

Country Name	The Quality Improvement of Primary School Education
The Plurinational State of Bolivia	(PROMECA: Proyecto de Mejoramiento de la Calidad de la Enseñanza Escolar)

I. Project Outline

Background	<p>In Bolivia, the educational reform has been promoted since 1994. The educational reform achieved improvement of accessibility to primary education, including the enrollment rate. However, there were still various issues to be tackled, including curriculum development reflecting multiculturalism, efficient educational administration and human resource development. In order to cope with those issues, the Ministry of Education elaborated “Strategy for Education 2004-2008” as a new policy for the educational reform. Under the situation, the Japanese Government has been assisting Bolivia through grant aid project of primary school construction (1998-2001) and dispatch of long-term experts (supporting and promoting the educational reform). Based on the results of the project formation study conducted by JICA in 2002, the government of Bolivia requested the government of Japan a technical cooperation project to support improvement of school and class management and teaching method at primary school.</p>																		
Objectives of the Project	<p>The project aimed at improving performance of teachers to promote “Student Centered learning” at the target schools through delivery of trainings for teachers, implementation of open class and education research in classroom as “the Study Class” as well as introductory seminars for the Teachers Training Schools, thereby improving education quality based on the concept of “Student Centered learning” at the classroom level in Bolivia. The following project objectives were set forth in the project plan.</p> <p>1. Overall Goal : Improvement on education quality, based on the concept of “Student Centered Learning” is promoted at the classroom level in Bolivia.</p> <p>2. Project Purpose : Performance of the teachers to promote “Student Centered Learning” at the target schools of the project is improved.</p>																		
Activities of the project	<p>1. Project site: Bolivia</p> <p>2. Main activities: 1) Developing modules and materials for training of teachers, 2) Conducting trainings for department officers, municipal officers, school directors and teachers, 3) Implementing open class (clase abierta) and educational research in classroom, 4) Implementing departmental meetings, national conferences of teachers, 5) Implementing introductory seminars for the Advanced Schools of Teachers Training (ESFM: Escuela Superior de Formación de Maestros)</p> <p>3. Inputs (to carry out above activities)</p> <table border="0"> <tr> <td>Japanese Side</td> <td>Bolivian side</td> </tr> <tr> <td>(1) Dispatch of experts: 25 experts</td> <td>(1) Counterpart personnel: 3 persons at central level and 215 MM at local level</td> </tr> <tr> <td>(2) Acceptance trainees in Japan: 66 persons</td> <td>(2) Land and Facilities: Project office, space of trainings</td> </tr> <tr> <td>(3) Provision of equipment: PCs, copy machines, printers, etc.</td> <td>(3) Local Cost: Cost for project activities including travel expenses</td> </tr> <tr> <td>(4) Dispatch of experts from the third country (Brazil): 4 experts</td> <td></td> </tr> <tr> <td>(5) Regional cooperation trainings: 34 persons</td> <td></td> </tr> <tr> <td>(6) Local cost: Cost for material development, trainings and local consultants</td> <td></td> </tr> </table>					Japanese Side	Bolivian side	(1) Dispatch of experts: 25 experts	(1) Counterpart personnel: 3 persons at central level and 215 MM at local level	(2) Acceptance trainees in Japan: 66 persons	(2) Land and Facilities: Project office, space of trainings	(3) Provision of equipment: PCs, copy machines, printers, etc.	(3) Local Cost: Cost for project activities including travel expenses	(4) Dispatch of experts from the third country (Brazil): 4 experts		(5) Regional cooperation trainings: 34 persons		(6) Local cost: Cost for material development, trainings and local consultants	
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Ex-Ante Evaluation	2003	Project Period	July 2003 to July 2010	Project Cost	(Ex-Ante) 260 million yen (Actual) 715 million yen														
Implementing Agency	Ministry of Education																		
Cooperation Agency in Japan	Osaka University, Kansai University, Kyoto City Board of Education, Koei Research Institute (KRI) International Corporation																		

