of EQUIP2 specialists and ministry personnel would develop materials individually for each grade, rather than in combination for the first three grades. This decision has extended the process of validation of materials. As can be seen in Table 1, a result was that seven materials – the two training modules, mentioned previously, the validated teacher guide, student text and exercise book for third grade, learning units for the first cycle, and a curriculum framework for the first cycle – were submitted in camera-ready format in 2006. An additional twelve materials - – the validated teacher guides and grade level programs, as well as student texts and exercise books for second through fourth grade, were developed in 2007. The PEI document to guide the implementation of school management component of the project was also developed in 2007. All materials will be submitted in camera-ready format near the end of the 2007 fiscal year, September 30, 2007.

Exhibit 5: Performance Data Projections: Number of Materials for Teachers and Students Developed in Camera-ready Format.

Year	Planned	Actual
2006	NA	7
2007	18	12
2008	14	
2009	32 (LOP)	

Performance Indicator #4:
$ Schools develop institutional plans that include participatory strategies to improve educational quality.

Indicator Definition/Measure:
$ Number of schools implementing community actions (e.g. community commission visits parents to inform them of the importance of their children arriving at school on time, community campaign to build awareness of the importance of parents helping students with homework)

to improve educational quality divided by all schools participating with EQUIP2 in strengthening their institutional plans. Measured for participating schools in each year and the aggregate of all schools in the project over three years.

As mentioned previously, the participation of the community and, above all parents, in creating improved educational opportunities for children is vital to academic performance. This indicator measures the results of a participatory planning process within the community to implant actions that improve learning. As the EQUIP2 support will be phased in to 500 schools over three years, both the percentage of schools implementing actions in a given year and the percentage of all schools implementing actions of their plans over the life of the project will be measured.

It was originally envisioned that this component would have a phased implementation of approximately 150 schools per year. The initial phase would concentrate on 80 schools. However, through discussions with the Ministry, the implementation schedule was accelerated to 250 schools per year. This was to be accomplished through the participation of the Ministry Outreach Office (*Seguimiento*). This led to a redirection of the EQUIP2 technical team's efforts to develop tools and training materials for widespread implementation. Over the course of 2006, a facilitator guide was developed and two workshops were held in which approxima tely 50 members of the Outreach team in department offices were trained. These workshops dealt with the principals of school administration through the PEI and use of the guide for developing a data -based, participatory PEI, respectively.

Implementation was also begun in 125 schools. At years end 123 of the schools had completed the first stage of the participatory PEI development process and most were well along in the second of the four development phases. In 2007, the work with these schools was completed and facilitators were surveyed as to the results in this group of schools. Information was gathered on 116 of the 123 EQUIP2 schools. At baseline data were collected from 189 directors during initial orientation meetings. Directors were asked about the types of school improvement activities that they were carrying out. About half of the school directors mentioned that they were engaged in at least one activity to improve educational quality. However, of that percentage, only 14% used the PEI as the principal instrument for implementing actions. In 2007, 77% of the sample schools had developed a PEI and all but 6% of these schools were implementing actions to improve quality. Among the schools that had not yet completed the PEI development process, 10% were implementing actions to improve educational quality.

Exhibit 6: Performance Data Projections: Percent of Schools Implementing Community Actions to Improve Educational Quality.

Year	Planned	Actual
2006	20%	NA
2007	36%	71%
2008	51%	
2009	66% (LOP)	

Intermediate Result 2.1: Improved access, quality and efficiency of basic education

Performance Indicator #1
- Primary school completion rate in target schools

Indicator Definition/Measure
- Percentage of children who complete sixth grade in the normal p rimary cycle, e.g., grade 6 in six years, divided by all children beginning school in a given year (cohort), disaggregated by gender

This indicator measures the degree to which increased student learning and the local management efforts supported by the p roject contribute to greater internal efficiency. As the project is only three years in duration, it will be necessary to use a reconstructed cohort methodology that estimates efficiency with data on promotion, repetition, and dropout from two consecutive years. Thus, data for the 2004 and 2005 school years form the baseline.

Table 2 presents the data on fifth and sixth grade completion using the UNESCO reconstructed cohort method. This method estimates completion rates based on two consecutive years of data. The simplified reconstructed cohort method is used as recommended by UNESCO in countries such as El Salvador with automatic promotion. As complete data sets are required for a reliable estimate and comparison over time, the 316 schools that had sixth grade and provided data for each year of the historical series were used for the baseline. The completion rate in these schools was 52.7% in 2005.

The completion rates for the 125 schools that received regular program presence during 2006 through the AED school administrative improvement activity were calculated. Table 2 presents completion rates for 2005, as baseline, and 2006, the first year of project implementation in these schools. As can be seen, these schools were among the most inefficient in the population of program schools at the start of the program when compared to the overall baseline of 52.7% for sixth grade. However, they have had increases of 3.6% in fifth grade and 4% in sixth grade. The change has come among boys who historically have the worst completion rates.

Table 2: Estimated Fifth and Sixth Grade Completion Rates in 125 Intensive Target Schools – 2005 and 2006

Years/Indicator	2005	2006
Fifth Grade (%)		
Boys	51.8	58.1
Girls	65.2	61.8
Total	56.3	59.9
Sixth Grade (%)		
Boys	45.4	51.4
Girls	58.1	56.7
Total	49.7	54.0

Source: Gerencia de Análisis e Información, MINED - personnel communication October 2005

* Rates calculated using sixth-grade entry levels as recommended by UNESCO given internationally high six-grade completion

Exhibit 7: Performance Data Projections: Sixth Grade Completion Rates in Target Schools

Year	Planned	Actual
2005 (baseline)	NA	52.7%
2006	53.2%	54.0
2007	53.7%	
2008	55.7%	
2009	57.7% (+5% LOP)	

C. Intermediate Result 3: Information created to infor m civil society about teaching and learning competencies and public investment in education.

Performance Indicator #1:
- Information provided to assist USAID and MINED to carry out dialogues to improve access, quality, and efficiency.

