

1. Outline of the Project

Country: Paraguay

Project Title: Improvement of School Management

Issue/Sector: Primary Education

Cooperation Scheme: Technical Cooperation Project

Division in Charge: Human Development Department

Total Cost: about 260million yen

Period of Cooperation

(R/D): 21 July, 2006 -

20 January, 2009

(2.5 years)

Partner Country's Implementation Organization: Ministry of Education (MEC)

Supporting Organization in Japan: None

1-1 Background of the Project

The Paraguay government initiated the Education Reform in 1994 based on "PARAGUAY 2020." Since then there has been remarkable progress in the area of access to education, for instance, the net enrollment rate in basic education has reached approximately 90%. However, the internal efficiency of education such as repetition and dropout rates needs further improvement.

With regard to improving the quality of education, the Paraguay government has conducted teacher training and materials development with the cooperation of the World Bank, the Spanish International Cooperation Agency and the Inter-American Development Bank, etc. However, improvement of school management has not yet been addressed. As a consequence, the Paraguay government asked the Japanese government for technical cooperation in the form of the Project for Improvement of School Management.

Both the Paraguay and Japanese sides assert that a project aimed at improving the management capacity of principals through regular Principal Training is necessary and

appropriate in order to improve the quality of education.

1-2 Project Overview

(1) Overall Goal

School management is improved in the schools providing basic education in the target regions.

(2) Project Purpose

The training model for principals in the central schools (Principal Training) for improving school management is established in the selected departments

Selected departments: a part of Central and all of Cordillera

Target central schools: 104 schools (Central: 50 schools, Cordillera: 54 schools)

(3) Outputs

1. The methodology (content and operation) for Principal Training is developed.

1-1. Conduct the baseline survey (including analysis of current training materials).

1-2. Formulate the training project.

1-3. Develop the training modules (including materials).

1-4. Conduct training at the departmental level on a pilot basis.

1-5. Hold the Joint Meeting of Instructors and Supervisors (preparation work for regional

Principal Training sessions, technical support for supervisors)

1-6. Conduct training at the regional level on a pilot basis.

1-7. Develop the guidelines for Principal Training.

1-8. Conduct the impact survey.

2. The capacity of instructors* and supervisors who conduct Principal Training is enhanced.

2-1. Designate members of the implementation unit at the central governmental and departmental level.

2-2. Conduct instructor training.

2-3. Conduct supervisor training.

3. The method for monitoring and evaluating school management activities is developed.

3-1. Develop monitoring and evaluation tools.

3-2. Monitor and evaluate school management activities on a pilot basis.

3-3. Hold an evaluation seminar at the departmental level in order to share information on school management activities and results of monitoring and evaluation as well as to discuss issues raised by the participants.

(4) Inputs

Japanese side:

Experts

2006 fiscal year: 5 experts

(leader, school management, lesson plan management, training planning, education evaluation/monitoring)

2007 fiscal year: 4 experts

(leader, school management (x2), lesson plan management)

2008 fiscal year: 5 experts

(leader, school management (x2), lesson plan management, impact survey)

Provision of Equipment

2006 fiscal year: 5,832 hundred yen

2007 fiscal year: 479 hundred yen

Counterpart Training in Japan

November, 2006: 4 persons

October, 2007: 6 persons

February, 2008: 4 persons

Paraguayan side:

Counterpart allocation: 8 persons

Training cost: 80,932 hundred guaranies

(1 guarani = 0.027 yen September, 2008)

Office

2. Evaluation Team

Members of Evaluation Team

Leader: Keiko Mizuno

Senior Advisor in Human Development Department, JICA

Education Planning: Norimi Osaka

Associate Expert in Basic Education Team II, Human Development Department, JICA

Evaluation and Analysis: Yuki Ohashi

Consultant, Interworks Co., Ltd

Period of Evaluation

21 September - 11 October, 2008

Type of Evaluation: Final Evaluation

3. Evaluation Results

3-1 Project Performance

(1) Outputs

Output 1: The methodology (content and operation) for Principal Training is developed

As shown in the following table, the project achieved high degree in each indicator.