II. Result of the Evaluation

<Special Perspectives Considered in the Ex-post Evaluation>

[Changes in PDM and expansion of the project scale]

This project was composed of the 2 year pilot stage (2003-2005) and the 5 year full implementation stage (2005-2010) in order to carefully apply the Japanese approach in primary education in Bolivia. The scale of the project was dramatically expanded from 8 pilot schools in the 2 target municipalities for the pilot stage of the project to 500 target schools in all the 9 departments in Bolivia. It can be considered that the expansion of inputs (the project cost) has been reasonable for the extension of the target schools nationwide. Therefore, this ex-post evaluation verified whether the project activities using the inputs could have produced outputs to sustain “Student Centered Learning” in the 500 target schools or not, not only from the aspects of effectiveness/impacts but also from “efficiency of the project” from the aspects of efficient use of the inputs to produce the sustainable outputs. 54 schools in 7 departments (La Paz, Cochabamba, Chuquisaca, Santa Cruz, Potosí, Tarija and Oruro) out of the 500 target schools, which had been accessible within the limited time and budget for the field survey of this ex-post evaluation, were surveyed by the ex-post evaluation.

[Policy change and organizational change of Departmental Offices of Ministry of Education (SEDUCAs) and personnel turnover]

In accordance with the New Law on Public Education 070 enacted in December, 2010, SEDUCA was changed to the Departmental Directorate of Education (DDE) in 2010 and their responsibilities were changed and have not covered continuous trainings of teachers anymore which had been closely linked to the activities introduced by the project. In addition, the education system, including curriculum of primary school teachers and the institutional

structure for teacher trainings, was changed in 2010 and 2011. Therefore, this ex-post evaluation carefully analyzed how the policy changes and the organizational change of SEDUCA affect effects and impacts of the project as well as their sustainability. In addition, due to the high personnel turnover, there was difficulty to collect data from the personnel and staff having participated in the project activities. Therefore, the effects and impacts of the project as well as their sustainability were verified by information from the personnel and the staff who are currently engaged in the activities for “Student Centered Learning” in Bolivia.

1 Relevance

<Consistency with Development Policy of Bolivian Government at the Time of Ex-ante Evaluation and the Project Completion>

The project was consistent with the Bolivia’s development policy of “quality improvement of the current teachers” and “quality education for equal opportunities” as set forth in the policy documents including the Supreme Decree No. 23950 of 01 (1995) and a series of Ministerial Resolutions concerning curriculum and teacher training, the National Development Plan (2006-2010) and the Strategic Institutional Plan (2010-2014).

<Consistency with Development Needs of Bolivia at the Time of Ex-ante Evaluation and the Project Completion>

The project met the development needs of Bolivia to enhance capacity development of teachers in order to improve quality of education at the both times of ex-ante evaluation and the project completion.

<Consistency with Japan’s ODA Policy for Bolivia at the Time of Ex-ante Evaluation>

The project was consistent with the Japan’s ODA policy toward Bolivia, agreed in the policy dialogue in April 2001, to support one of the prioritized areas of basic needs including education.

<Evaluation Results> In the light of the above, the relevance of this project is high.

2 Effectiveness/Impact

<Status of Achievement of the Project Purpose at the Time of Project Completion>

The Project Purpose was achieved by the project completion. According to the detailed self-evaluation of 20 schools conducted by the project, the average evaluation points for the schools with 4 or more year experience in the project based on the evaluation criteria¹ were as expected by the project. The average points of self-evaluation were as follows: 2.14 for elaboration of study guidance, 2.11 for implementation of study guidance, 2.23 for motivation of pupils, 2.03 for practice of “Student Centered Learning” and 2.13 for overall evaluation. While it was expected to take 4 years in order to implement all the modules developed by the project, schools dedicated to the improved methodologies could realize improvement of the 4 items elaborated by the project through the improved training skills of the Department Implementation Team (EDI: Equipo Departamental de Implementación) officers, improvement of the training materials as well as vitalization of the District Team of Technical Support (ETAD: Equipo Técnico de Apoyo al Distrito) activities.