The USAID indicators are key elements in dialogues about investments in education, access, quality and efficiency for all sectors of the civil society. They are as follows: 1) Percent of public sector budget devoted to education (total expenditures planned by government at all levels of education divided by GDP); 2) Private expenditures in public education as a result of USAID activities (total amount in dollars of private sector contribution generated through USAID activities) ; 3) Percent of primary education public sector budget spent on dropouts and repeaters (average cost per student multiplied by the number of dropouts and repeaters, divided by the total primary education budget); 4) Total number of alliances established in education as a result of USAID interventions (absolute frequency of alliances established – measured yearly and cumulatively) ; 5) Percent of 3rd grade children meeting minimum requirements in target schools (scores on national standardized tests – 0 to 44 = Below Minimum, 45 to 59 = Medium, 60 to 100 = High); 6) 5th grade completion rates in target schools (all of the students that complete fifth grade in a given year divided by the population of eligible fifth graders (11 years of age); 7) 6th grade completion rates in target schools (all of the stud ents that complete sixth grade in a given year divided by the population of eligible sixth graders (12 years of age); 8) Number of learners in the system affected by USAID -supported education policy reforms (all of the students in the education system); 9) Percent of student better readers (on achievement tests) as a result of USAID interventions (change in the number of students in a given grade obtaining minimum achievement requirements from one year to the next in CETT schools when compared to non -CETT schools); 10) Total number of teachers trained to improve student's learning in USAID supported schools (total number of teachers meeting acceptable standards of achievement in USAID -supported training activities; 11) Number of textbooks and other learning materials distributed (absolute frequency of texts and learning materials calculated by year and cumulatively); 12) Number of learners enrolled in USAID -supported primary schools or equivalent non -school based settings (all of the students in USAID -supported primary schools), 13) Percent of teachers applying effective reading/writing instruction in USAID -supported

schools (Number of teachers using strategies and materials developed through USAID interventions divided by all teachers trained in USAID -supported training).

In 2006, the EQUIP2 evaluation team collected data on all variables from MINED and prepared a report showing historical trends for the last five years. The trends were used to establish baselines and to make recommendations for projections o f change over the life of the program. In 2007, the team analyzed data on all variables and compared results to those of the baseline. (See Attachment 2 for draft USAID indicators report).

Intermediate Result 3.1: Civil society knowledge of teaching and learning competencies improved to support local dialogue on education quality

> *Performance Indicator:*
> $	Parents understand and support the teaching and learning competencies
>
> *Indicator Definition/Measure:*
> $	Percentage of parents demonstrating knowledge of com petencies that their children should acquire in first and sixth grade

The purpose of this indicator is to measure the utility of competencies in promoting dialogue on educational quality. Parents are a crucial element in improving educational quality at the local level through supporting their children's academic efforts and participating in school management. Knowledge of the reform in terms of identification of competencies is being monitored .

Baseline data were collected with 64 parents (25 men and 3 9 women) from schools in the six departments of San Vincente, La Unión, Cabañas, Sonsonate, Cuscatlán, and Morazán. Parents were surveyed as to the most important competencies in language that should be required by first and sixth graders, respectively. T he responses were then compared with the six principal competency areas defined for the instruction materials at each grade level.

The awareness building activities for parents that include student competencies have not yet begun. However, a number of pa rents are learning about educational quality from participation in the school management improvement activity. Thus, this indicator was monitored in 2007.

As shown in Table 3, no parents were able to identify 50% of the six key competencies used for first and second grade at the baseline in 2006. In 2007, a total of 5 parents (2 for first grade and 3 for sixth grade) met the criteria of identifying 50% of the competencies. This is a percentage for the sample of 7.3%.shows the results of this survey.

**Table 3: Parent Identification of Principal Grade -level Competencies in Language –
2006 and 2007**

Competencies/Grades	2006		2007	
	Number	Percent	Number	Percent
First	0	0	2	2.9%
Sixth	0	0	3	4.4%
Total	0	0	5	7.3%

Source: EQUIP2 evaluation team databases

**Exhibit 8: Performance Data Projections: Percent of Parents that Identify Grade -
level Competencies**

Year	Planned	Actual
2006 (baseline)	NA	0%
2007	3%	7.3%
2008	10%	
2009	20% (+20% LOP)	

IV. Discussion

The 2007 implementation year focused on implementation of the majority of activities in
the EQUIP2 work plan. The exceptions were the activity of building capacity in the
Ministry to carry out cost-effectiveness analyses and awareness building with parents on
student competencies. The cost-effectiveness activity was abandoned when Ministry
officials decided that no national education innovations met the appropriate criteria for
such analyses. Other types of research studies have been substituted for this activity.
Parent awareness building activities will be based on the materials being developed.
These materials are not yet in published format.

On all activities that were fully implemented, EQUIP2 met or surpassed its projections of
results for 2007. Principal results were:

F. IR 1 Increased and Improved Social Sector Investments and Transparency

- Committee presented a joint MINED/EQUIP2 study on public sector investment
in education as a second component of the National Education Accounts. This
study complements the study of household invest in educati on completed in 2006.
- Three additional major recommendations from EQUIP2 reports to rationalize the
MINED Management Information System accepted and incorporated in MINED
work plans. This makes a total of five policy changes that have resulted from
analytic reports.

G. Intermediate Result 1.1: Increased and more efficient expenditures by the
Ministries of Health and Education

- Procedures developed with MINED for a study of successful schools based on the 2005 national achievement testing.

H. **IR 2 Increased and Improved Basic Education Opportunities**

- Data collected showing teacher knowledge of student language competencies had improved significantly. A total of 31% of sample teachers could identify appropriate competencies compared with 4% prior to the im plementation of the project..
- Twelve additional materials of the projected 32 materials to be produced over the life of the project were completed in camera -ready format.
-71% of schools had used their PEI to develop actions to improve educational quality as compared to 14% prior to the implementation of the project.

I. **Improved access, quality and efficiency of basic education**

- Sixth grade completion rates in EQUIP2 target schools improved by 4% compared to the baseline in 2005 and 1.2% compared to all schools.

J. **Information created to inform civil society about teaching and learning competencies and public investment in education.**

- The EQUIP2 evaluation team analyzed national and program specific data and compared results on USAID performance indicato rs to the 2005 baseline. Where appropriate, recommendations were made for adjusting projections.

- Parent knowledge of student language competencies improved by 7%. This is largely a result of parental participation in school management groups, as specifi c awareness activities for parents have not yet been launched.

ATTACHMENT A: MINISTRY STATEMENT ON IMPLEMENTATION OF EQUIP2 RECOMMENDATIONS

De: Laura Isabel Salamanca D☐ [mailto:laura.salamanca@mined.gob.sv]
Enviado el: Viernes, 15 de Diciembre de 2006 02:52 p.m.
Para: mrivas@aed.org.sv
Asunto: Sobre el reporte de sistemas para el MINED

Estimado Mario,

Sobre lo solicitado del reporte analítico de EQUIP2, SOBRE Refuerzo de los sistemas de recolección uso de datos del Ministerio de Educación

TE envío un punteo sobre los aportes que se retomarían a partir del próximo año de este reporte:

1) Definir una política de acceso. Conformar un comité donde participe un integrante delegado por cada unidad que genera información
2) Definir una política de difusión
3) Estructurar niveles de reporte de información Central, departamental, escolar.
4) Revisión de formularios
5) Análisis de Consistencia
6) Catálogo de variables o Diccionario de Datos.

También es importante señalar que el MINED ya había detectado algunas dificultades en estas áreas, aunque el aporte del consultor es valioso, pues nos aporta un lente externo.

