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ACRONYMS

AED	Academy for Educational Development
AGP	Áreas de Gestión Pedagógica / Educational Management Áreas
ALAC	Asociación los Andes de Cajamarca/ The Andes Association of Cajamarca
ANGR	Asamblea Nacional de Gobiernos Regionales / National Assembly of Regional Governments
AT	Asistencia Técnica / Technical Assistance
CAP	Contracts for Administrative Personnel
CC	Comité Consultivo / Advisory Committee
CEPCO	Centro de Estudios y de Promoción Comunal del Oriente / Center for Studies and Promotion of the East Community
CER	Comité Ejecutivo Regional / Regional Executive Committee
CETPROS	Centros de Educación Técnico Productiva / Productive Technical Education Centers
CETT (inglés)	El Programa de Centros de Excelencia para la Capacitación de Maestros/ Program for Centers of Excellence for Teacher Training
CGI	Comisión de Gestión Intergubernamental / Intergovernmental Management Committee
CGLDS	Comités de Gestión Local para el Desarrollo Social / Local Management Committees for Social Development
CIA	Círculos de Aprendizaje / Learning Circles
CLIN	Contract Line Item Number
CNE	Consejo Nacional de Educación/ National Council of Education
CONARE	Comité Nacional de Reorganización y Reorientación / National Committee of Reorganization and Reorientation
CONEACES	Consejo de Evaluación, Acreditación y Certificación de la Calidad de la Educación Superior no Universitaria / Council for Evaluation, Accreditation and Certification of Quality for Non-University Higher Education
CONEI	Consejo Educativo Institucional / Institutional Education Council
COP	Chief of Party
COPALE	Consejo Participativo Local de Educación / Participatory Council for Local Education
COPARE	Consejo Participativo Regional de Educación / Participatory Council for Regional Education
COPRED	Consejo de Preservación y Desarrollo/ Preservation and Development Council
COTR	Contracting Officer's Technical Representative

CPM	Carrera Pública Magisterial / Public Educator
CRA	Centro de Recursos de Aprendizaje/ Learning Resources Center
CRE	Comisión Regional de Educación / Regional Education Commission
CRESM	Comisión Regional de Educación de San Martín / Regional Education Commission of San Martín
DCN	Diseño Curricular Nacional / National Curriculum Design
DCOP	Deputy Chief of Party
DCR	Diseño Curricular Regional / Regional Curriculum Design
DEA	Dirección para Evaluación y Acreditación / Directorate of Evaluation and Accreditation
DEIB	Dirección de Educación Intercultural Bilingüe / Directorate of Intercultural Bilingual Education
DESCO	Centro de Estudios y Promoción del Desarrollo/ Centre for Development Studies and Promotion
DESP	Departamento de Educación Superior Pedagógica / Department of Higher Pedagogical Education
DGP	Director de Gestión Pedagógica / Director of Pedagogical Management
DIGEBR	Dirección General de Educación Básica Regular / Department of Regular Basic Education
DIGEIBIR	Dirección General de Educación Intercultural, Bilingüe y Rural / Department of Intercultural, Bilingual, and Rural Education
DIGESUTP	Dirección General de Educación Superior y Técnico-Profesional / Department of Higher, Technical, and Vocational Education
DRE	Dirección Regional de Educación / Regional Education Directorate
DREA	Dirección Regional de Educación de Amazonas / Regional Education Directorate of Amazonas
DRELP	Dirección Regional de Educación de Lima Provincia / Regional Education Directorate of Lima Province
DRELR	Dirección Regional de Educación de Lima Región / Regional Education Directorate of Lima Region
DRESM	Dirección Regional de Educación de San Martín / Regional Education Directorate of San Martín
DREU	Dirección Regional de Educación de Ucayali / Regional Education Directorate of Ucayali
DSCG	Social Development Management Committee
EBA	Educación Básica Alternativa / Alternative Basic Education
EBR	Educación Básica Regular / Regular Basic Education
ECE	Evaluación Censal Estudiantil / Student Census Evaluation

EIB	Educación Intercultural Bilingüe / Intercultural Bilingual Education
ET	Equipo Técnico / Technical Team
ETL	Equipo Técnico Local / Local Technical Team
ETR	Equipo Técnico Regional / Regional Technical Team
ExE	Empresarios por la Educación / Businessmen for Education
FOG	Fixed Obligation Grant
FPE	Fondo Perú España / Peru Spain Fund
GDS	Gerencia de Desarrollo Social / Social Development Department
GLE	Gobierno Local para Educación / Local Government for Education
GR	Gobierno Regional / Regional Government
GRDS	Gerencia Regional de Desarrollo Social / Regional Management of Social Development
GYA	Gestiona y Aprende / Manage and Learn
ICT	Information Communication Technology
IE	Institución Educativa / Educational Institution
IIEE	Instituciones Educativas / Educational Institutions
IESP	Instituto y Escuela Superior Pedagógica / Higher Education Pedagogical Institute
IPAE	Instituto Peruano de Administración de Empresas / Peruvian Institute of Business Administration
IPEBA	Instituto Peruano de Evaluación, Acreditación y Certificación de la Calidad Educativa Básica / Peruvian Institute for Evaluation, Accreditation and Certification of Quality Basic Education
INCCA	Instrumento de Cálculo del Costo por Alumno / Instrument Cost per Student Calculation
ISP	Instituto Superior Pedagógico / Pedagogical Institute
JCC	Comité Consultivo / Joint Consultative Committee
LOF	Ley de Organizaciones y Funciones / Organizations and Functions Law
M&E	Monitoreo y Evaluación / Monitoring and Evaluation
MEF	Ministerio de Economía y Finanzas / Ministry of Economy and Finance
MCLCP	Mesa de Concertación para la Lucha contra la Pobreza / Round Table for the Fight Against Poverty
MIDD	Mesa Interinstitucional de Desempeño Docente/ Roundtable for Inter-Institutional Teacher Performance
MIDIS	Ministry of Development and Social Inclusion

