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Quality Education Reform Support Program (SUMA)

**Performance Evaluation
2009-2013**

May 2014



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Contents

- Objectives and evaluation questions
- Design and methodology
- Findings
 - Policy and institutional framework
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 - Internal and external factors
- Conclusions and recommendations



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Specific objectives

- Analyze the level of achievement of the expected results related to policy and institutional framework of educational decentralization and quality.
- Identify success factors, lessons learned and key recommendations from the evaluated components of the Program that may be applicable in the development of new initiatives or for general knowledge management, within the new cooperation strategy of USAID (2012 - 2016).



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Evaluation questions

- To what extent has the SUMA Program promoted specific changes in the education decentralization policy and institutional framework (Objective (O) 01)?
- To what extent has the SUMA Program promoted strategies and models in education quality that addressed the improvement of students' achievements (O 02)?
- What were the factors (internal and/or external) that affected (positively and/or negatively) the achievement of the expected results?
- What practical knowledge can be derived from the SUMA Program and applied in the design process of new initiatives in the framework of the new USAID/Peru Cooperation Strategy?



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Design

- Performance evaluation, addresses the processes of implementing the program: 2009-2013
- Responds to descriptive and normative questions about pertinence, effectively and efficiency
- Uses mixed methods of evaluation: interviews and revision of available documents



Number of individual interviews

Institution	Lima	San Martín	Ucayali	Rejected
SUMA	4	2		1
MED/DRE	2	2	11	2
UGEL/Network		18		
Civil Society	10		3	3
Total	17 (1 USAID)	22	14	6

Number of participants to grouped interviews

Institution	Lima		
SUMA	10		



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CHANGES IN THE EDUCATION DECENTRALIZATION POLICY AND INSTITUTIONAL FRAMEWORK



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Policy and institutional framework

- SUMA analyzed the status and identified gaps in the education decentralization policy and practice with:
 - Specialized studies
 - Consultation and discussion processes
- SUMA (at the specific Ministry of Education-MED requests) provided technical assistance in the preliminary formulation of the Law of Functions and Organization (LOF) - identified as a key piece of educational decentralization.
- SUMA provided technical assistance to MED (different administrations) and regions:
 - Costing tool to improve public expenditure
 - Development of PIPs for improved financing
 - Costing study of rural public education
 - Monitoring system for regional educational policies (SISPER)
- Key role in promoting education governance agreements (regional governments) and the National Common Agenda (Education National Council-CNE)