Saludos,

Laura Salamanca
Gerencia de Análisis e Información MINED. Tel. 25102328 -2327

Estimado Mario,

Este año hemos trabajado básicamente en los puntos 3,4, y 5 señalados:

1) Se revisaron formularios y se realizaron cambios. Esto aplica para los tres formularios del censo de matricula, F1, F2 Y F3. Se han realizado revisiones y cambios en los formularios de Educación Especial. También se incorporaron algunas recomendaciones que el año pasado se hicieron a los formularios del seguimiento a docentes, cuestionario que está siendo aplicado por la Gerencia de Seguimiento a la Calidad a los docentes del primer grado.
2) También se han realizado esfuerzos por mejorar el análisis de consistencia del censo de matricula, en todos los formularios, o módulos.
3) Se han estructurado los reportes por los diferentes niveles y están próximos a publicarse en la web.
4) También se ha avanzado en el tema de consolidar una propuesta para integrar la información, en la cual recibiremos apoyo del proyecto, por medio de la contratación de un consultor para el diseño.

Quedamos pendiente con el envío de la información solicitada.

Saludos cordiales,

Laura Salamanca
Gerente de Análisis e Información
Dirección de Planificación Educativa
Ministerio de Educación

ATTACHMENY B: Report on USAID Year 1 (2006) Indicators

Program to Strengthen Basic Education with Emphasis in Reading and Writing (EQUIP2)

Report on USAID Year 1 (2006) Indicators

(DRAFT)

Prepared for:

The U.S. Agency for International Development (USAID)
San Salvador, El Salvador

Project Contractor:

Academy for Educational Development

Prepared by:

Ray Chesterfield
Mariposa Consulting

Mario Rivas
Academy for Educational Development

September 10, 2007

Executive Summary

Report on USAID Year 1 (2006) Indicators

I. Introduction

This document provides a summary of trends on the indicators de fined in the USAID Performance Monitoring Plan for Education for the first year of implementation of activities undertaken under the Program to Strengthen Basic Education with Emphasis in Reading and Writing. The document is divided into two main sections: National Indicators, which are used as context variables to interpret system effects on Program schools; and Indicators for Target Schools. Data are presented for the latest year available, which is generally 2006 as the MOE is still in the process of ana lyzing 2007 school census results. Information on new USAID indicators is also presented. Where possible, the implications of the trends for projection Program performance are discussed.

II. Principal findings

Total investment in education has shown an increase in each year from the baseline of 2005 to 2007. However, investment in basic education has remained relatively static. Investment as a percent of government budget and GDP has also been almost $40 million less than estimated to carry out the Mini stry's Plan 2021 in each of the last two years.

The trend toward a general increase in national primary enrollment in El Salvador from 2000 to 2005 changed in 2006. In that year, there was a decrease in overall enroll of about 7%. This seems to be largely the result of improved data collection combined with an awareness effort to encourage teachers to report enrollments accurately.

There has been a significant drop in repetition and drop -out rates from 2005 to 2006. This has resulted in a decrease in wastage costs in primary education of thirteen and a half million dollars.

No new achievement data were available in 2006. USAID has negotiated with the Ministry that Program schools will be tested in late 2007. Trends in achievement will be analyzed when these data become available.

In target schools, the total number for students enrolled decreased from 2005 to 2006. The decrease was somewhat less than that of the system as a whole. Project schools had an overall drop of 4% compared to 7% for the entire pr imary school enrollment. In schools that received relatively intensive implementation of Program interventions, the decrease in enrollment was about 1%.

Completion rates for all Program schools receiving attention increased slightly. However, in those schools that received relatively intensive implementation, completion rates in sixth grade rose by more than a percentage point. Third grade survival rates were also higher than projected levels in Program schools.

III. Implications

Despite the continued decrease in the indicator, the positive change in total dollar investment in education in the last three years is important to note. It may suggest a positive trend that can be strengthened by the activities of the National Education Accounts, with information to support the continued increase of investment in education.

The general decrease in the percentages of GDP and public expenditure committed to education, especially with relation to Plan 2021, suggest that projections of project impact should be made with care. It is suggested that estimates should be lower than those of .3% annually made in the Plan documents, and limited to .05% at most.

The increase in completion rates in Program schools with the administrative improvement intervention that focuses on community participation suggests that this mechanism can be a useful method of keeping students in school. As this is was the only Program intervention to be implemented intensively at the school level in 2006, it is likely that with the combined program interventions in 2007 greater impact will be seen.

Report on USAID Year 1 (2006) Indicators

I. Introduction

This document provides trends on the indicators defined in the USAID Performance Monitoring Plan for Education for the first year of implementation of activities undertaken under the Program to Strengthen Basic Education with Emphasis in Reading and Writing. The document is divided into two main sections: National Indicators, which are used as context variables to interpret system effects on Program schools; and Indicators for Target Schools. Data are presented for the latest year available, which is generally 2006 as the MOE is still in the process of analyzing 2007 school census results. Information on new USAID indicators is also presented. Where possible, the implications of the trends for projection Program performance are discussed. Indicators for EQUIP2 that are to be aggregated with other contractor data are found in Attachment A.

II. National Indicators

A. Access

Table 1 presents general access levels for the system in terms of primary education. In general, the system offers relatively high enrollment rates, with gross enrollment ratios for both boys and girls over 100%. Full access has not been achieved in urban areas. In general there has been a decrease in overall enrollment rates in all sectors in 2006.

Table 1: Access to Primary Education: 2000-2006

Years/Indicator	2000	2001	2002	2003	2004	2005	2006
(%)							
EDUCATIONAL ACCESS							
Basic Education (Grades 1-6)							
Gross enrollment rates	110.3	110.6	111	112.5	112.8	113.1	111.1
-Female	107.6	108.3	108.9	118.5	114.8	111.1	109
-Male	111.9	112.3	112.9	114.4	114.8	115.1	112.9
-Urban	91.5	88.6	85.6	85.3	85.9	86.5	85.9
-Rural	132.5	137.9	143.9	148.8	148.6	148.3	141.2
Net enrollment Rates	87.2	87.9	89.1	90.8	91.7	92.6	91.6
-Urbana	74.2	72.6	70.8	70.9	72.5	74.1	74.2
-Rural	102.5	107.1	113	117.3	117.2	117.0	114.4

Source: Gerencia de Análisis e Información, MINED -personnel communication October 2005 ; September 2006

When actual enrollment totals are examined for the current decade, it can be seen that there was a general increase in enrollment (Table 2) throughout the first half of the decade. This increase averaged about 4% per year until 2005. In 2005, the overall

increase was only one-tenth of one percent (.1%) and there was a decrease in public school primary enrollment as a result of a decrease in rural enrollment. This decrease continued in 2006, with a drop in enrollment of slightly more than 7%. Much of this enrollment decrease may be attributed to improved data collection procedures for the school census and an awareness effort in the Ministry to ensure that teachers do not over estimate enrollment figures.