MIGD	Mesa Interinstitucional de Gestión y Descentralización / Roundtable Inter-Institutional of Management and Decentralization
MINEDU	Ministerio de Educación / Ministry of Education
MGER	Modelo de Gestión Educativa Regional / Model for Educational Management
MGL	Modelo de Gobernanza Local / Local Governance Model
MOF	Manual of Organization and Functions
OAAE	Oficina de Apoyo a la Administración de la Educación / Office of Support for the Administration of Education
OCR	Oficina de Coordinación Regional / Office of Regional Coordination
OPI	Oficina de Programa de Inversiones / Investment Program Office
PAT	Plan Anual de Trabajo / Annual Work Plan
PBI	Presupuesto Interno Bruto / Gross Domestic Product
PCD	Plan de Desarrollo de Capacidades / Capacity Development Plan
PCF	Partnership Challenge Fund
PCM	Presidencia del Consejo de Ministros / Council of Ministers
PEAR	Proyecto de Educación en Áreas Rurales / Rural Areas Education Project
PEI	Proyecto Educativo Institucional / Institutional Educational Project
PELA	Programa Presupuestal Estratégico Logros de Aprendizaje / Strategic Learning Achievement Budgetary Program
PER	Proyecto Educativo Regional / Regional Education Project
PGME	Plan del Gobierno Multianual de Educación / The Government's Multi-annual Education Plan
PIP	Proyecto de Inversión Pública / Public Investment Project
PIRA/DEVIDA	Plan de Impacto Rápido de la Lucha Contra las Drogas / Plan for Rapid Impact in the Fight Against Drugs
PMP	Plan de Mediano Plazo / Medium Term Plan
POA	Plan Operativo Anual / Annual Operational Plan
POI	Plan Operacional Institucional / Institutional Operations Plan
PPR	Presupuesto por Resultados / Budget Results
PROMEB	Programa de Mejoramiento de la Educación Básica / Program for the Improvement of Basic Education

PRONAFCAP	Programa Nacional de Formación y Capacitación Permanente / National Program for Lifelong Education and Training
QW	Qali Warma
RECEA	Red por la Calidad Educativa de Ayacucho / Network for Educational Quality of Ayacucho
REDES	Redes Locales / Local Networks
REMURPE	Red de Municipalidades Urbanas y Rurales del Perú / Network of Urban and Rural Municipalities of Peru
ROF	Reglamento de Organización y Funciones / Regulation on Organization and Function
RTI	Research Triangle Institute
SIAGIE	Sistema de Información de Apoyo de la Gestión de la Institución Educativa / Information Management System for Schools
SIGMA	Sistema de Información y Monitoreo del Acompañamiento / Integrated Management and Monitoring Tracking System
SM	San Martín
SINEACE	Sistema Nacional de Evaluación, Acreditación y Certificación de la Calidad de la Educación / National System for Evaluation, Accreditation and Certification of the Quality of Education
SNIP	Sistema Nacional de Inversión Pública / National System of Public Investment
SPE	Secretaría de Planificación Estratégica / Secretariat of Strategic Planning
SSII	Sistema de Seguimiento e Información / Monitoring and Information System
SSII-PER	Sistema de Seguimiento e Información - Proyecto Educativo Regional / Monitoring and Information System - Regional Education Project

EXECUTIVE SUMMARY

Project Results

- The project had objectives to improve policy and implementation at the national and regional levels in decentralization and teacher quality. The project had the greatest impact in decentralization, impacting policy and processes, creative innovative approaches for local management of education, and increasing resources for education. Specifically, the project:
 - Contributed to the development of a law which set forth the responsibilities and functions for the education sector;
 - Created a model and process for Medium Term Planning for regional governments that will be disseminated nationally;
 - Developed an information system to provide education managers at the provincial level with key information for decision making;
 - Identified bottlenecks in management processes in key education functions, such as the distribution of educational materials and teacher recruitment. Project studies helped focus MINEDU attention on reducing the timeline for these processes.
 - Supported a substantial increase in resources for education by carrying out studies on costs that helped justify a 23 % budget increase for education, and by helping regional governments develop and secure public investment funding totaling \$54 million.
 - Designed tools and structures to support local management of education and addressed significant gap that existed within plans for decentralized education management.
 - Helped the MINEDU develop a program and secure funding to improve the capacity and functioning of UGELs nationwide.

- Within teacher quality, the project influenced policies relating to teacher performance evaluation, bilingual education, and the laws and support structures relating to the teaching profession. Specifically, the project:
 - Reviewed the MINEDU's pilot program for teacher performance evaluation and supported the creation of standards for teacher performance.
 - Supported studies and led a task force on bilingual education which resulted in the first set of criteria for bilingual schools.
 - Created a professional development program for teacher coaches for a national level program to improve learning outcomes.
 - Carried out a study to identify the factors affecting learning outcomes in early grade reading.
 - Developed a "curricular path" to provide more detailed steps for implementing the curriculum
 - Developed educational materials for students and teachers in math and integrated communications, or language arts.

- Collaborated with the regional government to implement an “emergency program” to improve learning outcomes. The plan included educational materials, training for teacher coaches, and a communications campaign that contributed to the largest gain in learning outcomes in the country in reading and one of the highest in math.
- The project supported both decentralization and teacher quality by supporting regional governments in leveraging their own resources, which amounted to approximately \$21 million in funding, in the implementation of educational programs that targeted rural and semi-urban schools. The project provided technical assistance and capacity building in management, operations, budgeting, and reporting, and on teacher training and pedagogical approaches for these government-funded projects. For most of the regional governments these projects represented their first opportunity to manage their own resources and to implement education reform programs, providing an excellent opportunity for applying new skills and processes while receiving support tailored to very specific, real-time needs. Because decentralization was still quite new, management capacity impacted the quality of these programs. Amazonas, on the one hand, had consistent increases in learning outcomes due to greater management capacity and political support, whereas Ucayali had limited improvement due to limited staff capacity and weak political support.
- USAID’s new Education Strategy required the project to place a much greater priority on early grade reading. While the project’s teacher training work had always included training on reading and writing, SUMA invested in additional research to better understand factors affecting success in early grade reading, developed classroom materials and provided training to teacher coaches. The focus on early grade reading was challenging due to differences in approaches to reading instruction. Despite these differences, project-supported schools recorded substantial increases in reading outcomes in the last year of the project.
- In the last year of the project, the regional government of San Martín requested support for an Emergency Plan to improve poor learning outcomes in the region. The activity was a joint collaboration between the regional government, USAID and the project and was comprehensive in its coverage. SUMA trained teacher coaches in reading, math, classroom observation and coaching, developed instructional materials for teachers, guided the regional government on monitoring and evaluation, purchased “early reader” books and supported the regional government with a broad communications plan across the region. The region achieved the biggest increase in reading scores in the country and exhibited one of the highest increases in math learning outcomes based on a national census exam of all second graders.

- Other project support focused on building civil society and policy dialogue. The National Council on Education (CNE) was newly created in the early 2000s and USAID provided important support to establish the organization as a leading voice in education policy. SUMA helped the CNE create a system to monitor progress in implementing regional government plans and supported the CNE in furthering policy dialogue in decentralization and teacher quality. The project ended its support to the CNE in 2012 as there was less need for USAID assistance since civil society relations with the MINEDU were strong, unlike in the earlier years of the project. At the regional level, the project worked to reactivate the COPARE and introduced alternative structures to the COPALE to encourage government and civil society dialogue, and encouraged revisions to the regulations that established the COPARE and COPALE in order to make these institutions more responsive to civil society. Particularly in the last year of the project, the project worked closely with the San Martín region to create a variety of communications strategies, from using resources and approaches relevant for a particular local community, to region-wide strategies using mass media including television.