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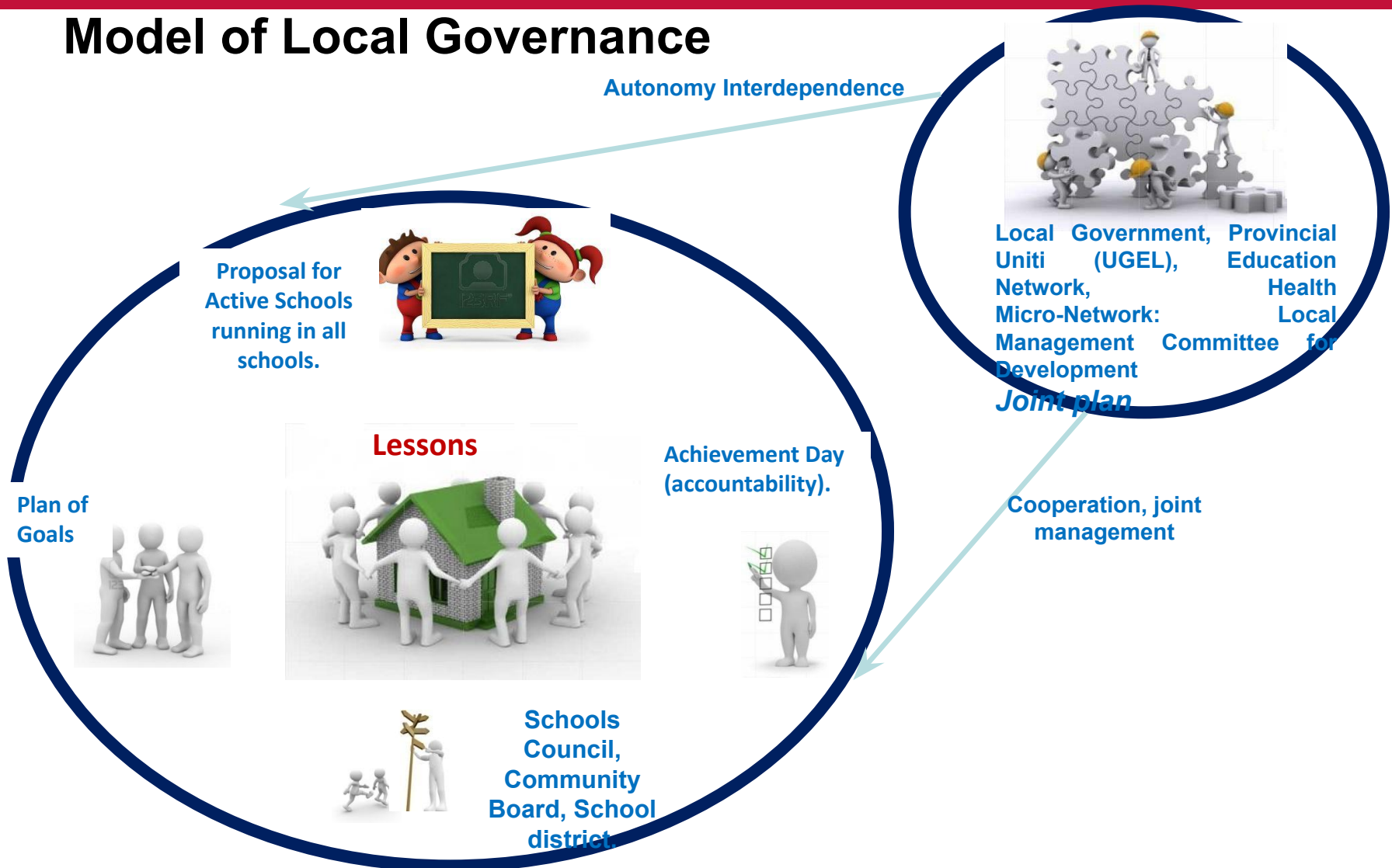
Best practices in decentralized management

- SUMA gathered experiences of international decentralized education management (South Africa, Nicaragua and Colombia).
- Nationally, the experiences of San Martín, Arequipa and La Libertad were used as input for the model of regional educational management.
- SUMA implemented the model of local governance (MGL) in two test districts, expanded to 11 in 2014.
- SUMA conducted an effective critical analysis of MGL in two decentralized levels (systematization F. Muñoz).



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Model of Local Governance





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MGL – Decentralized Management

- In 2011, San Martin adopted a regional education management model (26 districts)
- SUMA advocates for a MGL where intra-sectoral vertical coordination (schools, provincial units, regional directorates and national level) and horizontal intersectoral coordination take shape, where the Municipality and various government sectors make decisions and implement actions for education.
- With the MGL, SUMA sought to articulate an improved pedagogical approach of active schools with a local management component.
- But:
 - The articulation also requires strengthening the two processes: governance and pedagogical management to converge in improving learning.
 - The approach identified bottlenecks / conditions for intergovernmental coordination to occur locally, it did not have a design by stages.



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Systems & processes of educational management

- SUMA contributed in strengthening the capacity of regions and MED, contributing with a road map for policy implementation: medium-term planning, operational plan and public investment projects (PIP).
But:
 - With regard to capacity
 - Absence of a capacity development plan, no list of capacities to be installed or that were installed
 - Lack of a plan to address the high turnover that inhibits institutionalizing capabilities / practices
 - Regarding the implementation of the policy
 - The Ucayali institutional operating plan was not sufficient to assign the resources to execute it.