Indicators defined in PDM	Results of baseline survey	Results of impact study1
1-1. PEI (School Educational Project) ownership rate	59%	93%
1-2. PEI with required contents	NA	85%
2-1. POA (Annual School Plan) ownership rate	35%	91%
2-2. POA with required contents	NA	85%
3. POA achievement rate higher than 90%	NA	80.8%
4-1. Parents' meeting discussed PEI/POA	20%	89.4%

Note: As for the indicator 4-2 "Implementation of the parents' meeting planned in POA," the

result was not included in the table above because of insufficient data. The indicator 4-3 “Percentage of the schools that submitted PEI/POA” was also omitted since the data overlaps with the ownership rates.

Output 2: The capacity of instructors and supervisors who conduct the Principal Training is enhanced.

It was identified through the interviews that the instructors (Principal Training unit members “UCD”) developed their capacity satisfactorily and also that the supervisors gained sufficient capacity to conduct monitoring and follow-up. The percentage of principals who were satisfied with the trainings was over 95%, and that of schools that participated in the training more than 6 times (8 times in total) was 99%.

The results are as follows:

Indicators defined in PDM	Results
2-1 Trained instructors (5 persons or more)	8 persons
2-2 Trained supervisors (40 persons)	45 persons
2-3 80% of participants attend the training	99%
2-4 Satisfaction rate of participants	95% of principals and vice-principals were satisfied

Output 3: The method of monitoring and evaluating school management activities is developed.

In terms of the monitoring sheet developed through the project, the degree of satisfaction of the supervisors who utilized it was 92%.

(2) Project Purpose

The results of each indicator are shown in the table below. The actors involved evaluated that the model can contribute to school management, and it can be applied in other areas.

Indicators defined in PDM	Results
1) The methods of operation and contents of Principals’ Training are	The description was confirmed as sufficient.

¹ Impact Study was implemented in October 2008 to study the result and impact of the project.

described clearly.	
2) The methods of school management after training are described.	The description was confirmed as sufficient.
3) The way to expand Principals' Training on a national scale is described.	Only the items agreed with MEC were described. Lack of details.
4) The materials for the trainers and trainees are included.	They are attached with the guidelines.
5) The developed guidelines are agreed by the MEC (Paraguayan side)	The person in charge from MEC has finished reviewing the guidelines, which means that it will almost certainly be approved at least as reference material. The vice minister's approval is scheduled to be issued in November of this year.

(3) Overall Goal

The sample survey revealed that 65% of central schools have already started working with associate schools. According to the supervisors, although performance can differ depending on the motivation of each principal, many central schools have commenced giving instructions to their associate schools. However the associate schools' PEI/POA rate is only 20-25 %, and so more time is needed to develop their activities.

3-2 Summary of Evaluation Results

(1) Relevance

The relevance of this project is high in terms of the needs of the Paraguayan education sector, Japanese ODA policies, and suitability as a method. As for its relevance to the education policy of the new Paraguayan government, although the official policy document has not been released, its relevance was confirmed during the interview. On the other hand, regarding collaboration with other donor organizations and demarcation of tasks, overlap with the IDB program "Escuela Viva" in terms of the preparation of PEI was observed. This overlap was not examined sufficiently during the formulation stage of the project. It has recently been discussed that the contents and materials of training sessions developed by the project can be utilized in the second phase of "Escuela Viva."

(2) Effectiveness

The project has established an effective model in the target area, in terms of 1) training sessions for the preparation of PEI/POA which can contribute to the improvement of school management, 2) a training system which guarantees a high implementation rate in each school by integrating it with monitoring and follow-up. Considering that implementation was not

previously guaranteed because of a lack of 2 mentioned above, it was significant that the project could establish (2) in the target area.

Meanwhile the Project Purpose indicators clearly state in the PDM that the model includes a way to expand it on a national scale. However, the mechanism to expand it on a national scale has not yet been defined by the new MEC, and the expansion model is not sufficient. Therefore, it can not be confirmed if the implementation of (2) above will be possible in other areas under the new MEC mechanism.

(3) Efficiency

The project inputs were utilized satisfactorily and each output was produced as a result of the project activities. While we were satisfied with the MEC's allocation of counterpart personnel in terms of quality and quantity, the distribution of project funding was continuously delayed and the timing inappropriate. The Japanese side took over the finances flexibly when MEC funding became unviable following the change of government. This enabled outputs to be achieved during the project period.