Table 2: National Enrollment in Grades 1-6: 2000-20005

Indicator/Year	Public	Private	Total	Urban	Rural	Male	Female
2000	830589	106046	936635	415997	520638	483619	453016
2001	853452	104327	957779	421852	535926	494814	462964
2002	874723	102428	977151	421648	555503	504646	472505
2003	907537	98313	1005850	430202	575648	519665	486185
2004	933377	99482	1032859	438786	594073	533573	499286
2005	920708	113342	1034050	444881	589169	534650	499400
2006	865746	99652	965398	431451	533947	495812	469586

Source: Gerencia de Análisis e Información, MINED -personnel communication October 2005; September 2006

Given the efforts to improve data collection that has resulted in apparent declines in enrollment, projections of enrollment trends should not be attempted at this time. They should await the results of the population census undertaken in 2007 that are expected to be available at the end of the calendar year.

B. Internal Efficiency

1. Promotion

Table 3 presents national promotion, repetition and drop-out rates. As can be seen, promotion rates have decreased in 2004 and 2005. In 2004, this was a result of increased drop-out rates, whereas in 2005, both increased repetition and continued high drop-out were responsible for the decrease in promotion rates. Declines in 2005 have been attributed to the affects of Hurricane Stan, which caused many students to miss significant periods of classes or leave school to help families recover from the hurricane. As shown in the table, promotion rates increased in 2006, largely as a result of a significant decrease in repetition rates.

Table 3: National Primary (Grades 1-6) Promotion, Repetition and Drop-out Rates: 2000-2005

Indicator/ Year	National Total*			Male			Female		
	Prom.	Rep.	Drop.	Prom.	Rep.	Drop.	Prom.	Rep.	Drop.
2000	87.7	5.7	6.8	87.1	6.5	6.4	88.9	5.0	6.1
2001	87	6.2	6.6	86.3	7.0	6.7	88.1	5.4	6.6
2002	88.7	6.0	5.3	87.7	6.9	5.4	89.6	5.1	5.3
2003	88.7	6.0	5.3	87.6	6.9	5.5	89.9	5.0	5.1
2004	87.4	5.8	6.9	86.2	6.7	7.1	88.6	4.7	6.7
2005	86.7	6.8	6.5	85.4	6.8	7.9	87.5	6.9	5.7
2006	91.4	2.9	5.8	90.2	3.4	6.4	92.6	2.3	5.1

Source: Gerencia de Análisis e Información, MINED - personnel communication October 2005 ; September 2006 *Rates calculated using the inter-year comparison method for corresponding years

Data provided by the Ministry on rural promotion rates were not disaggregated by sex. As might be expected, promotion rates in rural areas were lower than for the total national primary school population (Table 4). With the exception of 2000 and 2001, which exhibit a large fluctuation in promotion between the two years, promotion rates are generally five to seven percentage points lower in rural areas. As with the overall national data, there was a decrease in promotion during 2004 and 2005, followed by a significant increase in 2006.

Table 4: National Rural Primary (Grades 1-6) Promotion, Repetition and Drop-out Rates: 2000-2005

Indicator/ Year	National Total*		
	Prom.	Rep.	Drop.
2000	91.0	6.3	2.7
2001	75.5	6.6	17.9
2002	83.5	6.6	9.9
2003	83.7	6.4	10.0
2004	80.2	6.1	13.6
2005	80.7	7.5	11.8
2006	89.9	3.6	6.5

Source: Gerencia de Análisis e Información, MINED - personnel communication October 2005 ;September 2006
*Rates calculated using the inter-year comparison method for corresponding years

2. Survival

It does not appear that the MINED tracks survival rates on a longitudinal basis. Rather, the data that were provided dealt with between-year survival of fifth grade students entering sixth grade. Thus, in 2005, the enrollment totals in first grade and promotion rates for the first three grades provided by the ministry were used to estimate third grade

survival. In 2006, the Ministry provided overall third grade survival rates. The total provided was 81.2%. This rate would appear to represent calculations of real cohorts rather than the estimates made by the Program ev aluation team. As the Ministry did not provide enrollment data by grade, the procedures used in 2005 by the team could not be carried out in 2006.

Table 5: Estimated National Third Grade Survival Rates 2000 -2002 to 2003-2005

Year/ Indicator	2000-2002			2001-2003			2002-2004			2003-2005		
	No.	% Prom.	Sur. Rate	No.	% Prom.	Sur. Rate	No.	% Prom.	Sur. Rate	No.	% Prom.	Sur. Rate
First	230280	.712		233224	.703		242448	.73		241122	.733	
Second	163959	.874		163956	.896		208990	.894		176742	.881	
Third	150023	.915	.651	150348	.917	.644	200840	.90	.657	158715	.898	.658

Source: Gerencia de Análisis e Información, MINED - personnel communication October 2005

As can be seen in Table 5, in terms of the calculations made by the project evaluation team, there has been little change in survival rates in the first half of the decade. Survival rates have fluctuated by only slightly more than a percentage point for the years in which data are available.

3. Completion

As mentioned, national completion rates, called "success rates" in the MINED terminology had not been provided at the time this document was prepared. Published MINED documents provide a fifth grade success rate of 75% for 2004 and 76% for 2005, with a projection of 81% for 2009. Personal communication with MINE D personnel in the Directorate of Analysis and Information has also established that sixth grade completion rates for 2005 were calculated at 67.2%. No data were available for 2006, as the Ministry uses real cohorts to calculate inter -year changes. As the 2007 school census data are not yet available, no completion rates for 2006 were provided.

Ministry personnel contacted in the preparation of this report stated that the MINED has considered the value added of the project in its projections. Thus, MINED projections are used for USAID estimates of project results on these indicators. Exhibits 1 and 2 reflect these estimates with available data.

Exhibit 1: Performance Data Projections: National Fifth Grade Completion Rates

Year	Planned	Actual
2005 (baseline)	NA	76%
2006	77%	NA
2007	78%	
2008	79%	
2009	81%	

Exhibit 2: Performance Data Projections: National Sixth Grade Completion Rates

Year	Planned	Actual
2005 (baseline)	NA	67.2%
2006	68.2%	NA
2007	69.2%	
2008	70.2%	
2009	71.2%	

4. Achievement

No achievement data were collected in 2006. As achievement tests were administered nationally in 2005 and are not planned again until 2008. However, in 2007, negotiations were held with the Ministry of Education and it was agreed that program school s would be included in any testing undertaken in that year to refine tests. As such testing will be carried out in September, Results will be reported when they become available.