Project Management

- The project had a number of significant challenges beginning with an ambitious scope of work in terms of geographic reach, technical areas covered, timeline and completion of deliverables and indicators that were outside the control of the contractor. One specific example was the requirement of Public Investment Projects to be secured during the first six months of the project. These projects are prepared and submitted by regional governments and approved by different Peruvian government entities. Despite intensive support from the project, the timeline for approval was unrealistic. USAID revised this contract requirement 2.5 years into the project after the project had invested heavily in the development and approval of five PIPs. USAID narrowed the scope of the contract on several occasions, recognizing the concern about the project being overextended.
- In addition to contractual changes to narrow the scope, USAID's priorities changed over the life of the project. The biggest change was the new Education Strategy which resulted in a greater focus on early grade reading, an area that is particularly sensitive within Peru. The project had five different CORs during the life of the project and none of the staff who designed the project remained with USAID/Peru by 2011. While shifts in CORs are common, the number of changes of staff and the different levels of expertise and priorities among different staff required adaptability and flexibility among staff.
- The changing political environment, shifts in USAID policy and staff, and the desire to more narrowly focus the project resulted in four phases of the project. Although these shifts were important and well-considered, the numerous shifts hindered the ability to have deeper impact.

- The SUMA in-country, full-time staff was all Peruvian. The project was an excellent training ground for Peruvian experts as both staff and long-term consultants moved from the project into senior positions in the government. This is a significant contribution to the educator sector. FHI 360 hired an all Peruvian staff because it felt that Peruvians would be more openly received in the Ministry of Education, and strong collaboration with the MINEDU was one of the highest priorities for USAID at the beginning of the project. Additionally, given Peru's level of development and the existence of experienced and well-educated experts, FHI 360 felt technical and management staff could be hired within Peru. However, the project could have benefited from more external opinions and ideas. The education sector in Peru is small and can be reluctant to new ideas. More carefully targeted international technical assistance could have helped introduce new ideas and helped serve as a catalyst for new thinking.

BACKGROUND

This final report provides a broad review of activities and key accomplishments of the Quality Basic Education Reform Support Project (SUMA) which began on September 1, 2009 and closed June 30, 2014. It is also the nineteenth quarterly report and covers the period January 1 through March 31, 2014. The project was implemented by FHI 360 and its partner, Research Triangle International (RTI). This USAID contract was designed to provide high-level technical assistance to the Ministry of Education (MINEDU), five priority regional governments and the National Council of Education (CNE) to assist in strengthening decentralized, participatory management of education and teacher professional training and professional development. The project supported five priority regions: San Martín, Ucayali, Ayacucho, Junín, and Lima Region, and supported two additional regions, Cajamarca and Amazonas through public-private partnerships. This report reviews the major phases and changes in the project; provides results focusing on the two major Program Results of the Project: 1) Participatory and Decentralized Education Management Strengthened; and 2) Teaching Quality Improved; and provides recommendations and lessons learned. The report includes an annex detailing how the project met each of the contract indicators¹ and an annex on learning outcomes. The Performance Management Plan (PMP) for the life of the project is also attached.

The overall objective of the project, known as SUMA, was to “support systemic reforms and capacity building in basic education – specifically primary education – to improve student learning outcomes”. The project had the following 5 Outcomes in the original project design.

- **Outcome 1** improves decentralization *policy* and *practice* through participatory dialogue, research and technical assistance. Support is targeted to help *restructure* government functions at the regional, provincial and municipal levels, build *management capacity* at national and regional levels, and improve the ability to use *data* for decision-making and increase the availability and quality of education *financing*.
- **Outcome 2** improves teacher professional development *policy* and *practice*. The project will work at the national and regional levels to build on *evidence-based best practices* as the foundation for developing contextually relevant strategies and plans for teacher professional development.
- **Outcome 3** supports public-private partnerships to implement innovative education methodologies and best practices through the creation of a *Partnership Challenge Fund (PCF)*.
- **Outcome 4** supports 135 schools in the implementation of the *active school methodology* to introduce innovations in pedagogy and management. This outcome was completed in 2010.
- **Outcome 5** ties together all aspects of the project by enhancing *policy dialogue*, particularly by supporting the CNE in its role as a broker in facilitating national–regional

¹ FHI 360 has prepared both the contract indicator table and the PMP since the PMP does not include all of the contract indicators and some of the indicators were changed during contract modification from the original approved PMP.

dialogue, strengthening civil society oversight, and expanding *communication* strategies. Direct work with the CNE was discontinued at the end of 2012.

Overview of Project Timeline

From the start SUMA was faced with a great deal of changes, internally and externally, which required flexibility and the ability to adapt quickly. Externally, elections led to political changes at municipal, regional and national levels with the corresponding shifts in policy priorities. Elections slowed the pace of technical assistance activities at the regional government level whereas collaboration with the MINEDU increased to support officials that wanted to complete actions and products before transferring responsibilities to the new national government. Internally, changes in USAID staff and priorities and project leadership, and contractor institutional changes, impacted SUMA. These internal and external changes resulted in policy and priority shifts that required a number of contract modifications. The contract was also modified to narrow the scope of the project. An evaluation of USAID education programs warned that SUMA's scope was too expansive and could hinder its ability to have impact.

From AprenDes to SUMA

The design of SUMA was heavily based on the outcomes and lessons learned of the USAID AprenDes, a 7-year cooperative agreement with the Academy for Educational Development (AED). AprenDes was designed to support the Peruvian government's new decentralization process and to introduce a comprehensive school reform, known as "active schools," for rural multi-grade schools which have traditionally had some of the lowest educational outcomes. The project was initially focused on the San Martín region. The project had solid learning results with the percentage of third graders at grade level mastery increasing from 9% to 41% in reading and communications (*comunicación integral*) over four years. These impressive outcomes stimulated interest in replicating the active schools methodology in other parts of the country. USAID expanded funding to cover 80 schools in San Martín and the project worked with Amazonas, Junín, Ucayali and Lambayeque to develop Public Investment Fund projects to introduce or expand active schools in those regions. The AprenDes active schools model also influenced the design of the PELA program. Another hallmark of the project was its work with the regional government to start the process of defining regional priorities and plans and to begin the process of restructuring how the education system is managed. At the national level, AprenDes supported the National Council on Education to build its capacity and enable civil society to play an active role in education policy.

SUMA therefore was designed to pick-up where AprenDes left off, particularly in the area of decentralization. Under SUMA, USAID/Peru decided to shift from direct implementation at the school level and a focus on one region of the country, to providing support for policy reforms through technical assistance at the national, regional and local government levels. SUMA was also designed to bolster an area that received insufficient support under AprenDes--collaboration with and support to the Ministry of Education. The following section reviews the different phases of the projects and the reasons for the shifts in priorities.