<Continuation Status of the Project Effects at the Time of Ex-post Evaluation>

After the project completion, the activities introduced by the project have been partially continued. The activities by ETADs, composed of technical officers of the former SEDUCAs, school directors and teachers of the target schools, including technical support and monitoring of schools, continued until 2011 but stopped due to changes in district and department managers by institutional process. However, support teams similar to ETADs were organized unofficially and voluntarily by the Teams of Language in all the 9 departments and Mathematics in the 2 departments of La Paz and Sucre in order to support their own colleagues in their own schools and others. The in-service trainings introduced by the project have not been delivered by DDEs anymore because the new functions of DDEs under the Supreme Decree No.813 issued in 2011 do not include the continuous training of teachers. The in-service trainings were delivered by the Special Unit of Continuous Education (UNEFCO: Unidad Especializada de Formación Continua) until 2013 but no training was conducted after that since the mission of UNEFCO has changed to monitoring teachers in their classroom. During the period from 2011 to 2013, 342 courses of in-service training developed by UNEFCO were executed for 76,783 teachers. Since 2012, under the Complemental Training Program (PROFOCOM: Programa de Formación Complementaria) aiming at in-service trainings for teachers, additional trainings for teachers have been delivered in service.

<Status of Achievement of the Overall Goal at the Time of Ex-post Evaluation>

The Overall Goals have been partially achieved by the time of ex-post evaluation. For the Indicator 1, among 54 target schools surveyed by this ex-post evaluation, 48 schools have been continuously but partially practicing the activities introduced by the project, such as structured board and using slogans, though they adjusted them to their needs. According to 185 teachers interviewed by the ex-post evaluation, most of them have used those methodologies partially while 29% of them have applied more. The main reasons why the methodologies introduced by the project have been applied partially are a) the new educational model under PROFOCOM since 2012, b) the lack of support and follow-up by DDEs and district offices, c) the lack of materials, d) high stringency of the PROMECA methodology regarding planning and organizing time, e) misconception that there is no necessity to continue full implementation of the methodologies and strategies developed by the project. For the Indicator 2, the in-service training system based on the concept of “Student Centered Learning” has not been sustained because topics of training have been changed and mainly cover the new Law on Education and education system, native languages, alternative and special education, Education Management and Community Environment Improvement under the new curriculum. For the Indicator 3, the teachers’ conference at the national level, which had been introduced by the project, has been held every year since 2011 in order to outreach and disseminate experiences among the teachers based on the Teams of Language.

<Other Positive and Negative Impacts>

There were some positive impacts observed at the time of ex-post evaluation. ESFM’s have incorporated themes of “the Study Class” in the area of Educational Research and Knowledge Production (IEPC) to their curriculums. Also, the Adequacy of Support Materials for Teacher Training Project (Proyecto Adecuación de Materiales de Apoyo para la Formación Docente: AMA-FD Project)² has been implemented based on PROMECA under the JICA’s cooperation. No negative impact was observed.

¹ The evaluation criteria were as follows:

- Less than 1.0 point: unsatisfactory level
- 1.0 point and more and less than 2.0 points: level improved
- 2.0 points and more and less than 3.0 points: expected level
- 3.0 points and more: more than expected level

² AMA-FD Project aimed at revisions and elaboration of teacher training materials for the graduates of ESFM’s in order to be certified as the bachelor’s

<Evaluation Results>

The Project Purpose was achieved and the Overall Goal has been partially achieved because the activities and methodologies based on “Student Centered Learning” introduced by the project have been continued not fully but partially after the start of the new educational model in 2012. Therefore, effectiveness/Impact of the project is fair.

