

Country Name	Quality improvement of school management
Republic of Paraguay	

I. Project Outline

Background	<p>The Paraguay government initiated the Education Reform in 1994 based on "PARAGUAY 2020" and was continuing the reform in order to fully accomplish the 9-year obligatory education. As a result, the net enrollment rate was steadily improved. However, the students' aptitude level was low and dropout rates were high. Therefore quality of education needed 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 and Spain, etc. However, as to insufficient annual school hours as well as insufficient coordination between schools and parents, the knowledge and experiences of Paraguay were not enough to solve such problems and did not receive sufficient cooperation from other donors in this regard. Although regional organizations in some areas conducted capacity enhancement training for principals who took a leading role in school management, such system had not been established nationwide and monitoring of the trainings' contribution to the improvement of school management was not properly conducted.</p>										
Objectives of the Project	<p>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 schools¹ (Principal Training) for improving school management is established in the selected prefectures. 3. Assumed steps for achieving the project goals²: The project i) prepares principal training program consisting of preparation methods of School Educational Project (PEI) and Annual School Plan (POA), ii) establishes and applies the principal training model (note1) and improve school management capacity through the implementation of training by Japanese experts for instructors (Principal Training Unit members) and supervisors (note2). With the verification and extension of effectiveness of the principal training model at central schools, the project aims to improve school management by applying the model at associate schools. (note1) principal training model establishes a guiding system which largely guarantees practices of theories/methods learned through training at each school by combining i) training which contributes to improvement of school management by the preparation of PEI and POA and ii) training, monitoring and follow up schemes. "Establishment of the model" is defined as "approval of guidelines by MEC." (note2) Principal Training Unit consists of six (6) members from i) Head Office of Preschool/Primary Education, ii) Head Office of Education Process Enhancement, iii) IFD (Institute of Teacher Training) of MEC, and two (2) members from Prefectural Education Supervision/Coordination Offices of the project's target prefectures (Central and Cordillera). Instructor: training lecturers belonging to Principal Training Unit of MEC Supervisor: training lecturers belonging to Prefectural Education Supervision/Coordination Offices and Teacher Support/Supervision Offices of the pilot prefectures</p>										
Activities of the project	<p>1. Project site: Part of Central and all of Cordillera (Central: 50 schools, Cordillera: 54 schools) 2. Main activities: Preparation of principal training program and training module, principal training at the prefectural level by instructors, trial of principal training at the regional level by supervisors, implementation of training for instructors and supervisors, trial of monitoring and evaluation of school management, etc. 3. Inputs (to carry out above activities)</p> <table border="0"> <tr> <td>Japanese Side</td> <td>Paraguay Side</td> </tr> <tr> <td>1) Experts: 7 persons</td> <td>1) Staff allocated: 8 persons</td> </tr> <tr> <td>2) Trainees received: 10 persons</td> <td>2) Land and facilities: Two (2) office spaces for Japanese experts and unit members</td> </tr> <tr> <td>3) Equipment: vehicles, mobile phone terminals, desktop computers, voice recorders, etc.</td> <td>3) Local cost, salaries to counterpart personnel, training cost, insurance for vehicles</td> </tr> </table>			Japanese Side	Paraguay Side	1) Experts: 7 persons	1) Staff allocated: 8 persons	2) Trainees received: 10 persons	2) Land and facilities: Two (2) office spaces for Japanese experts and unit members	3) Equipment: vehicles, mobile phone terminals, desktop computers, voice recorders, etc.	3) Local cost, salaries to counterpart personnel, training cost, insurance for vehicles
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Project Period	July, 2006 to January, 2009	Project Cost	265 million yen								
Implementing Agency	Ministry of Education (MEC)										
Related Projects	<p>Japan's cooperation: Regional Training "Improvement of School Management in Central and South America" (Follow up, March 2009); Project for Improvement of School Management (Follow up, April 2010-March 2011); Dispatch of JOCV (primary school teachers, instructors of teacher training, etc.); Dispatch of Senior Volunteer to MEC. Other donors' cooperation: Primary Education Improvement Project "Escuela Viva" (IDB); Project for Quality Improvement of Secondary Education (MECES) (World Bank, 1995-2000)</p>										

II. Result of the Evaluation

1 Relevance

¹ Central schools are the largest schools in the primary education school network which usually consists of 5-8 neighboring schools. They provide advices for associate schools within the network and communicate/coordinate with relevant administrative institutes. The total number of central schools targeted by the project is 104 (Central: 50 schools, Cordillera: 54 schools).

² Reviewed at the time of the ex-post evaluation.