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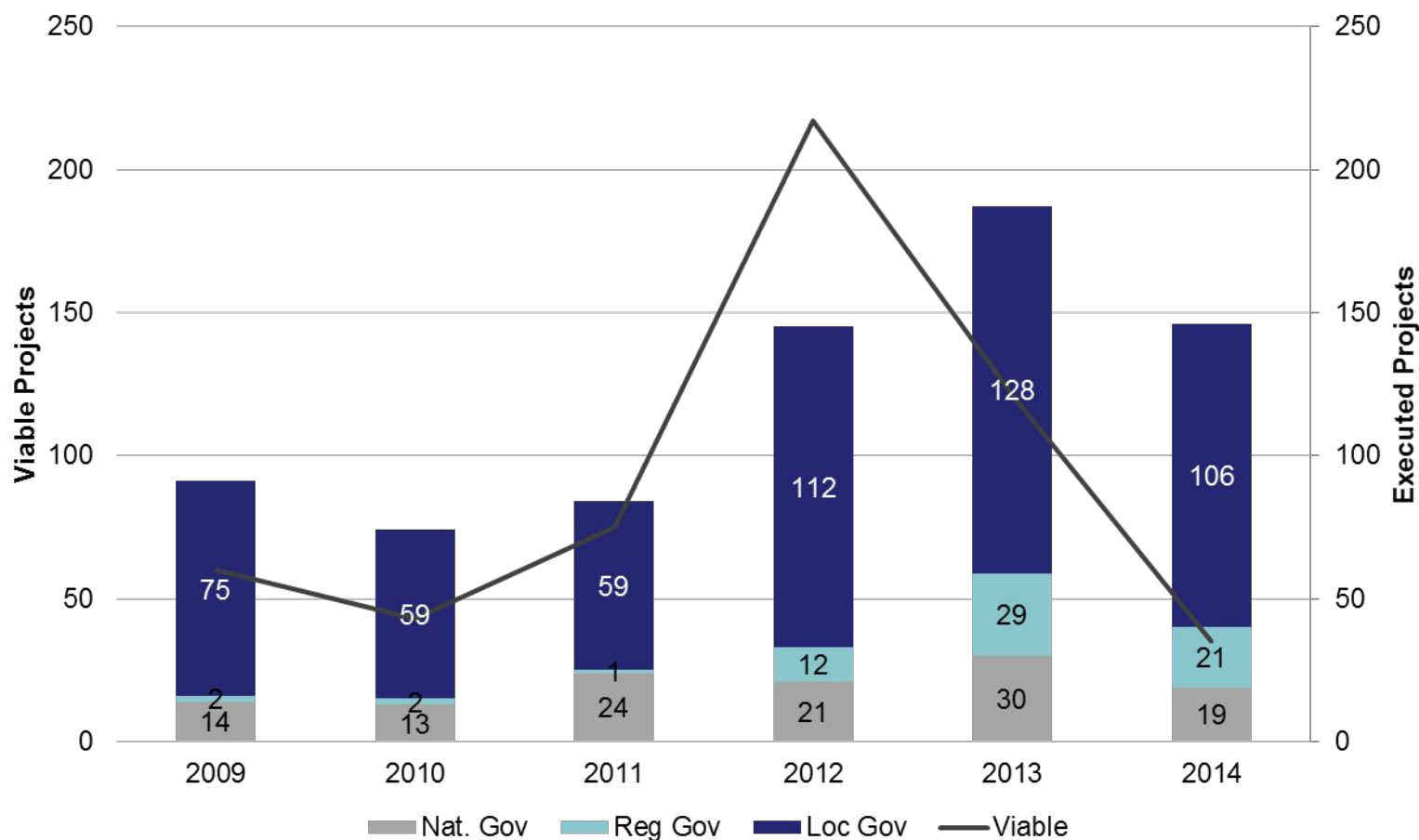
Funding and spending quality