Achievement of project purpose and overall goal

Aim	Indicators	Results																																																							
(Project Purpose) Improvement of performance of the teachers to promote “Student Centered Learning” at the target schools	(Indicator 1) By June, 2010, classes of the target schools of the project with 4 year experience in the project are improved to the level* determined by MEC and the JICA team in terms of elaboration of study guidance, implementation of study guidance, motivation of pupils and practice of “Student Centered Learning”. * Evaluation criteria: less than 1 point: insufficient, 1<2: improved, 2<3: level to be expected, more than 3: more than expected	<u>Status of Achievement: Achieved.</u> (Project Completion) ● According to the detailed self-evaluation of 20 schools (15 schools with 4 or more year experience in the project and 5 schools without it (with about 2 years of experience)), the average evaluation points for the schools with 4 or more years of experience were as the ones expected by the Project. (Ex-post Evaluation) ● Due to changes in district and departmental managers by the organizational restructuring by the Supreme Decree No. 813 (March, 2011), the activities of ETADs, including technical support and monitoring for schools, stopped after the project completion. ● The methodologies based on the concept of “Student Centered Learning” have been partially applied by the teachers participating in the project.																																																							
(Overall goal) Improvement on education quality based on “Student Centered Learning” at classroom level in Bolivia	(Indicator 1) 70% of the target schools of the project are going to implement the activities introduced by the project in 2015	<u>Status of Achievement: Achieved.</u> (Ex-post Evaluation) [No. of Target Schools Practicing “Student Centered Learning”] <table border="1"> <thead> <tr> <th></th> <th>No. of target schools for the project (a)</th> <th>No. of schools visited or contacted (a')</th> <th>No. of target schools practicing at the time of ex-post evaluation (2015) (b)</th> <th>% of the target schools practicing (b)/(a')</th> </tr> </thead> <tbody> <tr> <td>La Paz</td> <td>115</td> <td>14</td> <td>13</td> <td>92.8%</td> </tr> <tr> <td>Cochabamba</td> <td>100</td> <td>10</td> <td>9</td> <td>90.0%</td> </tr> <tr> <td>Chuquisaca</td> <td>55</td> <td>8</td> <td>8</td> <td>100.0%</td> </tr> <tr> <td>Santa Cruz</td> <td>50</td> <td>5</td> <td>4</td> <td>80.0%</td> </tr> <tr> <td>Potosí</td> <td>60</td> <td>6</td> <td>5</td> <td>83.3%</td> </tr> <tr> <td>Tarija</td> <td>50</td> <td>6</td> <td>5</td> <td>83.3%</td> </tr> <tr> <td>Oruro</td> <td>35</td> <td>5</td> <td>4</td> <td>80.0%</td> </tr> <tr> <td>Beni</td> <td>25</td> <td>0</td> <td>--</td> <td>--</td> </tr> <tr> <td>Pando</td> <td>10</td> <td>0</td> <td>--</td> <td>--</td> </tr> <tr> <td>Total</td> <td>500</td> <td>54</td> <td>48</td> <td>88.9%</td> </tr> </tbody> </table>		No. of target schools for the project (a)	No. of schools visited or contacted (a')	No. of target schools practicing at the time of ex-post evaluation (2015) (b)	% of the target schools practicing (b)/(a')	La Paz	115	14	13	92.8%	Cochabamba	100	10	9	90.0%	Chuquisaca	55	8	8	100.0%	Santa Cruz	50	5	4	80.0%	Potosí	60	6	5	83.3%	Tarija	50	6	5	83.3%	Oruro	35	5	4	80.0%	Beni	25	0	--	--	Pando	10	0	--	--	Total	500	54	48	88.9%
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Source : Terminal Evaluation Report, statistics of UNEFCO, Interviews with Directorate General of Teachers Training (DGFM: Dirección General de Formación de Maestros), DDEs, UNEFCO, teachers, etc.

3 Efficiency

Although the project period was as planned (ratio against the plan: 100%), the project cost exceeded the plan (ratio against the plan: 275%) because the project outputs was scaled up from the pilot stage for the first 2 years with 8 target schools in 2 municipalities to the full implementation stage for the last 5 years with 500 target schools nationwide. At the time of project planning, while the project period was planned as 7 years including both of the 2 year pilot stage and the 5 year full implementation stage, the project cost in the original plan did

not include the cost covering the number of target schools for the full implementation stage. However, at the mid-term review in October, 2007 after starting the full implementation stage, the project cost was recalculated to covers the cost for activities at the 500 target schools nationwide based on the actual cost for the activities in the pilot stage. Since the increase in the project cost was reasonably resulted by the expanded outputs with the scaled up activities at the 500 target schools the ratio against the plan for the project cost can be considered as 100%. Therefore efficiency of the project is high.