(4) Impact

The possibility of achieving the Overall Goal can be interpreted as high, considering that the central schools have already started working with associate schools in both target departments, and both departmental supervision and technical support offices have started preparations for the planned expansion to the associate schools next year. Moreover, various positive impacts have been observed in the target schools (parents becoming more involved, taking part in the planning process, etc.) and those involved in the project. Therefore, it can be considered that the impact of the project is high.

(5) Sustainability

A sufficient degree of sustainability has been observed at the organizational, human resources and technical level in the target departments. In terms of finances, if the departmental government budget becomes available, sustainability will increase. However, this may be affected if the new government decides to reform the educational system, and there are

uncertainties in this area.

At the national level, it can be expected that political efforts will be continued since the improvement of school management is one of the important themes for the new government. However, the concrete mechanism for the implementation is not yet defined and the sustainability of the national scale expansion is not able to be analyzed at the moment.

3-3 Factors promoting the production of effects

- The unit members are capable and worked actively in the project activities. This highly contributed to the development of the model.
- In general, the supervisors participated actively in the project. This helped the target areas achieve the outputs.

3-4 Factors inhibiting the production of effects

- The distribution of MEC project funding was delayed, which caused the project itself to be delayed.
- Since principals and vice principals frequently retire or transfer other schools, it was often necessary to carry out re-training in the target schools. There were some instances of delays in the preparation of PEI/POA.
- Some supervisors declared that in schools where there is a high turnover of PTA representatives, the schools need to reestablish a relationship with them. This caused delays in the project.
- There were instances of parents feeling that schools forced them to participate, and some negative reactions were observed such as parents not approving the POA budget or not participating in the development of the budget for educational activities.

3-5 Conclusion

In the target areas, the expected outputs were produced thanks to the efforts of everyone involved, and a model to contribute to the improvement of school management was established. The high level of effectiveness and applicability to other areas of the model was confirmed. Furthermore, various positive results were seen in the target schools. Principals

who acquired various tools during the preparation of PEI/POA became capable of implementing activities to improve schools in various ways, and collaborating with other actors involved such as teachers, students and parents. Through the project, the training and monitoring/follow-ups, which were initially carried out separately, were integrated, and the effectiveness of this was verified. It can be said that integrating the stages had a significant impact and can also be applied to training systems in other fields.

While the effects mentioned above were produced in the target areas and the efforts to expand the project to the associate schools have commenced, coordination based on different orientations at the central government MEC is essential in order to implement the training system that integrates the methods of training and monitoring/follow-ups. In the interviews with the 3 related orientation in this evaluation study, it was confirmed that the new MEC intends to improve the coordination between the different orientations by introducing a weekly directors' meeting, and consider how to utilize the results of the project in a positive manner. However, at the moment, the mechanism for the subsequent expansion of the project has not yet been defined by the MEC. The MEC is expected to support the target areas so that they can smoothly implement the necessary expansion activities, and define concrete measures for the expansion of the model on a national scale.

3-6 Recommendation

(1) The activities to accomplish during the cooperation period:

- Implement another monitoring session before the end of the project

It is recommended that the UCDs monitor and support technically the schools which do not yet meet the PEI quality requirements by carrying out a departmental level coordination meeting in order to conclude the project activities.

- Share the results of the impact study with the MEC

It is very important to present the results of the impact study to the decision makers of the MEC of the central government as soon as possible and appeal to them about the effectiveness of the model based on the analysis of the quantitative and qualitative data.

- Ensure that vice-ministers, directors of the related departments and experts/UCDs have the opportunity to meet to deliberate the expansion of the model on a national scale.

It is important that experts and UCDs formulate a strategic plan (draft) of the expansion of the Principal Training model based on the new government's educational policy framework, coordinating with "Escuela Viva" and other related departments. It is expected that this plan will - following the formal process - be officially agreed in JCC as a expansion plan after discussions with the directors of each related department, vice ministers, and experts/UCDs.

(2) Sustainability of the Principal Training model in the target departments (to achieve the Overall Goal)

- Support for the formulation of the expansion plan and its implementation
MEC is expected to provide the necessary support to implement the Principal Training expansion plan formulated mainly by the departmental offices for supervision and technical support in the target departments in order to smoothly achieve the Overall Goal.