Project Phases

The project has gone through four distinct phases. The first phase began with a high priority on building relations and providing support to the MINEDU at the national level. At the regional level,

early intensive support was provided to secure public investment projects that were integral in accomplishing many of the contract indicators. Unfortunately, progress across all five components slowed as the municipal and regional elections approached in October 2010. Of the five priority regions, only the presidents of San Martín and Ucayali were re-elected, which required building new working relationships with the newly elected authorities. In May, USAID decided to suspend the operation of the project in Junín since the educational priorities of the Regional Government did not coincide with those established in the agreement between the Peruvian Government and the Government of the United States.

Phase 1 – Sept 2009-July 2011

- Priority on providing support to MINEDU; creation of the Joint Coordinating Committee (JCC) to guide project decision making.
- 2010 municipal and regional elections. New governments elected in all SUMA regions except San Martín and Ucayali. New Junín government priorities inconsistent with USAID priorities resulting in decision to end project support in March 2011.
- Component 1 priorities focused on support for LOF. Controversial “municipalization program” expanded. MINEDU provides little support to regional governments to support decentralization. First two decentralization assessments highlight gaps and inconsistencies in decentralization policy.
- San Martín regional government approves Model for Local Governance in Education Management. SUMA begins San Martín Decentralization laboratory to design a system for local management of government.
- Intensive focus on securing PIPs – SUMA supported design of 8 PIPs during Phase 1.
- Study on cost per student completed.
- Study on MINEDU Teacher Performance Pilot.
- Support to CONEACES.
- MINEDU launches PELA. Priority regional governments request SUMA support and PELA incorporated into PCF to enable SUMA to support regional government to implement PELA.
- MOU signed with ALAC to develop partnership in Cajamarca.

Phase 1 ended with the election of Ollanta Humala. SUMA supported the new government as it developed its transition plan. In particular, SUMA provided information from a study on per student costs to justify a significant increase in funding which helped the MINEDU to justify an increased budget of 15.6% in 2011. The elections also brought changes in project staff as several SUMA staff members were appointed to senior management positions at the Ministry of Education.

Phase 2 began with the new government. During this phase, SUMA worked very closely with the MINEDU. At the same time, USAID launched a new Education Strategy which made early grade reading a priority. USAID Peru also began a new five year strategy which resulted in a shift in geographic focus. As a result, SUMA narrowed its geographic focus and reduced the number of priority regions to three, San Martín, Ucayali and Ayacucho, and accordingly reduced some of the contract indicators with contract modification number 6.

Phase 2 – August 2011-October 2012

- Provided support to Humala transition plan. Project works closely with Transition Team and is able to impact transition plan and early MINEDU actions. SUMA's cost per school study was particularly helpful to support an increase in funding for education.
- Conducted management processes study.
- MINEDU more supportive of decentralization.
- USAID added activity for teacher performance support and eliminated the work with CONEACEs and ISP accreditation.
- Continued support for PELA and PIP.
- Designed Cajamarca public-private alliance.
- PCF RFP carried out.
- Modification 6 completed in July 2012.

Shortly after Modification 6 was completed, USAID staff changed and additional changes were requested to further narrow the focus of the project. USAID requested revisions to the FY 2013 workplan to address these new priorities and provided an additional contract modification to reflect the new priorities.

Phase 3 – October 2012- May 2013

- Focus only on San Martín with the possibility of limited support to Ucayali.
- Focus on decentralization model in San Martín.
- Reduce focus on national level except for PIP for decentralization and information systems.
- Led to Modification 11 with changes to program description to reflect focus on one region, reduce national focus, and to reduce private sector leveraging goal to \$500K.

The final change in the project was to further sharpen the focus on early grade reading to be consistent with the Education Strategy and to address a request by the Regional Government for an emergency program in improve learning outcomes. This request required a budget realignment and a no-cost extension.

Phase 4 – June 2013- June 30, 2014

- Reduce focus on decentralization/local governance model.
- Support Emergency Plan for San Martín.
- Focus on early grade reading.
- Tool box and materials development completed.
- Modification No. 14 in December to provide no cost extension, approve budget realignment and make minor changes in contract.

PROGRAM RESULT 1: PARTICIPATORY AND DECENTRALIZED EDUCATION MANAGEMENT STRENGTHENED

Context

Decentralization, particularly in a country like Peru with a long history of centralized government, is politically sensitive and challenging. A USAID study from 2003 reviewed international experiences relating to decentralization and highlighted the following factors which influenced project thinking and plans: ²

- Experience from other countries suggests that the process of educational decentralization: does not take place in a linear and predictable fashion; takes a long period of time (e.g., 10-15 years) before concrete advances can be seen; and requires continuity in policies between governments (which is hard to achieve).
- International experience demonstrates that attempts to decentralize responsibility for administering and managing education to regions and municipalities have not resulted in either educational quality or equity. In fact, the risk is that this approach to decentralization will have a negative effect on both educational quality and equity. On the other hand, experience in other countries where authority has been decentralized directly to schools and more specifically school councils composed of parents and community leaders who have a direct interest in improving school quality have been quite effective.
- A successful decentralization that supports schools requires a strong system of accountability in which: (1) parents are interested in quality education for the children; (2) parents have information in order to be able to judge the quality of the schools their children attend; (3) parents have a voice in educational decisions that are made; and (4) there is an incentives policy that provides either awards or sanctions for effective or ineffective school performance.

SUMA therefore placed a high priority on ensuring that education management processes and structures focused on factors that affected educational quality, and that ensured strong community and parental participation. The project also sought to ensure that parents had information relating to learning outcomes to increase accountability at the school level.

Despite this body of knowledge regarding decentralization, there were a number of challenges in Peru at the beginning of SUMA:

- Transfer of responsibilities at the regional level without the accompanying budgets required to carry out responsibilities;
- Confusion regarding the roles of different actors at all levels of the government;
- Shifts in priorities and approaches including a “decentralization shock” when the government transferred a large number of responsibilities all at once, and the creation and subsequent elimination of a “Municipalization” program which would have

² USAID Peru SO 6 Situational Analysis, April 21, 2003 by Marci Bierenbaum, Richard Kraft, Oscar Mogollon, Jose Rivero Herrera and Don Winkler.

transferred many functions to municipal governments despite minimal capacity, processes or models for how municipalities would manage government services;

- Complex and bureaucratic structures that had not changed substantially despite decentralization:
- Limited experience in decentralized education services and the lack of a vision or plan for how municipal or local government levels would support education;
- Fragile institutional structures with high staff turn-over and insufficient capacity, particularly at the regional government level; and
- Limited capacity building programs or tools for regional or local governments.