5. Budget Share and Costs

Table 6 shows the historical record of the Mini stry of Education budget as a percent of GNP. As can be seen, there has been a decrease in the percentage of GNP accounted for by the MINED budget since 2002. In addition, until the last three years there was no growth in the total budget, despite a growth in GNP of more than 5% per year. In 2005, 2006, and 2007, the MINED budget has shown increases. However, such increases have always been less that the growth in GNP. Published documents (see Prensa 2007) suggest that the government will add an addition fo rty million dollars from a trust fund account to the Ministry of Education budget in 2007. This would make a total of almost 570 million dollars and increase of almost 10% in the education budget. Although no 2007 GNP data were available, historical trends in GDP suggest that the increase in the education budget in 2007 may at least equal that of increased GDP.

Table 6: MINED Budget as a Percentage of GNP – 2002-2007

Indicator/ Year	MINED Executed Budget	% Change	GDP	% Change	Budget as Percent of GNP
2002	$ 468783686.34		$14,306,700,000		3.3%
2003	$ 466331276.61	-.5	$15,046,700,000	5.1	3.1%
2004	$ 463580167.29	-.5	$15,821,600,000	5.1	2.9%
2005	$ 501332055.38	8.1	$16,974,000,000	6.7	3.0%
2006	$ 526060443.63	4.9	$18,573,500,000	9.4	2.8%
2007	$527,539,245.00	.3	$19,460,500,000	4.5	2.7%

Source: Banco Central de Reserva and Gerencia de Análisis e Información, MINED - personnel communication October 2005 and September 2007

Table 7 presents the relationship of the ministry budget to overall government sp ending. With the exception of 2003, the trend is similar to that with GNP. The ministry budget

has increased in the last two years, but the increase has not been proportionate to the increases in the government budget as a whole. As was true with GDP, no e stimates of the overall government budget were available for 2007.

Table 7: MINED budget as a Percentage of the Government Budget – 2002-2006

Indicator/ Year	MINED Budget (Unmodified)	General Budget	Percentage
	(in US $)		
2002	$468,780,000	2,504,141,730	18.7
2003	$466,330,000	2,486,689,589	18.7
2004	$463,580,000	2,793,937,360	16.5
2005	$501,330,000	2,992,046,255	16.7
2006	$526,060,000	3,337,959,893	15.7

Source: Banco Central de Reserva and Gerencia de Análisis e Información, MINED - personnel communication October 2005

Available data are somewhat at odds with published Ministry data on estimates to carry out its Educational Plan for 2021. As shown in Table 8, however, estimates for 2005 and 2006 were $7 million and $45 million short of estimat es. Even with the $40 million trust fund addition planned for 2007, Ministry of Education funding will be $40 million below the estimated amount needed to fully implement Plan 2021. Given this trend, USAID may want to consider using a more conservative est imate of perhaps .05% increase in the Ministry's against GDP rather than the average of .3% estimated in Ministry documents

Table 8: Published Ministry Estimates of Education Budget Share 2004 -2009

Year/Budg et	2004	2005	2006	2007	2008	2009
Education	460,000,00 0	513,000,00 0	558,000,00 0	613.000,00 0	668,000,00 0	773.000,00 0
% of Government	16.8%	17.4%	18.65%	20.18%	21.67%	23.11%
% of GNP	2.86%	3.14%	3.37%	3.65%	3.96%	4.17%

Source: MINED. *Primer Aniversario Plan Nacional de Educación 2021 (marzo 2005 – marzo 2006)*. San Salvador, Ed. Imprenta Nacional: Noviembre 2006.

As can be seen in Table 9, primary education, which includes grades 1 -6, makes up the bulk of the budget. However, while the total investment in primary education increases by about 15 million dollars from the baseline year of 2005 to 2006, there is a slight decrease in primary education as a percentage of GDP. The percentage of the Ministry budget accounted for by primary education education in 2005 and 2006 was 49.3% and 49.9% respectively. If current trends continue, the projection for 2007, without the addition of the trust fund account monies, would be 50.5% or ($266,407,310 of 527,539,245). Thus, it is unlikely, even with trust fund monies that investment in primary education as a percentage of GDP will increase in 2007.

Table 9: Percent of MINED Budget by Sectors – 2005 – 2006

Investment in Education	2005*		2006*	
	Amount	Percent of GDP	Amount	Percent of GDP
TOTAL	501,330,000.00	3.0	526,060,000.00	2.8
PRESCHOOL	36,690,000.00	0.2	40.900,000.00	0.2
PRIMARY (1st to 6th)	247,286,436.15	1.5	262,716,561.95	1.4
SECONDARY (7th to 12th)	131,496,089.71	0.8	124,186,136.76	0.7
GNP	16,974,000,000.00		18,573,500,000	

Source: Banco Central de Reserva and Gerencia de Análisis e Info rmación, MINED - personnel communication October 2005; September 2007
* Executed budget

An USAID indicator is the cost of repetition and drop -out to the system. Thus, these costs were estimated by using the total cost of basic education and the enrollme nt for 2005 to obtain a cost per student. These costs were then applied to the number of drop -outs and repeaters in the baseline year and in 2006. As can be seen in Table 10, there is a significant drop in the total cost to the system of about $13.6 millio n. This reduction in cost is largely a result of a reduction of almost four percentage points in repetition. However, drop-out was also reduced by .7%, resulting in a total reduction in from 13.3% of primary students to 8.7%.

Table 10: Cost of Repeaters and Drop-outs – 2005-2006

Year	2005		2006	
Indicators	Number	Cost per Student*	Number	Cost per Student*
Enrollment in Primary	1,034,050	$262.00	965,398	$267.00
Repeaters	70,315 (6.8%)	$18,422,530	27,997 (2.9%)	$7,477,199
Drop-outs	67,213 (6.5%)	$17,609,806	55,993 (5.8%)	$14,950,131
Total	137,528 (13.3%)	$36,032,336	83,990 (8.7%)	$22,427,330

Source: Banco Central de Reserva and Gerencia de Análisis e Información, MINED - personal communication October 2005 ; September 2007
*Calculated for Basic education

III. Target Schools

This section presents trends on available indicators for target schools. Historical data are presented when available. In other cases, information is limited to the baseline year of 2005. Recommendations on projections are also prov ided on key indicators.

A. Access

As shown in Table 11, the total number for students enrolled increased slightly in each year up to the baseline year of 2005. This appears to be consistent with overall system results. This may be a result of the Ministr y's ongoing work to improve reporting which is reducing over reporting of student enrollment.

It must also be mentioned that the program only worked with 250 schools in 2006 and of those, 125 had an intensive presence at the school level. In these 125 sch ools enrollment in 2005 was 22, 604 students in first through sixth grade and in 2006 it was 22,388. thus, the enrollment loss was only one percent.

Table 11: Enrollment in Target Schools in Grades 1 -6 2001- 2005

Years	Male	Female	Total	% Change
2001	48,525	45,057	93,582	
2002	49,218	45,338	94,556	1
2003	50,731	46,581	97,321	2.9
2004	50,002	47,788	99,789	2.5
2005	52,200	48,218	100,418	1
2006	50,251	46,185	96,436	-4

Source: Gerencia de Análisis e Información, MINED - personnel communication October 2005

As the program is working with early reading and writing, the last year of preschool is important. As can be seen in Table 12, despite the drop in enrollment in primary school, there is a slight increase in the number of students enrolled in the las t grade of preschool. The total increase in enrollment is 385 students.