4 Sustainability

<Policy Aspects>

According to the new Law No. 070, the new educational model has been formulated. Although the PROMECA methodologies, including the Student Centered Learning, is not explicitly incorporated in the new model, the elements and contents of them, such as in-service training for teachers and community participation in the educational process, have been considered and reflected in the new model.

<Institutional Aspects>

As mentioned above, in accordance with the Supreme Decree No.813 issued in 2011, SEDUCAs were transformed into DDEs in 2012. After the transformation, the DDE officials support UNEFCO but are not engaged in trainings for teachers nor monitoring and supervision of teachers because their current missions are transparent and timely implementation of educational policies and curriculum management in their department, as well as administration and management of resources within their scope, powers and functions. Since 2012, PROFOCOM, which is the outreach program aiming at in-service training for teachers to provide complementary higher degree in two year study started, the UNEFCO' mission was changed from delivery of continuous trainings for teachers to monitoring teachers in their classroom. UNEFCO has expanded their scope and created national coordinators for continuous education for teachers in each department who work through a network of the Centers of Continuous Teacher Education for Teachers (CFCM: Centros de Formación Continua para Maestros) in capitals of departments and intermediate cities. The current number of UNEFCO staff (36 technicians and 13 administrative staffs) is sufficient for coordinating activities in each department except departments with large population of teachers, such as La Paz and Santa Cruz. ETADs have been partially functional after the project completion due to no formalization of their activities and no budget. In some schools whose teachers had participated in the Team of Language or those with teachers in the language area, the activities based on PROMECA have been continued for promoting educational research in classroom such as "the Study Class", sharing or exchanging experience and research in the area of communication and languages in order to improve and strengthen teaching practice. Although ETADs have not been in operation, the Teams of Language in 9 departments and the Teams of Mathematics in 2 departments are operating the ETADs models. Among the teachers of the schools surveyed by this ex-post evaluation³, 29% have continuously implemented the activities introduced by the project but 58% have not done continuously⁴, because no team has been formed to apply the PROMECA methodologies in school without support by ETADs and EDIs and new teachers have no chance to know them. In addition, the regular education curriculum was transformed during the period from 2011 to 2013.

<Technical Aspects>

For UNEFCO officers, no training to update their skills or knowledge regarding the PROMECA methodologies was delivered due to the new law for teachers' training. Also, for DDE technical officers, there was no chance to update their skills or knowledge about the PROMECA methodologies because of the institutional changes. Through the National Meetings of Language under the participation of ex-Japanese experts for the project who have voluntarily visited Bolivia after the project completion, the active members updated and refreshed their skills and knowledge. The target schools do not apply in the full EPI methodologies or school management introduced by the project. The Open Class introduced by the project has been conducted in 6 schools surveyed by this ex-post evaluation. All of them are those that the directors had participated in the project. Under the technical support by the ex-Japanese experts for the project and the Japan Overseas Cooperation Volunteers (JOCVs), the teachers applied and updated the PROMECA methodologies by their own initiative and motivation. For example, 50% of the teachers surveyed by the ex-post evaluation continued the teaching practice introduced by the project. Some of the training materials have been continuously used for initial teacher training, such as structuring of the board, use of notebook, slogans and so on. Also, ESFMs use the Class Study Method, the educational research in class room, which was introduced by the project, for the curricular area of the Educational Research and Knowledge Production (IEPC: Investigación educativa y producción de conocimiento), which is a basis for development of graduation thesis. However, "Student Centered Learning" introduced by the project have not been incorporated in the curriculums and the textbooks explicitly though some elements such as the methodological strategy of EPI may have been incorporated. Also, mathematics textbook for primary level courses published by the Municipal Government of La Paz is based on some Japanese teaching technique introduced by the project.

