

**Peru: Basic Education Programme (Advanced teacher training)**

**Ex-post evaluation**

<b>OECD sector</b>	Basic education / 11220	
<b>BMZ project ID</b>	1) 1995 65 706 (Investment) 2) 1996 70 142 (Personnel support)	
<b>Project-executing agency</b>	MED (Ministerio de Educación/Ministry of Education)	
<b>Consultant</b>	GTZ (third party business)	
<b>Year of ex-post evaluation</b>	<b>2005</b>	
	<b>Project appraisal (planned)</b>	<b>Ex-post evaluation (actual)</b>
<b>Start of implementation</b>	1) 1st quarter 1997 2) 1st quarter 1997	1) 4th quarter 1997 2) 3rd quarter 1998
<b>Period of implementation</b>	1) 36 months 2) 36 months	1) 40 months 2) 39 months
<b>Investment costs</b>	1) EUR 37.6 million 2) EUR 1.53 million	1) EUR 39.0 million 2) EUR 2.0 million
<b>Counterpart contribution</b>	1) EUR 18.5 million 2) -	1) EUR 17.6 million 2) -
<b>Financing, of which Financial Cooperation (FC) funds</b>	1) EUR 7.56 million 2) EUR 1.53 million	1) EUR 7.56 million 2) EUR 2.0 million (incl. Study and Expert Fund)
<b>Other institutions/donors involved</b>	World Bank, BID	World Bank, BID
<b>Performance rating</b>	3	
<b>• Significance / relevance</b>	3	
<b>• Effectiveness</b>	3	
<b>• Efficiency</b>	2	

**Brief Description, Overall Objective and Project Objectives with Indicators**

The objective of the project "Mejoramiento de la Calidad de la Educación Primaria" (MECEP), which was co-financed by the World Bank (WB), the Interamerican Development Bank (IDB) and German Financial Cooperation, was to improve the quality and efficiency of primary education in Peru. This objective, which is at the same time the overall objective of the FC project, is considered as achieved according to the definition of the World Bank if pupils' school performance has improved, repeating rates have been reduced and dropout rates continue to fall. These indicators were not quantified by the World Bank.

The FC project covered only one component of MECEP, which was the improvement of teaching quality (Plan Nacional de Capacitación Docente, PLANCAD) and comprised training measures for male and female primary school teachers. The aim was to improve primary

education in the poorer “departamentos” mainly in the Andean region (programme objective). The following indicator was formulated for the achievement of the objective of the PLANCAD component supported under Financial Cooperation: “70% of the teachers that received training measures in the context of the PLANCAD project in the Andean trapeze are working in compliance with the new curricula standards and apply during classes the improved curricula, learning materials and the methods they have learnt.”

### **Programme Design / Major Deviations from the original Project Planning and their main Causes**

The MECEP primary education programme supported by the World Bank and the BID had three components: (a) improvement of the teaching quality, (b) institutional strengthening of the sector institutions and (c) the improvement of the school infrastructure in poor departments in Peru. The first component “improvement of teaching quality” (PLANCAD) comprised the elements of development of the curriculum, preparation of teaching materials and teacher training.

The sub-component co-financed under Financial Cooperation exclusively covered teacher training components within PLANCAD. According to the concept the teacher training was to be implemented by civil education institutions (pedagogic institutes, universities, NGOs), which were to be selected in a competitive bidding procedure. The Ministry of Education (MED) was responsible for the implementation of the overall programme. In agreement with the project executing agency the GTZ was assigned to provide conceptual support (personnel support / accompanying measure) and to accompany the implementation of the programme as a whole (third-party business). The main tasks of the TC was to support the MED in the programme implementation, the development of a monitoring and evaluation system (M&E) and the development of a concept for a permanent teacher training system.

The measures were implemented as planned. Every year the teachers of one grade level received a further training measure, which consisted of a programme cycle which comprised two seminars lasting altogether 3 weeks and ensuing observation of classes at the schools. Altogether 34,000 teachers were to participate in the training measure. This objective was exceeded substantially given the fact that altogether 40,300 teachers took part in the training measure. In addition, 9,000 headmasters were to be given advanced training (only information in the first few years, thereafter training, too). Finally, 5,604 headmasters participated in the advanced training measure in the last two years of the programme. The exact number of headmasters who only received information in the first few years is not known.