Throughout the life of the project, SUMA used a variety of strategies to improve decentralization in close collaboration with the Ministry of Education and with the priority regional governments, most intensively with the San Martín regional government. Work focused on the following areas:

- Support to the MINEDU to revise the *Ley de Organización y Funciones (LOF)*, the regulation that clarified the roles, responsibilities and functions in the education sector;
- Studies of other countries' decentralization processes to guide policymakers;
- Studies on how to improve, simplify and streamline management processes;
- Creation of tools, such as the Medium Term Plan, to enable regional governments to improve their education planning;
- Development of information systems to provide decentralized education managers with the kind of information needed to make decisions and monitor progress;
- The creation of a “decentralization laboratory” to design a model for local education management, and that develops roles, responsibilities and procedures for municipal and local government actors to improve the quality of education and engage parents and community members in the management and accountability of their schools; and
- Technical assistance to the MINEDU to create and finance a \$38 million nationwide program to improve management capacity and structures in 74 UGELs throughout the country.

SUMA Strengthens the National Policy and Institutional Framework for Decentralization in Education

At the national policy level, SUMA's initial focus was on support to the MINEDU's OAAE to finalize the LOF. Every ministry was required to develop this document to provide greater detail on the distribution of functions at the national, regional, local and school levels. SUMA worked closely with MINEDU staff to develop the LOF and also worked with the CNE to organize civil society comments on the LOF. SUMA prepared a document to summarize its comments on the final version and highlighted potential bottlenecks and key areas for further discussion between the MINEDU and regional authorities. The proposed LOF was submitted to Congress in 2012 but approval has been delayed because of disagreement over the MINEDU's supervisory role of universities. Although this delay has affected plans to restructure the MINEDU itself, the MINEDU has been able to implement other sections of the law.

SUMA also used five institutional and policy assessments as a means of monitoring progress in decentralization, highlighting key issues and making recommendations. SUMA collaborated with the MINEDU to design and carry out these assessments and shared the outcomes with key

educational actors within the MINEDU, regional and local governments, and civil society. The first two assessments identified fundamental constraints to decentralization such as the co-existence and confusion of two decentralization strategies at the regional level and at the local level, and the lack of roles assigned at the local or school level. These two assessments focused on these larger issues affecting decentralization because the MINEDU lacked a clear long-term strategy for decentralization, and there were significant concerns about both the direction and political support for decentralization. These assessments also guided SUMA's work in the priority regions. For example, the development of the local governance model in the 'decentralization laboratory' in Pajarillo and Cuñumbuqui was designed to address the gap in roles at the local and school levels.

The MINEDU's interest and support for decentralization increased with the election of the Humalla government. The next two assessments shifted away from the larger concerns about the direction of decentralization to specific issues to improve the decentralization process. For example, the third assessment analyzed specific education management processes which directly impact learning: 1) teacher recruitment; 2) materials management; 3) curricular development; and 4) school management and infrastructure. The report identified duplication, gaps and assumptions regarding functions among the three levels of government, confusion on the role of the DRE (which had continued to act as an entity under the MINEDU's authority even though they were regional government institutions), duplication of roles among MIINEDU, DRE and UGEL, and a need for greater autonomy at the school level to manage processes directly.

The third assessment was a review of how the MINEDU and decentralized entities carry out management processes in education. The purpose of this assessment was to ensure that decision making on decentralization policy took both process and structure into consideration to ensure a focus on efficiency. SUMA also carried out a more in-depth study of four specific management processes. These two studies stimulated the MINEDU to carry out a more in-depth study of management processes which resulted in new procedures to reduce the time and number of steps to carry out these basic functions of the education system. SUMA published several policy briefs relating to improving management processes in order to highlight issues raised in these studies. For example, SUMA showed that by improving the process by which the number of beneficiaries (students) is determined, governments can better estimate the demand for educational materials. "Teachers and Materials: Can they Arrive on Time?" was a study used by the MINEDU to ensure teachers were hired and materials were distributed by the proper authorities at the start of 2012. The study suggested the use of the MINEDU System to Support Educational Institution Management (SIAGIE) as a way to improve these estimates and SUMA helped the MINEDU better understand the potential usages of the SIAGIE to improving basic management processes.

The fourth assessment identified an issue relating to the ability to transfer functions among different government levels. Given the duplication, gap or overlapping of roles that existed in many parts of the education system, the ability to transfer functions is a key means to resolving these existing inconsistencies. The final assessment consisted of a study of three regional governments to identify factors that affect outcomes in reading/communications. The study included a close look at the regional and provincial government plans, policies and systems. One significant difference among the three regions was the level of motivation and cohesion throughout the region. The region with the highest and most consistent improvements in learning outcomes had strong and consistent political support around structured plans and programs.

SUMA also carried out “best practice” studies to highlight other decentralization models and approaches to provide new ideas to policymakers and the opportunity to reflect on what worked in other countries. The best practices also included an analysis of three local education management models within Peru. These studies relating to the costs of education were particularly influential on project plans for the local governance model and were helpful for the design of the Decentralization PIP.

SUMA Strengthens Educational Management Systems and Processes

A major factor in the success of the decentralization program was building the management capacity, systems and procedures at different levels of the system. To streamline and restructure the way services are provided, SUMA targeted changes in management processes through a series of studies on key management processes, capacity building, the development of tools in planning, monitoring and education and budgeting, and the creation of information systems to support education management and decision making, and piloted a model for local management of education. It also helped the MINEDU conceptualize, design and fund a plan to restructure and build capacity of UGELs in all regions of the country.

Management processes, structure and capacity building

Streamlining and restructuring Management Services. The contract indicated that project support could include restructuring of DRE and UGELs based on needs and in accordance with the LOF. Few regional governments were eager to restructure their governments, particularly given the confusion among roles and responsibilities. To help the Ministry and regional governments restructure and streamline education services, SUMA carried out a number of studies on key management processes as described above. These studies were critical to helping identify bottlenecks in the system. The Ministry has since been able to reduce the time and steps to carry out basic functions such as procuring and distributing books and other materials. In addition, San Martín has built on SUMA’s Local Governance Education model to expand much of this model to other districts in the region. The Decentralization PIP will also be an important step in restructuring and building the capacity of the UGELs and local governments to support education.

Capacity building in management functions. During the first years of the project, SUMA’s work in capacity building focused on monitoring and evaluation, budgeting, and financial management of the PIPs and the PELA program. Shortly after the project began, the MINEDU announced the PELA program which provided funding to regional governments to provide more intensive support to rural and semi-urban schools. This required regional governments to manage this large scale program. For many regional governments, this was the first time they managed programs and funding beyond the basic package of education services. SUMA therefore provided workshops and on-the-job training and technical assistance in planning, monitoring and reporting on the PELA program. This support included support to technical teams at a regional and national level in the implementation of the SIGMA (Integrated System of Management and Monitoring) program, an information system to track progress of PELA. This information system tracks progress of the PELA program.