- Ministry of Education: PIP for improving decentralized management
- San Martin: Technical assistance from SUMA in PIPs has been highly valued
 - In total, 516 viable projects in 5 years, 581 implemented (433 GL)
 - Execution levels are still low
 - In 5 Years: 493 million budgeted, 276 million implemented (153 GL)
 - 3.2 million implemented in Pajarillo (2011-2013)



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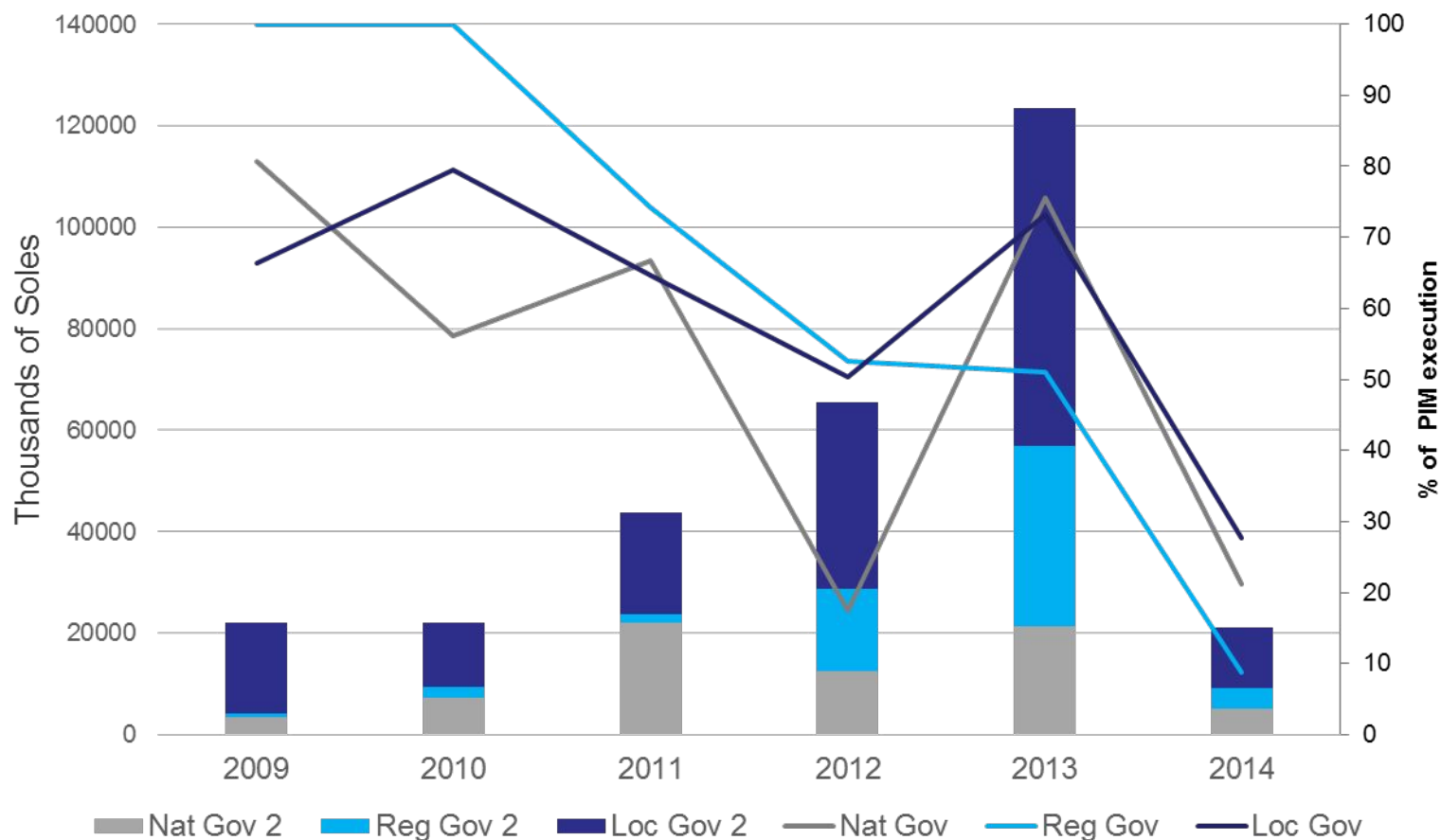
San Martin: Number of viable registered projects and projects implemented