The costs of PLANCAD in the FC programme region amounted to EUR 39 million. The FC loan in the amount of EUR 7.56 million was used to finance seminar fees, per diem allowances and travel expenses incurred by the participants in the training measures. Funds in the amount of EUR 1.53 million were made available in the form of a grant for the complementary measure. In addition, FC funds of EUR 471,000 were made available from Study and Expert Fund IV and paid to GTZ for preparatory measures and consulting services rendered during the extension phase (2<sup>nd</sup> half of 2001). There were no indications of improper use of FC funds.

With hindsight it can be stated that this teacher training project tackled a central bottleneck in the Peruvian primary education system and was of high relevance.

### **Key Results of the Impact Analysis and Performance Rating**

With regard to the achievement of the objectives of the MECEP programme as a whole and, thus, the overall objective of the FC project it can be said that improvements were achieved in the school infrastructure, the pre-school programme, the school enrolment rate and in the

quality of learning materials. In its 2001 final report the World Bank described the programme results as satisfactory. This assessment is due, among others, to the fact that the indicators for the achievement of the overall programme were achieved, i.e. the repeat rate fell from 14.6% (1993) to 10.4% (1999) and the drop-out rate fell from 6.1% (1993) to 4.4% (1999). Meanwhile the repeat rate has declined further, while the drop-out rate increased slightly.

The teaching methods have improved significantly. However, this does not automatically lead to an improvement in pupils' school performance. If pupils' performance is taken as the measure to assess the quality and efficiency of the primary school system (e.g. on the basis of the international comparisons through PISA) there has been no significant improvement. Rather it has to be assumed that given the relatively short training measure offered to teachers and the focus on methodological (instead of cognitive) aspects, the overall objective of the FC project was too ambitious. Therefore, we consider the overall objective to have been achieved only partially.

The indicator for the achievement of the programme objective was entirely reached in terms of quantity and partly in terms of quality: Almost all teachers in the programme region participated in the further training measure. Through the introduction of active teaching methods PLANCAD could achieve an improvement in the teacher-pupil relationship. (Today teachers incite pupils with "active" methods to participate in classes; these are, for instance, group and team work, a more friendly learning climate, the use of indigenous languages, etc.) In contrast to earlier times, pupils can talk freely and without fear today; they participate actively in classes and learn and test social competences in the context of group work. Nevertheless, there were also deficiencies with regard to actually mastering and correctly applying such methods. Overall, however, we consider the achievement of the programme objective as still sufficient.

The implementation of training measures through civil institutions proved to be a successful approach. The fact that they had safe and reliable revenues over several years, contributed to the economic stabilisation of several of the civil institutions involved.

The way in which the GTZ accompanied the programme was adequate and the implementation was successful. The development of an M&E system, the training measures and assistance for the Peruvian team that was to support PLANCAD and the mediator role played by the GTZ in the solution of conflicts between the different departments of the MED were of particular importance. The GTZ also played an important role in the context of the preparation of bilingual materials and various publications. The concept for the intended institutionalisation of a permanent teacher training was prepared, however, is was not implemented because the MED in a first stage wants to confer the responsibility for teacher training to the regions in the context of the process of decentralisation. In a second stage a system for the training and further training of teachers that is based on the PLANCAD concept is then to be established with the support of the World Bank. With the promotion of civil institutions important structures have already been created in the context of PLANCAD in preparation of this step.

The immediate target group of the FC further training programme were teachers and headmasters at primary schools in six poor and eight very poor departments in the Andean highlands (60% poor people, mainly Quechua and Aymara-speaking population) and in the lowlands of Peru (also speaking several indigenous languages). Until today pupils are benefiting from the programme since due to the methods applied they are being encouraged to show a more active and participatory behaviour.

The overall developmental assessment of the project is based on the key criteria of effectiveness, significance/relevance and efficiency. Weighing all these criteria we classify the project as having an overall sufficient degree of developmental effectiveness (rating 3):