Creating information systems. SUMA also carried out a study to evaluate an information system the MINEDU had created for use in schools. In 2011, the MINEDU issued a norm requiring all schools to use an information system developed by the MINEDU called the Information System to

Support Educational Institution Management – SIAGIE 2.0. To support the implementation of the SIAGIE, SUMA conducted a survey of over 100 teachers in Pajarillo and Cuñumbuqui on the use of SIAGIE. A major finding of the report, *Diagnosis of the Situation and Implementation of SIAGIE*, is that there is insufficient infrastructure to install and use a system like SIAGIE efficiently. A complementary SUMA report, *SIAGIE: Experiences on use and development of basic processes in the districts of Pajarillo and Cuñumbuqui*, documents the results of in-depth interviews with municipal authorities, DRE directors, statisticians, and supervisors of SIAGIE. The report suggests that a divide existed between different information systems the Ministry uses. Further, it found that the MINEDU lacked a vision for effective use of SIAGIE. The MINEDU appeared to have only considered the regional governments, decentralized institutions, and schools as producers of information rather than as users of the information to support decision making. In addition, school staff lack information technology skills, connectivity and equipment, and the MINEDU did not develop a plan to build UGEL and school commitment. SUMA also found that the MINEDU staff is overworked and have little capacity to support implementation of SIAGIE in the field. The information being collected at the schools is instrumental to the decentralized management of education and a revised strategy is needed to ensure that data is collected and used by actors at the local, provincial and school levels.

To address some of these concerns, and to improve the access to information needed by decision makers, SUMA develop an application that can be used at both the UGEL and at the MINEDU. This system geared to the needs of education managers in the UGELs provides UGEL staff with access to most important types of information by selecting the most relevant information in MINEDU databases and organizing it for UGELs. This information will facilitate decision making within the DRE, UGELs and local governments. This system will be used when the MINEDU rolls out the Decentralization PIP that is discussed further below.

Improving planning. In Peru educational quality is affected by weak planning that is unrelated to financing or learning results. When SUMA began, most regional governments had long term regional education plans which identified high-level priorities and developed annual operational plans and budgets. However, most regions lacked medium-terms plans that would allow for gradual changes in education management and enable governments to plan so that longer term priorities could be met. Therefore, SUMA made educational planning a high priority in its work with all priority regional governments. SUMA provided technical assistance and support to develop instruments that allow effective planning which turn educational policy to practice.

SUMA provided technical assistance at both national and regional levels to support the development of medium term plans (PMP) following the Peruvian government’s results-based approaches. The PMP identifies specific programs, outcomes, target populations, products, strategies, baselines, targets, indicators, and budgets. SUMA worked with the San Martín, Ayacucho, Ucayali, and Lima Regions to complete their PMPs. At the national level, SUMA worked with the two MINEDU offices (OAEE and the Technical Secretariat for Planning) to develop a methodology and a guide for training and technical assistance for medium term planning. SUMA carried out this work in alliance with UNICEF. The guide was published by the MINEDU to use at the regional level in the design of a PMP.

Restructuring UGELs and education management at a national level. To tackle the larger task of building capacity and restructuring provincial education services, SUMA supported the MINEDU to conceptualize, design and secure funding for a large scale program to organize and strengthen the

newly established UGELs under the Decentralization Public Investment Project. This \$38 million program formally called “Improving Decentralized Education Management for Rural Schools in 24 Regions of Peru,” but referred to as the PIP for Decentralized Management, will reform 72 UGELS in 24 regions of Peru.

This program clarifies the role of local authorities and supports the reform of four essential processes: information and planning systems, materials and educational tools distribution, teacher hiring and supervision, and monitoring and coaching of teachers. The plan, which the MINEDU approved and started to implement through September 2013, also outlines the mechanisms for local management of education; this mechanism built on the experience of the Model for Local Governance (GLE) which was developed by SUMA in coordination with provincial and municipal authorities in two districts of San Martín (described in greater detail below). For example, the PIP will introduce a Mechanism of Social Articulation (*Mecanismo de Articulación Social*), which builds on the CGLDS, which brings together regional and local authorities across different social sectors with directors of school networks or clusters, the Community Plan, which builds on the *Plan Mancomunado or PAL*, and a school goal plan, which builds on the PAT-MA.

SUMA support for Organizational Reform to Deliver Quality Education

UGELs are overwhelmed with tasks that result in the duplicity of roles and inefficiency while teachers and school directors do not receive the support they often need. Ultimately this impacts negatively on learning. SUMA identified the need for clear responsibilities to be provided to schools and regional or municipal authorities, and helped the MINEDU in the design of the public investment project “Improving Decentralized Education Management for Rural Schools in 24 Regions of Peru”, known as the “Decentralization PIP”, a major reform in the organizational structure of the education system at the local level which will improve technical capacities and available financial resources. As indicated by Patricia Correa, director of OCR, “SUMA became part of our own team; with their contribution we were able to structure our understanding from a geographic perspective and focus on UGELs.”

The Decentralization Laboratory of San Martín – Local Governance Model

The Local Governance Model was designed to fill a gap in thinking about decentralization. The General Law of Education (*Ley General de Educación*) established a vision of the school being the central focal point for education. According to the law, the education system should be designed with the school in mind using a “bottom-up” approach, in contrast to the top-down approach that had characterized education in Peru. Despite this vision enshrined in law, the municipality, the most local level of government, was weak and played a minimal role in education. The Garcia government experimented with “Municipalization” with a pilot program in 2009 that was later expanded to additional municipalities before the Humalla government ended the project. This short experience demonstrated the limited experience and approaches that existed for bringing education management closer to the school, and particularly for defining a role for the municipality. The San Martín regional government’s Model for Education Management, which was approved in 2010, also envisioned a strong role for local management structures, but lacked a concrete model to make that happen. SUMA therefore created the Decentralization Laboratory in

two districts to innovate and test a potential system for local education management. Over the life of the project, the Decentralization Laboratory evolved and ultimately resulted in the Local Model for Education Governance (GLE).

The model was designed around the active schools methodology to improve pedagogy. The GLE was implemented in Pajarillo and Cuñumbuqui in San Martín and the regional government extended the model to an additional 11 districts. This model is based on several principles and structures:

- The model would bring together different sectors around multi-sectoral, integrated development plans for a specific territory--in this case a district--, including education, health and Qali Warma, the national school feeding program;
- A highly participatory process for getting input from local authorities and the school community, including families, teachers, other sectors, and NGOs;
- District level plans informed by priorities identified by school communities in a participatory manner;
- Schools would be formed into clusters which would share support services and coordinate the planning and monitoring of the implementation of school goals;
- A committee made up of the mayor, school cluster representatives and the provincial government would approve plans and budgets, and resolve problems within the district; and
- A primary goal of the model would be to focus on school needs to improve the quality of learning.