Table 12: Enrollment in Target Schools in Grades 1 -6 and preschool – 2005-2006

Levels	2005			2006		
	Male	Female	Total	Male	Female	Total
Primary (1st to 6th)	52,200	48,218	100,418	50251	46185	96436
Preschool 6 years	3,388	3,291	6,679	3484	3580	7064
Total	55,588	51,509	107,097	53735	49765	103500

B. Internal Efficiency

1. Completion

Table 13 presents the data on fifth and sixth grade completion using the UNESCO reconstructed cohort method. This method estimates completion rates based on two consecutive years of data. The simplified reconstructed cohort method is used as recommended by UNESCO in countries such as El Salvador with automatic promotion.

As complete data sets are required for a reliable estimate and comparison over time, the 316 schools that had sixth grade and provided data for each year of the historical series were used for the comparison at baseline.

In 2006, comparisons were made with the schools in which the Pro gram had worked during the year. Rates for all program schools that had been in the historical sample were also calculated for comparative purposes. Table 12 shows the rates for fifth and six grade completion by gender in all of the designated program scho ols that had six grades in 2006. As can be seen, change in the rates for both fifth and six grades were minimal. The difference in fifth grade is four tenths of a percentage point and in sixth grade the difference is one tenth of a percentage point. In bot h cases the differences are positive.

Table 13: Estimated Fifth and Sixth Grade Completion Rates in Target Schools – 2000-20005

Years/Indicator	2000	2001	2002	2003	2004	2005	2006
Fifth Grade (%)							
Boys	64.8	52.0	57.9	57.9	54.3	55.3	55.9
Girls	69.5	57.1	64.9	67.4	63.2	62.0	62.3
Total	65.9	53.1	59.9	60.5	58.4	58.4	58.8
Sixth Grade (%)							
Boys	62.0	46.4	53.0	51.8	48.5	48.8	49.5
Girls	65.4	51.0	62.0	62.6	58.4	57.2	54.5
Total	62.8	47.7	55.6	55.3	53.0	52.7	52.8

Source: Gerencia de Análisis e Información, MIN ED - personnel communication October 2005
*Rates calculated using six-grade entry levels as recommended by UNESCO given internationally high six - grade completion.

As can be seen in Table 14, the differences in the population of the 250 schools that had a program presence in 2006 were also minimal in sixth grade and was the same as for all schools. This makes sense as the bulk of the schools are from the same population. In addition, training of teachers did not start until after the school year and Ministr y support for school administration in half the schools occurred late in the 2006 school year.

Table 14: Estimated Fifth and Sixth Grade Completion Rates in 250 Target Schools – 2000-20005

Years/Indicator	2005	2006
Fifth Grade (%)		
Boys	53.6	56.4
Girls	61.8	62.2
Total	57.4	59.1
Sixth Grade (%)		
Boys	48.8	49.4
Girls	57.2	54.7
Total	52.7	52.8

Source: Gerencia de Análisis e Información, MINED - personnel communication October 2005
*Rates calculated using sixth grade entry levels as recommended by UNE SCO given internationally high six-grade completion.

The schools that received regular program presence during 2006 were those where AED was carrying out its school administrative improvement activity. Facilitators began visiting these schools in the middle of the 2006 school year to help school administrative bodies improve school planning to address educational access and quality. Table 15 presents completion rates for 2005, as baseline, and 2006 in these schools. As can be seen, these schools were among the most inefficient in the population of program schools at the start of the program. However, they have had increases of 3.6% in fifth grade and 4% in sixth grade. The change has come among boys who historically have the worst completion rates, as shown by previously presented data.

Table 15: Estimated Fifth and Sixth Grade Completion Rates in 125 Intensive Target Schools – 2000-20005

Years/Indicator	2005	2006
Fifth Grade (%)		
Boys	51.8	58.1
Girls	65.2	61.8
Total	56.3	59.9
Sixth Grade (%)		
Boys	45.4	51.4
Girls	58.1	56.7
Total	49.7	54.0

Source: Gerencia de Análisis e Información, MINED - personnel communication October 2005
* Rates calculated using sixth-grade entry levels as recommended by UNESCO given internationally high six-grade completion

Trends in completion have been positive in all schools. However, as might be expected the greatest impact in completion has taken place where project activities have been concentrated at the school level. As impact should be measured where activities are actually taking place, the rates for the schools receiving relatively intentive intervention should be used for reporting purposes.

Exhibit 3: Performance Data Projections: Fifth Grade Completion Rates in Target Schools

Year	Planned	Actual
2005 (baseline)	NA	58.4%
2006	58.9%	59.9%
2007	60.4%	
2008	61.4%	
2009	63.4%	

Exhibit 4: Performance Data Projections: Sixth Grade Completion Rates in Target Schools

Year	Planned	Actual
2005 (baseline)	NA	52.7%
2006	53.2%	54.0%
2007	54.5%	
2008	55.7%	
2009	57.7%	

3. Survival

Table 16 presents third grade survival rates for Program schools. As might be expected, these rates show similar trends to those for fifth and sixth grade completion. The rates presented are for those 125 schools that received relatively intensive local interventions during the year. As can be seen overall rates improved by almost two percentage points and both boys and girls showed improvement. Again the greatest improvement was among male students.

However, the rates for the appropriate schools in the larger group of 250 were similar to the locally intensive program schools. Total survival was 65.1% and boys and girls were 63.3% and 67%, respectively.

Table 16: Estimated Third Grade Survival Rates in Target Schools – 2000-2006

Years/Indicator	2000	2001	2002	2003	2004	2005	2006
(%)							
Boys	68.6	58.5	63.4	63.1	60.5	61.4	**63.9**
Girls	72.8	63.0	68.3	71.3	67.9	66.7	**67.0**
Total	69.4	59.3	64.5	65.0	63.9	63.8	**65.5**

Source: Gerencia de Análisis e Información, MINED - personnel communication October 2005
* Rates calculated using sixth grade entry levels as recommended by UNESCO given internationally high six-grade completion.

The same caution on the inconsistency of the schools' historical trends should be remembered in making projections on performance. However, the Program is targeting the early grades in the first years of implementation. Thus, a total improvement of eight percent (8%) over the life of the Program seems reasonable, assuming that interventions affecting internal efficiency are fully implemented. The life of Program projections are found in Exhibit 5.