This project has been highly relevant with Paraguay's development policy "access to education (complete achievement of 9-year compulsory education)", "improvement of quality, effectiveness and equity of education" as set in "PARAGUAY 2020 (1994)" and "Paraguay Strategic Education Plan 2020 (2008)", development needs "school management capacity of principals to secure quality improvement such as guarantee of school hours", as well as Japan's ODA policy; JICA's Country Assistance Program (2007) and Basic Education Initiative for Growth (2002) at the time of both ex-ante evaluation and project completion. Therefore, relevance of this project is high.

2 Effectiveness/Impact

The project focuses on establishment of principal training model that contributes to improvement of school management at central schools in the target prefectures and objectives at the time of the project completion were to prepare principal training guidelines which include i) the methods of operation and contents of principal training, ii) the methods of school management after training, iii) the way to expand principal training on a national scale and iv) the materials for the trainers and trainees as well as v) to obtain official approval of the guidelines from MEC. As major achievements, principal training guidelines were prepared and the capacity of instructors and supervisors of the principal training, who actually carry out training activities, were enhanced. Regarding i) and ii) the methods of operation and contents of principal training and the methods of school management after training are described in detail and clearly. As for iv), the materials (kits) have been prepared as an attachment to guidelines and for v), the developed guidelines were approved by MEC at JCC held in November 2008. On the other hand, concerning iii), the mechanism to expand principal training on a national scale has not been established by MEC and detailed descriptions have not been included in the guidelines. After the project completion, IFD has been in charge of principal training and supervisors and instructors who were trained by the project have conducted the relevant training and monitoring activities, though the training system is different among prefectures. The mechanism to expand principal training on a national scale has not yet been established and IFD has proposed relevant training as a part of continuous training program and employed and trained new instructors with the approval of MEC. In addition, the number of supervisors in the targeted two (2) prefectures increased. Principal training guidelines which include kits have sufficiently been utilized at the stage of ex-post evaluation.



Principal training by using guidelines



Monitoring report by supervisors

As for the overall goal "improvement of school management in terms of primary education in the target areas", principals of 101 targeted central schools conduct principal training, monitoring and instruction, and extend PEI and POA to associate schools. 167 central schools and 531 associate schools in the target prefectures have already prepared and practiced POA. The number of associate schools is on the increase as a result of extension activities by non-targeted central schools which participated in principal training, and reached to 297 and 235 Central and Cordillera respectively. According to supervisors who conduct monitoring, school hour management was rationalized and the average rate of realization of school hours increased from 35% at the time of the baseline survey in 2007 to 88.33% in 2011 (based on the survey conducted by JICA) through preparation of and adherence to class schedule. Furthermore, positive changes, such as holding meetings between principals/teachers and parents to discuss school management, have been observed. These events illustrate improved school management by POA. However, there exist some schools that are not able to fully practice POA due to insufficient budget.

In this way, this project has largely achieved the project purpose. Instructors and supervisors obtained necessary skills through training during the project period and have been extending the model by using training guidelines after the project completion. In addition, schools whose principals completed the training show improved management.

Therefore, effectiveness/ impact of the project is high.

Achievement of project purpose and overall goal

Aim	Indicators	Results
(Project Purpose) School management is improved in the schools providing basic education in the target regions.	The methods of operation and contents of Principals' Training are described clearly (in the guidelines).	(Project Completion) Described in detail and clearly (Ex-post Evaluation) Same as above. Training methods have been modified according to demands and environment
	The methods of school management after training are described (in the guidelines).	(Project completion) Described in detail and clearly (Ex-post Evaluation) Same as above.
	The way to expand Principals' Training on a national scale is described (in the guidelines).	(Project completion) Not described in detail and clearly. (Ex-post Evaluation) Although the way to expand Principals' Training on a national scale has not been established, IFD conducts relevant training as a part of continuous training programs.
	The materials for the trainers and trainees are included (in the guidelines).	(Project completion) The materials (kits) have been prepared as an attachment to guidelines and submitted to curriculum/evaluation/instruction head office by preparation team of a guideline. (Ex-post Evaluation) The materials (kits) have sufficiently been utilized.
	The developed guidelines are agreed by the MEC (Paraguayan side)	(Project completion) The developed guidelines were approved by MEC at JCC held in November, 2008.