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San Martin: Investment execution budget and execution rate by levels





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STRATEGIES AND MODELS IN EDUCATION QUALITY THAT ADDRESSED THE IMPROVEMENT OF STUDENTS' ACHIEVEMENT



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SUMA's response to the poor quality of education

2009	2010	2011	2012	2013
Priorities: Start of public teaching career Adoption of National Education Policy (PEN) 2007, emphasis on infrastructure		Policies 2011-2016: (1) quality learning: communication, mathematics, citizenship (2) <5 years access to quality educational services (3) rural areas overcome gaps (4) ethnic groups overcome gaps (5) teachers are trained and develop public career (6) strengthened institutions - decentralized management (7) higher educational institutions		
	Regional dialogues on teaching performance (CNE) 1st pedagogical congress Guidelines of good teaching performance	Regional Dialogs 2nd pedagogical congress R2.1 Policy study of teacher training and development R2.1 Study about teachers and service of IIEE of EIB	Balance of teacher policies R2.1 Identification and register of IIEE EIB (RM 008/2012) R2.1 Framework of good teacher performance (RM 547/2012)	Compilation of national and international experiences of teacher training
		R2.1 Technical assistance to the National Program for Teacher Training (PRONAFCAP) R2.4 Assistance to National Council for Quality of non Professional Education ((CONEACES) R2.2 Support to MED on curriculum framework	R2.4 Systematization of the pilot of teacher performance assessment	Model of local governance by improving learning
R2.3 Companions training program, specialization of trainers for the National Program of Learning Achievements (PELA)				
Comprehensive pedagogical approach of active rural multigrade classrooms for schools: learning notebooks, curriculum sections, master compass, school municipality, school board (CONEI)				



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Teacher training and professional development

SUMA made contributions to the following professional development elements:

- Initial training / performance evaluation / curriculum framework
- **Good teacher performance (Norm 0547-2012-ED)**
- **Pedagogical assistance (MED Training Program)**
- **Bilingual education: Criteria for identification of bilingual schools (Norm 008-2012-ED)**

The last three are institutionalized by the Ministry of Education.

The roadmap:

- a) Knowledge generation: studies of international experiences, balances, for decision making.
- b) establishment and / or strengthening of inter-institutional debate on policies for teacher training (MED, CNE, regions)



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Bilingual and intercultural education (EIB)

- The characterization study of EIB schools (criteria of identification and EIB service) served as input for a national technical standard.
- At the implementation level, in San Martín, SUMA did not identify EIB schools to maintain continuity with APRENDES work in Spanish-speaking geographic areas. In Ucayali, SUMA partnered with UNICEF for the assistance to EIB schools.



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Best practices to improve teacher training

- SUMA focused the training – coaching of principals, teachers, coaches and trainers.
- Training programs for teachers, principals, coaches and trainers
 - ✓ Teacher training program based on the results of SUMA's reading/writing study
 - ✓ Pedagogical coaching/mentorship (*acompañamiento*) based on SUMA's experience in San Martín and Ucayali.
 - a) Formed teams of facilitators or technical coaches
 - b) Performed coaching in the classroom
 - c) Trained coaches in accompanying strategies and technical contents (math and communication)



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Supporting teacher performance in classroom

- Strengthened the APRENDES experience with new tools to be used at the classroom: Learning notebooks, curriculum sections, master compass, whose inputs come from of SUMA's reading/writing study
 - Curriculum by sections: provides teachers with targets for monthly achievements, while MED curriculum provides targets for annual achievements
 - Compass: gives specific strategies for learning sessions, while MED norms provides a general training strategy

Note: A risk that teachers become mechanical if they do not learn the ability to create and recreate materials and new strategies for different groups of students.