Exhibit 5: Performance Data Projections: Third Grade Survival Rates in Target Schools

Year	Planned	Actual
2005 (baseline)	NA	63.8%
2006	64.3%	65.5%
2007	65.8%	
2008	68.8%	
2009	71.8%	

4. Achievement

No achievement data were collected in 2006. As achievement tests were administered nationally in 2005 and are not planned again until 2008. However, in 2007, negotiations were held with the Ministry of Education and it was a greed that program schools would be included in any testing undertaken in that year to refine tests. As such testing will be carried out in September, Results will be reported when they become available.

Exhibit 7: Performance Data Projections: Third Grade Achievement in Language in Target Schools

Year	Planned	Actual
2005 (baseline)	NA	66.15%
2006	NA	NA
2007	NA	NA
2008	69.15%	
2009	NA	

C. New Indicators

In 2007, USAID/El Salvador began working with four new indicators that support the country's educational policy environment. These indicators focus on policies and capacity building to improve access to and quality of education.

INDICATOR 1: Number of laws, policies, regulations, or guidelines developed or modified to improve equitable access to or the quality of education services

This indicator captures information on quantifiable systems and policy level activities. Examples of actions that may be counted include the development or modification of laws, policies, regulations, or guidelines in areas such as school finance, assessment, teacher recruitment and selection. To be counted, actions must have, as their ultimate purpose, improving equitable access to or the quality of education services.

In 2006, the National Education Accounts (NEA) mechanism has been adopted by MINED as national policy for decision making and reporting. In 2007, the Ministry has approved two permanent positions within the office of Information and Analysis to systematize the long-term work on National Education Accounts.

Policy reforms supported by USAID/El Salvador's education program were expected to take place in FY 07. These are: (1) Rationalization of the Ministry's data systems to ensure greater accountability and transparency in reporting educational progress; (2) Competency based-curriculum in language for 1st through 6th grade; (3) In service teacher professional development (training) program through local universities; (4) Strategic management systems and planning at the school level.

The MINED has a number of information sources that are related to the implementation of individual interventions and projects that are not immediately available in a useful

format to many decision makers. The various databases and analysis systems used by the MINED were reviewed by an EQUIP2 Management Information Sy stems specialist during 2006. This individual submitted a report on the information system and provided a scope of work for integrating the databases and for rationalizing those that were duplications. The Ministry has accepted recommendations in two main areas: 1) integration, consistency and sharing of data and 2) reformulation of data collection instruments and procedures. The Ministry issued orders to build these recommendations into its work schedule for 2007 and data instruments and procedures have been reformulated as a result of the recommendations . MENTION OTHER POSSI BILITIES

Exhibit 6: Performance Data Projections: Laws, Policies, Regulations, or Guidelines developed or modified by the MINED

Year	Planned	Actual
2006	1	1 (NEA)
2007	1	3 (permanent positions, changes in data collection, changes in data sharing)
2008	1	
2009	1 total 4 (LOP)	

INDICATOR: Number of administrators and officials trained

Number of education officials (public or private) or administrators of education programs, funds or institutions who receive training in aspects of their current positions, including areas such as finance, management (e.g., logistics, monitoring, personnel use and support), governance (e.g., legislation, communication, enforcement) or infrastructure (e.g. building, supp lies).

Successful completion requires that trainees meet the completion requirements of the structured training program as defined by the program offered. Training should be a t least three working days (24 hours) in duration (based on the ADS standard for in -country training). Note also that an individual trainee, even if he/she is trained in more than one area or instance of training that year, is counted only once.

All components of the USAID Program to Strengthen Basic Education are engaged in training key administrators and education officials. At the school level, the AED school administration effort is training both school directors and community members of school management boards in administrative techniques to improve the school implementation plans (PEI) to focus on educational access and quality.

Training takes place in an initial two -day workshop. This workshop is followed up by approximately 10 sessions of two hour s each in the schools, where participants assess the actual state of quality and access in their school and plan short -, medium- and long-term actions to deal with problems. In 2006, 331 persons (164 school directors – 55 males, 109 females - and 167 community members on school governing board - 88 males and 79

females) were trained in this manner. Training workshops for a new group of participants have been in initiated in 2007 and it is anticipated that an additional 330 persons will be trained to the required levels by the end of the 2007 calendar year.

EQUIP2 has also trained number of Ministry supervisory personnel who provide outreach to primary schools. These individuals are part of the school administration improvement component of the project. To date, 33 (19 males and 14 females) have received at least 24 hours of training.

Additionally, EQUIP2 has proved training to a number of MINED technical personnel area of educational material production and classroom evaluation. This training has helped to build capacity among ministry core technical staff charged with overseeing refinement of the national curriculum. To date 14 technicians (3 males and 11 females) have received at least 24 hours of training.

It is anticipated that an additional 71 indi viduals will complete training by the end of the 2007 calendar year (See Attachment 1)

Exhibit 7: Performance Data Projections: Number of Education Officials and Administrators Trained

Year	Planned	Actual
2006	49	378
2007	385	
2008		
2009	733 (LOP)	

INDICATOR: Number of parent-teacher association or similar 'school' governance structures supported

A count of PTA, School Management Committee (SMC), or other similar governance bodies for an individual school (or equivalent non -school setting) supported by USG to organize, meet regularly, participate more fully in education activities, contribute to school governance, or in any other way be more supportive of the school or non -school equivalent education setting. USG support includes, but is not lim ited to, direct financial support (grants) and training in skills related to serving on a PTA, SMC, or equivalent governance body.

The AED school administration improvement effort worked directly with the governing bodies of 230 project schools in 2006. In each school, support committees to these governing were formed that contained directors, teachers, community members, and students to investigate the status of educational access and quality at the school, as well as offer actions for improvement. The nu mber of such school committees depended on the size of the school. In a very small schools, the committee functions of improving

administration, pedagogy, and evaluation was in the hands of a single committee. In larger schools these functions were undertaken by separate committees. Thus, a total of 526 committees (67 schools with one committee, 156 with two committees, and 303 with three) were supported by the program in 2006 and 2007. The program is currently undertaking support activities through parent-teacher participation committees in a similar number of additional schools and these activities will carry into 2008.

Exhibit 8: Performance Data Projections: Number of Parent-Teacher Associations or Similar School governance Structures Supported

Year	Planned	Actual
2006	200	230
2007	240	
2008		
2009	(LOP)	

IV. Discussion and Implications

A. Discussion

Total investment in education has shown an increase in each year from the baseline of 2005 to 2007. However, investment in primary education has remained relatively static. Investment as a percent of government budget and GDP has also been almost $40 million less than estimated to carry out the Ministry's Plan 2021 in each of the last two years.

The trend toward a general increase in national primary enrollment in El Salvador from 2000 to 2005 changed in 2006. In that year, there was a decrease in overall enrollment of about 7%. This seems to be largely the result of improved data collection combined with an awareness effort to encourage teachers to report enrollments accurately.

There has been a significant drop in repetition and drop-out rates from 2005 to 2006. This has resulted in a decrease in wastage costs in primary education of thirteen and half a million dollars.