(Overall goal) The training model for principals in the central schools (Principal Training) for improving school management is established in the selected departments.	Number and quality of POA of associate schools in the neighboring prefectures	(Ex-post Evaluation) 101 targeted central schools extend POA to associate schools and 167 central schools and 531 associate schools have already prepared POA. Regarding the quality of POA, 98.18% of schools have fulfilled the quality of POA set up by the project in both target prefectures and overall quality was greatly improved. Also activity records have shown improvement with the plans based on POA.
	Degree of achievement of POA of associate schools in the neighboring prefectures	(Ex-post Evaluation) The number of associate schools, which practice POA, has been increasing. 297 associate schools in Central Prefecture and 234 associate schools in Cordillera Prefecture practice it.

Source : Project Completion Report, Interviews with counterparts

3 Efficiency

While the inputs were mostly appropriate for producing the outputs of the project, and the project period was within the plan (ratio against the plan: 100%), the project cost slightly exceeded the plan (ratio against the plan: 106%) because of additional expenses such as printing of training guidelines. Therefore, efficiency of the project is fair.

4 Sustainability

In the policy aspect, this project is still given importance in the current development policy in Paraguay as “National Education Plan 2024 (2011)” aims to enhance educational level by improving school management system. Institutionally, main responsibilities of MEC include monitoring and evaluation of PEI and POA and Technical Group of Teacher Training Bureau conducts training for instructors at various IFDs and also carries out training for principals of central schools and as well as monitoring and evaluation activities in collaboration with Education Supervision Office. Part of personnel trained by the project currently carries out activities unrelated to the project because of a reshuffle of personnel at MEC. At present, one (1) technician of Teacher Training Bureau and also one (1) technician of IFD are conducting activities, which are directly related to the project. At the regional level, there are capable personnel who conduct monitoring, evaluation and instruction which are part of tasks of Prefectural Coordination Offices and nationwide Education, Management/Supervision Offices and also there are competent personnel to extend the principal training model. Problems include insufficient personnel to continue activities directly related to the project and weak coordination between Teacher Training Bureau and Education Supervision/Coordination Offices in each prefecture. As for the technical aspect, although training for instructors and supervisors has been continued with the guidelines prepared by the project, further technical strengthening is desirable for model extension. Majority of equipment provided by the project are currently utilized, however, photocopy machines, printers and computers require maintenance or exchange of parts, or disposed because of an unrecovered damage. On the financial aspect, since principal training is not an independent project or program at MEC, no budget is secured. Such budget is included in the integrated budget of continuous teacher training program. Principal training carried out in “Escuela Viva II” supported by IDB has budget to conduct courses specializing in school management for principals of 600 urban schools and 2,000 rural schools, including central and associate schools targeted by this project. However, as mentioned in “Effectiveness/Impact, there exist some schools that delay or suspend activities determined by POA due to insufficient budget.

From these findings, it is considered that the project has some problems in institutional, technical and financial aspects of the implementing agency; therefore, sustainability of the project is fair.

5 Summary of the Evaluation

This project has achieved the project purpose of establishment of principal training model that contributes to improvement of school management by fully utilizing principal training guidelines approved by MEC and by continuously implementing principal training by IFD, though the training system is different among prefectures. On the overall goal, extension of principal training to other schools in the target prefectures and preparation and practice of POA have contributed to better school management in terms of primary education in the target areas. As for sustainability, this project is still given importance in the current development policy. However, there are problems in terms of institutional, technical and financial aspects since part of personnel trained by the project currently carries out activities unrelated to the project after a reshuffle of personnel at MEC, which technically undermines the model extension, and there exist some schools that delay or suspend activities determined by POA due to insufficient budget as well as unsatisfactory finance for the model extension.

In the light of above, this project is evaluated to be satisfactory.

III. Recommendations & Lessons Learned

● Recommendations for Implementing agency:

It is essential that relevant offices (Teacher Training Bureau, Head Office of Preschool/Primary Education and Head Office of Education Process Enhancement) make policy instructions for each school in order to secure practices of school management improvement. It is necessary to strengthen coordination system among relevant central and prefectural offices so that relevant central offices, particularly Teacher Training Bureau and each Prefectural Education Supervision/Coordination Office coordinate, improve school education management and teacher quality, prepare and practice PEI/POA at each school.

● Lessons learned for JICA:

Principal training model and its guidelines established by the project were highly evaluated by supervisors and relevant educational agencies such as IFD, since training contents adjusted to the existing system were introduced and preparation procedures of PEI and POA are explained in easy and logical expressions in the guidelines. Guidelines were prepared through the formation of consensus among relevant organizations during the project and the quality level of these guidelines is quite high and they can be directly utilized for the implementation of training. In addition, the guidelines are detailed, practical and adjusted to the actual conditions of the country. These experiences can be applied to other similar projects.