- Ensure the function of the articulation mechanism
The support from teacher training institutions (IFD) and other related organizations is indispensable to the implementation process of the expansion plan. It is recommended to endeavor to maintain their commitment.

- Monitor the achievements to accomplish the Overall Goal
It is necessary for the prefectural offices to monitor the progress of the project in order to achieve the Overall Goal. The UCDs in each department will provide support.

(3) Expansion of the Principal Training Model on a national scale

- Define the policy and the articulation mechanism among the departments involved
It is important to fully recognize the importance of the training mechanism which combines the training and monitoring/follow-up to make sure that each school implements what they learnt in the training sessions. Especially when it comes to areas outside the target area,

political support at the national level down to the departmental level is necessary in order to expand the mechanism.

- Utilize effectively UCD members

The formation and strengthening of the capacity of instructors (IFD) and supervisors are necessary to introduce the model to other areas. In order to do so, it is important to ensure the effective use of UCDs who have experienced the entire project process including the development of the guidelines and manuals, implementation of the training, and monitoring and follow-up at the school level.

- Construct an articulation system at departmental level

In order to ensure the integration of training and monitoring/follow-up, a system to guarantee close coordination between IFDs, supervisors and departmental educational office is indispensable. It is necessary for the departmental education office to recognize the importance of the systematic coordination between related organizations at the departmental level in order to expand the model with quality.

(4) Others

- Consider a follow-up from JICA

Owing to the motivation of those involved and the high possibility of achieving the Overall Goal, it is recommended that JICA provide additional follow-up to support the expansion of the model on a national scale. Specifically, printing the necessary number of guidelines based on the expansion plan could be one of the options. The other option could be co-hosting a seminar on the training model with the related departments of MEC, inviting departmental educational coordinators, IFD, supervisors and departmental office.

- Consider holding selection for the “Region-focused training” in Japan

Some project counterparts participated in JICA’s region-focused training course “School Management Development for Central and South America” in 2007. In 2008, the participation of 4 trainees including actors from the Central department of Paraguay has been secured in the

same course. The trainees should be appropriate people to ensure the sustainability of the Principal Training model.

3-7 Lessons Learned

- Effects of full-time and capable counterparts on a project

The Principal Training model developed in the project is held in high esteem by those involved such as principals, supervisors and IFD etc., and various positive impacts were identified in the target area and schools. One of the factors of such a success is the allocation of a sufficient quality and quantity of counterparts. Being undertaken mainly by the counterparts, the project could motivate all involved, and strengthen the human resources necessary for the expansion and establishment of the model.

- Establishment of an inclusive training model with a counterpart team consisting of members from different departments

This project allocated a counterpart team with members from different departments, and established a comprehensive training model with the integration of training and monitoring/follow-up. In implementing the project with the involvement of various departments, although it required a heavy work load to coordinate decision making, it is expected that the counterparts will return to their respective departments after the end of the project, contribute to the necessary capacity development of each department, and promote collaboration between the departments involved in order to systematize coordination.

- Strategy for the scale up and institutionalization

In order to localize the comprehensive model and secure sustainability, it is essential to develop an appropriate post-project mechanism model for the medium to long term. It is necessary to maintain discussions about trends and concrete strategies to scale up or institutionalize the developed model, considering the coordination and articulation among decision makers and donors involved in the sector.

- Coordination of the different JICA schemes (integration with region-focused training)

Integration with the JICA region-focused training course “School Management Development for Central and South America” has contributed to the establishment of a network and knowledge sharing among the people involved in the education sector in Central and South American countries, specifically school management. It brought with it a significant impact on the sustainability of the project. Also, it was a good example of how the coordination of different types of schemes in the same sector can improve effectiveness and promote sustainability.

- Effectiveness of cooperation among school management without a school grant

It was identified through the project that the capacity development of principals is a key for sustainability as this contributes to the improvement in the quality of classes and teachers, the participation of parents, and the motivation of students. Furthermore, the project proved that it can be achieved without a school grant.

- Influence on the project of the delay in funding distribution

The delays in the distribution of funding such as transportation costs generated inconveniences which meant that training had to be extended. To ensure the smooth implementation of the project, it is important to prepare a budget and execute it according to plan.