No new achievement data were available in 2006. USAID has negotiated with the Ministry that Program schools will be tested in late 2007. Trends in achievement will be analyzed when these data become available.

In target schools, the total number for students enrolled decreased from 2005 to 2006. The decrease was somewhat less than that of the system as a whole. Project schools had an overall drop of 4% compared to 7% for the entire primary school enrollment. In schools that received relatively intensive implementation of Program interventions, the decrease in enrollment was about 1%.

Completion rates for all Program schools receiving attention increased slightly. However, in those schools that received relatively intensive implementation, completion rates in

sixth grade rose by more than a percentage point. Third grade survival rates were also higher than projected levels in Program schools.

B. Implications

Despite the continued decrease in the indicator, the positive change in total dollar investment in education in the last three years is important to note. It may suggest a positive trend that can be strengthened by the activities of the National Education Accounts, with information to support the continued increase of investment in education.

The general decrease in the perc entages of GDP and public expenditure committed to education, especially with relation to Plan 2021, suggest that projections of project impact should be made with care. It is suggested that estimates should be lower than those of .3% annually made in the Plan documents, and limited to .05% at most.

The increase in completion rates in Program schools with the administrative improvement intervention that focuses on community participation suggests that this mechanism can be a useful method of keeping studen ts in school. As this is was the only Program intervention to be implemented intensively at the school level in 2006, it is likely that with the combined program interventions in 2007 greater impact will be seen.

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ATTACHMENT 1:
EQUIP2 Data to be Aggregated with other Program Contractors

27. Number of Teachers/Educators Trained with US Government Support

As mentioned in the text of this document , a number of Ministry educators who provide outreach to primary schools have been trained as part of the school administration improvement component of the EQUIP2 project. As can be seen from Exhibit 1, a total of 118 educators have received training to d ate. Of this number, 47 have had 24 hours of training. As the training is ongoing, other educators will receive additional training prior to the end of the 2007 calendar year.

Exhibit 1: Ministry Educators Trained by EQUIP2 by Sex and Hours of Training

Hours of Training Received	Number of Participants	Males	Females
24 hours	47	22	25
20 hours	11	8	3
16 hours	14	9	5
8 hours	30	14	15
4 hours	16	9	7
Total	118	62	55

Source: EQUIP2 Project Trainng Records 2 007

28. Number of textbooks and other teaching and learning materials provided with USG assistance.

The EQUIP2 project is developing camera-ready teacher guides, student texts and student workbooks for first through sixth grade. The production of these materials will be undertaken by other institutions. Thus, the indicator of performance for the project is that validated materials are submitted in a production -ready form during the first two years of the project. Progress will be monitored until all mat erials have been submitted to the Ministry of Education.

It was originally envisioned that materials for the first three cycles would be submitted at the end of 2006 and the remaining materials at the end of 2007. This meant that 18 textbooks and other materials were projected to be in camera -ready format in 2006. However, as a result of a change in the methodology, the submission of some materials has been delayed. Through discussions with the Ministry, it was decided that teams of EQUIP2 specialists and ministry personnel would develop materials individually for each grade, rather than in combination for the first three grades. This decision has extended the process of validation of materials. As a result, seven materials – third grade text, teacher guide, exercise book, and grade level framework, as well as the teacher training modules for teachers in the first cycle and the curriculum framework for the first cycle were developed. In 2007, twelve materials – two upper cycle training modules, validated

teacher guides and grade level programs, student texts and exercise books for first through fourth grade, the guide for school local governance bodies for developing the school institutional plan (PEI), and a curriculum framework for the second cycle – have been developed. All materials will be submitted in camera-ready format by the end of the 2007 fiscal year, September 30, 2007.

With the exception of the PEI document, p lans for procurement and distribution of textbooks have to be completed yet. However, Exhibit 2 provides the approximate number of materials that will be in camera-ready format. Materials for the remaining grades will be completed during 2007 and 2008.

Exhibit 2: Materials in Camera-Ready Format and Approximate Number to be Produced

Document	Grade	Number	Year* 2006	Year* 2007	Year* 2008
Textbook, Exercise Book, Teacher Guide and Grade level Program	1st grade	4			4
Textbook, Exercise Book, Teacher Guide and Grade level Program	2nd grade	4		4	0
Textbook, Exercise Book, Teacher Guide and Grade level Program	3rd grade	4	4		0
Textbook, Exercise Book, Teacher Guide and Grade level Program	4th grade	4		4	0
Textbook, Exercise Book, Teacher Guide and Grade level Program	5th grade	4			4
Textbook, Exercise Book, Teacher Guide and Grade level Program	6th grade	4			4
Training Module for Lower Grade Teachers	1st to 3rd	2	2		0
Training Module for Upper Grade Teachers	4th to 6th	2		2	0
Curriculum Framework	1st to 3rd	1	1		0
Curriculum Framework	4th to 6th	1		1	0
PEI Document		1		1	1,000
Divulging of competitions for family parents		1			1
Total		**32**	**7**	**12**	**1,013**

* For the book's counting it has been considered the end of the fiscal year of USAID, which ends on September.

First Grade Failure

First grade wastage has long been a problem in rural areas of Latin America. Progress gained in school efficiency through educational reforms in the 1970s was largely lost with the economic recession throughout the region in the 1980s. Although, the situation improved in the 1990s, especially in terms of dropout, recent data suggest that repetition across all grades in most Latin American countries is around 10% and individual country data suggest that it may be as high as 40% in some rural areas (UNESCO, 2001). Consistently, repetition has been higher in first grade than at other levels of primary school and higher among indigenous populations.

Various factors have been associated with rural school wastage in Latin America. Principal among them have been the need of child labor during key planting and harvesting seasons, which forces families to withdraw children from school for extended periods of time, and delaying primary school entry because of difficulties for small children in reaching schools. In terms of school related factors that lack of relevance of the curriculum to children's daily lives, and traditional pedagogy that limits children's opportunities to interact with the curricular content are regularly cited as reasons for student lack of mastery of subject matter. Repetition is also associated with the creation of heterogeneous classes that make the task of teaching more difficult.

The combination of dropout and repetition has a negative impact on the use of financial resources of a school system by increasing the per student educational costs. In 1990, for example, the rate of first grade repetition in Latin America was 40%, and an average of 29% in primary education. The cost of educating the approximately 20 million repeaters has been estimated as $2.5 billion per year (Schiefelbein & Wolff, 1992).

Thus, improved completion of first grade can be an important indicator of improved quality leading to greater efficiency. Exhibit 3 shows the trends in program schools for the baseline year of 2005 and for 2006. As can be seen, ther was a slight increase in the number of first graders that did not continue to second grade. This is largely the result of few girls continuing in school after first grade.

Exhibit 3: First Grade Continuance Rates by Gender

Year/Group	2005	2006
Boys	72.7%	72.8%
Girls	77.8%	75.5%
Total	75.1%	74.1%