- The unit costs of PLANCAD per teacher trained (approx. USD 200) were adequate. The costs were lower than those of comparable further training programmes and of the new World Bank project. At many inspected schools the practical teaching had changed. The efficiency of the project is rated as satisfactory (rating 2).
- All teachers interviewed said that the further training they had been given in the context of PLANCAD was good. They also positively mentioned the visits to schools and observation of classes by the implementing institutions. As a result of the training measures there was a positive change in the relationship between teachers and pupils. This was due to the use of "active" methods in classes. Thus, the learning prerequisites improved. One deficiency of the project is, however, that no permanent further training for teachers has been institutionalised so far: Though the positive effects of the one-time training that was provided are obvious and will certainly produce positive effects over a number of years, this is not sufficient. Actually, it would be necessary to refresh the training at regular intervals and to inform teachers of the latest pedagogic findings. Due to this deficiency, the project's effectiveness is rated only as sufficient (rating 3).
- PLANCAD was the first nation-wide advanced training programme that reached all teachers. Due to the use of civil institutions a broad mobilisation was achieved and at the same time the institutions were developed and strengthened institutionally. The project helped pupils to learn social (not cognitive) competences, which are important for the development of children. Dropout and repeat rates improved. However, up now to the further training measures have not led to any measurable improvement in pupils' learning performance and for this reason we assess the relevance/significance of the project only as sufficient (rating 3).

### General Conclusions for other Projects

- When an advanced teacher training measure is implemented for the first time the institutionalisation of this measure in the education system should be implemented at an early stage and, if possible, in the context of the programme. The advanced teacher training measure itself has to be repeated at regular intervals and has to be deepened at the level of the schools (school circles, exchange of teachers at the same grade level ) and through supervision. Moreover, the measures have to be adjusted in terms of methods, didactics and contents.
- A particularly positive aspect of the present teacher training project in Peru was that it was not implemented by the Ministry of Education but by civil institutions (advanced training institutions, universities, NGOs). If the conditions in a country are right the application of this concept has to be taken into consideration and might lead to a broad mobilisation of organisations of the civil society and to increasing their competences.
- A detailed base-line study on pupils' behaviour and performance should be established before the start of projects that aim at methodological changes and an improvement of the relationship between teachers and pupils. This is to ensure that the results achieved can actually be compared.
- To be able to compare pupils' learning performance and to ensure equal treatment of all pupils when moving them to the next class test should be implemented at the regional and national levels and the results should be presented to decentralised authorities and to the teachers.

### Abbreviations

BID	Banco Interamericano de Desarrollo / Interamerican Development Bank
GTZ	German Agency for Technical Cooperation (Gesellschaft für technische Zusammenarbeit)
MECEP	Mejoramiento de la Calidad de Educación Primaria (sector programme)
MED	Ministerio de Educación (Ministry of Education)
M&E	Monitoring and Evaluation
PLANCAD	Plan Nacional de Capacitación Docente (teacher training programme)
WB	World Bank

## Legend

<b>Developmentally successful: Ratings 1 to 3</b>	
<b>Rating 1</b>	<b>Very high or high degree of developmental effectiveness</b>
<b>Rating 2</b>	<b>Satisfactory developmental effectiveness</b>
<b>Rating 3</b>	<b>Overall sufficient degree of developmental effectiveness</b>
<b>Developmental failures: Ratings 4 to 6</b>	
<b>Rating 4</b>	<b>Overall slightly insufficient degree of developmental effectiveness</b>
<b>Rating 5</b>	<b>Clearly insufficient degree of developmental effectiveness</b>
<b>Rating 6</b>	<b>The project is a total failure</b>

## Criteria for the Evaluation of Project Success

The evaluation of the "developmental effectiveness" of a project and its classification during the ex-post evaluation into one of the various levels of success described in more detail before concentrate on the following fundamental questions:

- Are the **project objectives** reached to a sufficient degree (aspect of project **effectiveness**)?
- Does the project generate sufficient **significant developmental effects** (project **relevance** and **significance** measured by the achievement of the overall development-policy objective defined beforehand and its effects in political, institutional, socio-economic and socio-cultural as well as ecological terms)?
- Are the **funds/expenses** that were and are being employed/incurred to reach the objectives **appropriate** and how can the project's microeconomic and macroeconomic impact be measured (aspect of **efficiency** of the project conception)?
- To the extent that undesired (**side**) **effects** occur, are these tolerable?

We do not treat **sustainability**, a key aspect to consider for project evaluation, as a separate category of evaluation but instead as a cross-cutting element of all four fundamental questions on project success. A project is sustainable if the project-executing agency and/or the target group are able to continue to use the project facilities that have been built for a period of time that is, overall, adequate in economic terms, or to carry on with the project activities on their own and generate positive results after the financial, organisational and/or technical support has come to an end.