SUMA helped local actors to create a local vision and strategy and to establish clear roles and responsibilities, and designed instruments to improve planning, resource allocation, monitoring and evaluation. The new organizational, planning and monitoring processes include:

Organization:

COPRED: Schools are organized into networks which select a school director to serve as a representative. The purpose of the network is to create smaller communities of schools to provide peer support and learning across schools and to share services. By organizing into a unit, they can also jointly advocate and coordinate with the UGEL.

CGDLS: Led by the Municipal Mayor, the CGLDS brings together a representative from the local UGEL and the regional DRE, representatives from other social sectors (health, Qali Warma), and the representative of the school networks (COPRED) to make joint decisions and shared commitments. The CGLDS operationalizes agreements and commitments through a set of instruments, the most important is the PAT-MA, a management tool for short and medium term planning. One goal of the CGDLS is to create a sense of shared responsibility from all citizens (students, parents, teachers, local community organizations and civil society) for carrying out plans and meeting goals. Concrete examples of the actions the CGLDS has taken include agreeing on and publishing the school calendar to establish holidays, teacher training days, and other authorized events that can interrupt classes. Before this tool was created, rural schools only capitalized on less than 50% of instructional time. By publicizing the calendar there is greater accountability for teacher attendance. Although the project did not track teacher attendance, SUMA believes instructional time has increased.

Planning instruments:

PAL-MA: The CGDLS created the PAL-MA, a planning instrument which sets the priorities for the district and articulates actions to improve education quality in the district. It sets policy guidelines, defines short term activities and identifies resources needed. The plan is informed by the PAT-MA, participatory school level plans.

School level planning – PATMA

The PAT-MA is a management tool used to organize, coordinate, and guide commitments and activities to reach concrete, clear and measurable objectives. The PAT-MA challenges schools to use a results-based management approach that focuses on learning outcomes and developing skills and competencies. The PAT-MA helps the school:

- *Show clear, visible, and measurable commitments;*
- *Organize and coordinate the intervention of principal, teachers, students and authorities to achieve synergies and agreements;*
- *Provide accountability to monitor commitments;*
- *Strengthen school autonomy;*
- *Permit greater coordination with families, community and student government.*

PAT-MA goals are defined once a year and are monitored throughout the year.

PAT-MA: Each school creates its own plan, the PAT-MA, through a structured process that reflects on results such as the Ministry exams, defines objectives, and prioritizes activities to reach the school's objectives. The plan is developed once a year and allows teachers to focus his/her efforts through an orderly and systematic plan that involves the family, CONEI, students and community members. For example, a school might decide that they need to improve learning in mathematics; thus, they create a plan that focuses on strategies to improve math learning. SUMA has also worked with the MINEDU to develop a single model for school planning. When SUMA began work on the model, there were six different types of plans schools had to develop.

SUMA also worked with the two districts to enhance its monitoring and evaluation program to generate evidence for dialogue, impact and policy.

SUMA Enhances budget allocation and quality of expenditures for education

SUMA helped improve budget allocation and resources for education at the regional government level by: 1) developing a number of Public Investment Projects (PIPs) that provide additional resources for specific education programs; and 2) through studies and budgetary analysis that paved the road to the most significant increases in the education sector in recent history in Peru. These studies included a study on per student costs and a report on *Prioritization of Expenditures on Education 2007-2010*, which reviewed the structure, focus and spending by level of government. The Humala Administration and new education authorities used these studies as evidence to justify the budget increases. IPEBA, the government body responsible for school standards, used the per student costs study to calculate costs and gaps to achieve proposed management standards for schools. SUMA also carried out a costing study on inter-cultural bilingual education (EIB), the *Social Investment Study on Intercultural Bilingual Education (EIB)*, which highlights the social returns on investment in EIB education.

SUMA guides Peru's Education Policy 2011-2016

One of the project's larger goals was to guide national priorities. SUMA had that opportunity after the Presidential elections of 2011, when the project was asked for guidance in the preparation for the transfer of government in the education sector. SUMA developed a proposal for Policy Measures for 2011-2016 and provided costing estimates of some of the policies requested by the Committee on Transfer of Government of *Gana Peru*. SUMA's policy recommendations focused on improving public expenditure (budget and PIPs), improving decentralized management and increasing the level of funding. The team also advised on policies for rural education relating to teacher training and coaching. SUMA prepared a short study on rural service costs and public education programs in elementary bilingual intercultural education at the request of the coordinator of transition committee for Gana Peru, Fernando Bolaños.

SUMA also issued Policy Notes to provide information to the transition team on issues prioritized in the Gana Peru's Government Plan for education, such as rural education and EIB, to serve as inputs for the government's first 100 day plan and to guide government medium-term planning.

Public Investment Projects

SUMA also helped build capacity at the regional and national government level in two administrative systems related to budgeting: the National System of Public Investment (SNIP) and Budgeting for Results (PpR). SUMA provided technical assistance to regional governments to build their capacity in the formulation and execution of Public Investment Projects (PIP) under the SNIP, which allowed regional governments to secure more financial resources needed to implement their educational plans according to their Regional Education Project (PER), as well as improve spending.

PIPs are a source of funding for activities or projects that require funding beyond regularly annual operational budgets. Traditionally, PIPs were used to support infrastructure projects. However, the San Martín government, with AprenDes support, secured the first PIP for an education program in 2008 to design its Regional Education Project, which was then followed by a PIP to expand the active schools to additional multi-grade schools reaching nearly 700 teachers in San Martín. Shortly thereafter, AprenDes supported the regional governments of Ucayali and Amazonas to secure PIPs to expand active schools.

The original SUMA contract called for PIPs in the five priority regions within 6 months of the project start. SUMA concentrated efforts from 2009-2011 on supporting regional government staff in the design and approval of PIPs while building regional government staff capacity in project design, budgeting-for-results, and the PIP design, approval, implementation and reporting processes. PIPs go through several stages including approval of the concept followed by the completion of a technical file (*expediente técnico*). SUMA provided technical assistance and support to design 10 PIPs. The following table provides the details and status of each of these PIPs. As can be seen in the table, some of these PIPs were not completed or implemented due to the change in priority regions midway through the project.