<Financial Aspects>

The Ministry of Education allocated budget for UNEFCO to conduct trainings of the Cycle of Classroom in Community Environment Management including 5 courses. The trainings were delivered in 9 departments for the period between 2010 and 2012. The budget sources were the General Treasury and the International Cooperation Basket Fund. After the transformation from SEDUCAs to DDEs, no budget has been allocated for in-service training for teachers as DDEs are not responsible for it. At municipal level, although some District Directorates, such as Cochabamba, Chuquisaca and Potosí, requested budget to continue the project activities, the approval and allocation of fund have been hindered after the transformation to DDEs. On the other hand, teachers of the Language and Mathematics teams have raised fund for the National Meetings through delivery of trainings to other teachers from different schools.

<Evaluation Results>

In the light of the above, there have been problems observed in all the aspects of the political, institutional, technical and financial aspects of sustainability. Therefore, sustainability of the project is low.

5 Summary of the Evaluation

The Project Purpose was achieved through the improved performance of teachers in the target schools by practicing "Student Centered Learning". However, the Overall Goal has been partially achieved because the PROMECA methodologies have not been incorporated in the new educational model explicitly after the new Law was enacted. As for sustainability, while the teachers have been continuously made efforts for application and improvement of teaching methodologies based on the PROMECA methodologies under their own initiative at

³ 54 schools and 185 teachers in La Paz, Cochabamba, Chuquisaca, Potosí, Tarija, Oruro and Santa Cruz were surveyed by this ex-post evaluation.

⁴ 13% of the teachers surveyed by this ex-post evaluation did not respond.

school level, there are concerns about continuation of the project effects because the in-service trainings for teachers and budget allocation have not been sufficiently ensured.

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

III. Recommendations & Lessons Learned

Recommendations for Implementing Agency:

[Ministry of Education]

Since it was observed that the teacher trainings had been effective to improve quality of education through implementation of the project, it is recommended the Ministry of Education reallocate the budget for teacher trainings to a responsible entity (UNEFECO) in order to improve quality of education continuously through continuous in-service trainings for teachers.

[DDEs and districts]

Despite of no support by ETADs at district level and EDIs at departmental level for applying the PROMECA methodologies, some teachers have sustained their network to promote educational research and to share their experiences for improvement of teaching practices based on the PROMECA methodologies. Therefore, it is recommended DDEs and districts to reinstall a function to support teachers in order to practice the PROMECA methodologies for improving quality of education.

Lessons learned for JICA:

[Necessity of rational change in project scope and follow-up support]

The new law on education was on the table during the project period, but the New Law on Education No. 070 was enacted only after the project completion. Although the project made efforts to incorporate elements of the PROMECA methodologies introduced by the project in the new educational model defined under the new law, they were not explicitly incorporated because of the institutional transformation from SEDUCA to DDEs with change in their mission, the change in responsibilities of UNEFECO, and high turnover of personnel in DDEs and district offices as well as teachers. After the project completion, it has been very difficult to continue and disseminate activities related to the PROMECA methodologies by the limited number of personnel and teachers who participated in this project without policy and financial support. On the other hand, the Language and Mathematic teams, formed during the implementation of the project, continued their activities based on the PROMECA methodologies with their own funding. In the case of policy change and/or institutional reform during the project period, it can be predictable to some extent that the project effects and their sustainability can be affected by those changes. Therefore, it is necessary to rationally change or modify the project scope for seeking to incorporate key elements of system or approach introduced by the project to the new strategy or model under the new regime in order to ensure sustainability of project effects. In particular, it is essential to come up with realistic strategy how to sustain and disseminate key concept and components introduced by the project in the changing situation with high turnover of counterpart personnel. Also, it is preferable to consider follow-up support for continuation and dissemination of effective activities introduced by the project when the persons having participated in the project are keen to conduct those activities.



Mathematics open class in the 3rd grade of primary school in the Educational Unit Valentin Abecia in Sucre



Language class in the 2nd grade of primary school in the Educational Unit Esteban Arce in Tarata, Cochabamba