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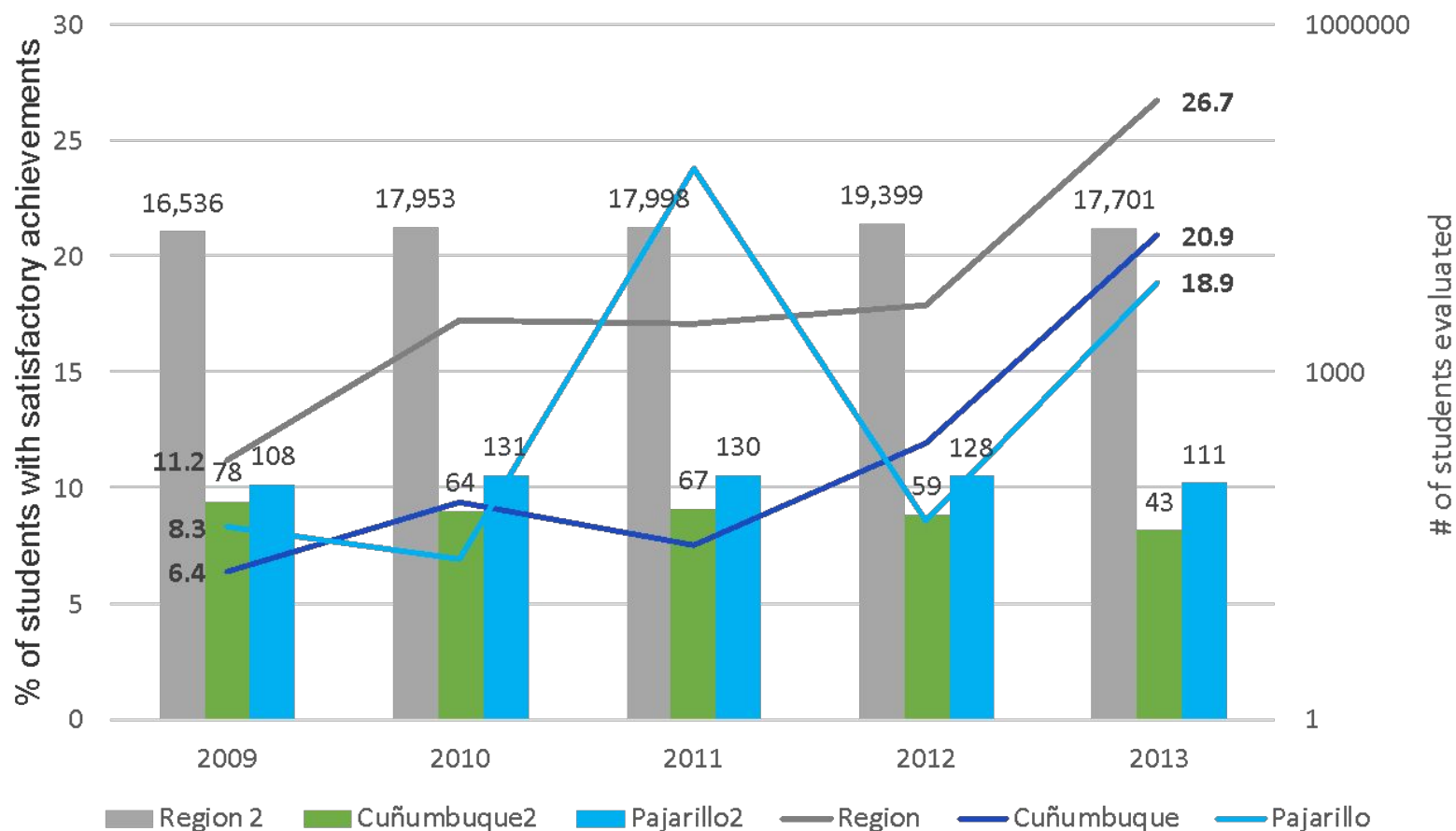
Local Governance Model

- Focus in learning achievements at the district level
- Creates specific management tools: Annual Plan to Improve Learning Achievements at the provincial and local levels (PATMA and PALMA)
- Inter-sectoral participation with specific commitments for each actor
- Monitoring and tracking system (SIMAGOL)
- Pedagogical model: More specific design with the potential to facilitate classroom work
- Governance model: Less developed, because roles and mechanisms were not identified.



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Level of achievement in reading comprehension: San Martin and two districts





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Gender integration in SUMA

- In SUMA M&E plan, numbers of men and women participating in activities are reported.
- SUMA staff considered that a gender approach was not deemed necessary because reading tests applied in San Martin at the start of the program showed similar results for boys and girls
- The meaning of the gender perspective, the existing of gender gaps, the need and sense to include ad-hoc strategies was not understood. There was absence of a contextualized diagnosis. There was also no attempt to train staff on the issue, even with a gender expert on the team.
- There is experience and literature about indicators and strategies that have not been used.
- Institutional policy guidelines must add lessons from past experiences that included gender perspectives (New Horizons and Opening doors).



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FACTORS THAT AFFECTED THE ACHIEVEMENT OF THE EXPECTED RESULTS



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Internal Factors

- Positive
 - Public recognition and approval of SUMA team in San Martin
- Negative
 - Poor understanding of the contractual mechanism: the same team went from a cooperative agreement (APRENDES) to a contract.
 - Many contract amendments demanded time and effort to negotiate the changes
 - Moments of uncertainty due to the change of the contractor (AED → FHI), change of focus (new USAID education strategy) and change of direction (USAID/Peru, contractor, COP)



Changes in national, regional and institutional political context

2009		2010				2011				2012				2013				
3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	
MINEDU: Chang							Diaz	Salas									Saavedra	
GR San Martín: Villanueva GR Ucayali: Velasquez																		
GR Ayacucho: Molina GR Junín: Huaroc GR Lima: Chui						Oscorima Cerron Alvarado												
DRE San Martin: Linares										V G	Ortiz							
USAID:						New Education Strategy					Alignment to new education strategy							
USAID: Olive						Janowsky / Fusión H&E / Sale Bolaños												
Initial Contractor: AED, Director Palacios						Crisis AED		FHI			New director SUMA, Rodriguez							
Beginning of contract: Sept. 2009												Modification # 6			Modification # 11			



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CONCLUSIONS AND RECOMMENDATIONS



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Conclusions

- SUMA provided educational opportunities to underserved populations even though it did not include gender and bilingual approaches (as stated in the contract).
- SUMA positioned a pedagogical model with a package of relevant methodological tools for rural multigrade schools (classroom / school / community) contributing to the policy of educational quality and equity.
- SUMA strengthened the national policy on teacher pedagogical accompaniment (PELA) based on San Martin experience.
- SUMA promoted at the various levels (school, network, provincial level, local and regional governments, national education council and other actors) the effective implementation of the roles and responsibilities mandated by law



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Conclusions

- Decentralized management capabilities: It was not demonstrated the hypothesis that greater coordination and capacity of government sectors not only increases overall efficiency, but also contributes to improvements in learning achievement
- Technical capacity to formulate PIPs was developed; missing to translate it into increased funding for expansion of the model and implementation capacity
- Technical assistance for policy and regulatory reform did not have a strategic perspective and context analysis



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Recommendations

For the region:

- Follow up the schools targeted by SUMA to convert them into demonstration schools, as a stimulus to their actors and sustainability of the proposal.
- Strengthen the demonstration schools by linking Primary Education with Early Childhood Education, including gender perspective.
- In the pedagogical approach of demonstration schools: it merits to measure the effect of the intervention in the areas of self-esteem, leadership, democratic behavior in students, teachers and community, which were expected results of the proposal.



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Recommendations

Ministry of Education

- Participate with San Martin in the evaluation of the implementation of local educational management model with its pedagogical approach in the 11 new districts.
- “Manage” knowledge generated from studies and research to establish or consolidate the basis for educational policies and measures (Evidence management)

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- In policy and regulatory reform programs use a strategic approach to identify all assumptions and risks involved.