Table1: Percentage of Completion of PIP

N°	PIP Name	Implementation Period (projected)	% del PIP completed to 3/2014		
			Pre-investment study (profile)	Technical File	Execution
1	Strengthening Institutions and teachers through Capacity Building in Targeted Educational Institutions San Martín Region (San Martín PIP2)	Jul. 2007 to 2010 (3 years)	100%	100%	100%
2	Improved Quality of Education Services at the Preschool and Primary level schools in regular basic education in the Districts of the Region 6 San Martín (San Martín PIP 3)	2011 to 2013 (3 years)	80%	80%	100%
3	Strengthening of a regional system for continuous teacher development in San Martín (San Martín PIP 6)	2011 to 2013 (3 years)	100%	100%	100%
4	Capacity Development of Educational Actors in Regular Basic Education of 13 Districts of the Lima Region	2011 to 2012 (3years)	100%	100%	0%
5	Strengthening Teaching and Management Skills in the Education System in the Ayacucho Region	2011 to 2013 (3years)	100%	100%	100%
6	Enhancing Learning Achievement of Regular Basic Education Students through the Active Schools approach in the Province of Huanca Sancos - Ayacucho.	2011 to 2013 (3 years)	100%	100%	100%
7	Capacity Building of the Teaching and Learning Processes in Schools in Rural and bilingual Areas in the Provinces of Coronel Portillo, Padre Abad and Atalaya in the Ucayali region.	2009 to 2012 (4 years)	100%	100%	100%
8	Educational Quality Improvement in 12 Rural Districts in the Amazonas region	2009 to 2012 (5years)	100%	100%	100%
9	Improvement of attitude and Reading skills of 3rd to 5th grade students of Regular Basic Education in urban districts. National Level, Directorate of Elementary – MINEDU National	2013 to 2015 (3 years)	50%	0%	0%

N°	PIP Name	Implementation Period (projected)	% del PIP completed to 3/2014		
			Pre-investment study (profile)	Technical File	Execution
10	Improvement of Decentralized Educational Management in rural schools in 24 regions of Peru. Office of General Coordination - MINEDU.	2013 to 2016 (4 years)	100%	100%	0%

Source: SIAF Consulta Amigable September 30, 2012

PROGRAM RESULT 2: TEACHER TRAINING & PROFESSIONAL DEVELOPMENT STRENGTHENED

Context

The need to remain flexible and adjust to shifting priorities resulting from political and administrative changes was particularly important in the activities of this outcome. During the life of the project, SUMA supported various efforts in Peru related to teacher professional development by supporting regions with no experience in teacher training, providing analysis and evidence for decision making to policymakers at all levels, and participating and promoting policy dialogue with the CNE and other actors of the civil sector. Issues relating to the teacher profession were controversial during the life of the program. There was tension and disagreement relating to teacher evaluation, performance assessment and the teacher career program, which ultimately led to extended teacher strikes.

Reform of the Teaching Profession

One of the key priorities for the SUMA project was the public teacher career program (*Carrera Pública Magisterial-CPM*) designed by the Garcia administration to substitute the old law of Teaching Faculty. This was the first time Peru engaged in a reform of this nature to promote a system to organize the teaching profession and assure merit-based promotion and salary. This was a massive undertaking which raised sensitive discussions about teacher evaluation, teaching quality, and non-existing standards of good teaching practice. Teachers responded slowly and conflicts erupted, particularly in relation to the classification exam which was instituted for teachers to enter the new career system. There was also frustration in the civil sector about the limited dialogue with the MINEDU on teacher performance standards and teacher training systems. During this time there was significant debate about the policy and resistance from the union and SUTEP; legal concerns and conflicts with unions ultimately paralyzed the implementation of the CPM. During this tense period surrounding the CPM, SUMA was one of the few civil sector representatives that maintained close dialogue with the MINEDU and was able to continue to implement project goals.

After the national elections in 2011, new senior MINEDU authorities emphasized reform of the teaching profession as a priority to guarantee fair treatment, salary and professional growth for teachers based on competencies and professional experience. The MINEDU was re-organized and a new office was created; the General Directorate of Teacher Development (DIGEDD), which reported to the Vice Minister of Pedagogical Affairs, was given the responsibility to design, monitor, supervise and evaluate policy and practice of evaluation systems, teacher teaching law, teacher well-being, and innovation. SUMA's Chief of Party, Marita Palacios, was asked to head the new office. This office revisited teacher policies to modify the structure of the teaching profession and incorporated incentives for good teaching practices. SUMA contributed by giving the MINEDU technical support and helped to shape consensus on the overall conceptualization. The policy was presented and approved by Congress in 2012, though it

was not without controversy. The different teachers' unions, such as SUTEP, CONARE and CONARE-SUTE protested because they did not have the opportunity to negotiate the law directly with the MINEDU, which led to a teacher strike. Schools were paralyzed anywhere between 22 to 35 days, equivalent to at least 15% of class time depending on the school, which affected 2012 learning results across the country. Since then, the law has been implemented without major controversy.

Policy and Institutional Framework Review

Policy reviews, conducted annually, provided analyses of existing policies, gaps, and critical needs. They were shared with the educational actors in government and the civil sector and used as a guide to inform policy. They also helped the project support governmental and nongovernmental stakeholders to focus on implementation, particularly after the change in government. Many of these processes are new to Peru; thus, the studies helped clarify the critical areas and structure the necessary capacity and financing. For the first review, SUMA focused on three areas of concern to the MINED: teacher professional development, pre-service training and in-classroom teacher coaching. SUMA identified critical gaps in policy, specifically: 1) the need to define criteria for quality in training and performance of teachers; 2) insufficient articulation between the way teachers are trained and the way teachers teach; and 3) the need to align the process of teacher professional evaluation.

Two of the reviews were focused on early grade reading following the launch of USAID's Education Strategy, which made early grade reading a priority. These two assessments are discussed in greater detail below.

The final policy review examines policies of the Humala administration regarding teacher professional development and describes advances, particularly in relation to the reform of the teaching profession. There is evidence that the reform is taking place and teachers are entering the new system, but evaluation remains a challenge. In particular there exists a need to strengthen technical capacities in evaluation, carry out a certification in evaluation competencies and have an integrated system of information about teachers and schools.

Best practices in teacher training and professional development

In FY 2010, the Project prepared a report on lessons learned from the analysis of good practices in teacher education, teacher performance assessment and educational support of international experiences, with a focus on decentralized in-service teacher training programs. FHI360 experts, Elizabeth Leu and Mark Ginsburg, selected and analyzed five experiences in decentralized in-service professional development and identified methodologies, approaches and structures from Japan, Guinea, Uganda, Guatemala and Ethiopia. The report highlighted the best practices and principles for improving the quality of teaching that emerged from the implementation of the different programs and included recommendations on how to improve the design and implementation of in-service training programs. The study focused on decentralized teacher professional

development because teacher professional development was a new responsibility for regional governments. The document includes a forward that summarizes the status of in-service teacher training in Peru and highlights the most relevant international experiences for Peru. There was strong interest among MINEDU authorities in the Humala administration given their interest in establishing guidelines for the decentralization of in-service teacher training programs like PRONACAF.

Standards of Good Teacher Performance

A significant achievement in teacher professional development policies was SUMA's study and systematization of the MINEDU's pilot teacher performance evaluation program. This systematization analyzes the MINEDU's experience relating to teacher performance evaluation and is a source of lessons for future initiatives. SUMA presented the publication to MINEDU and built on the findings to advocate with the MINEDU on the importance of an integrated teacher professional development system. The MINEDU created a specialized unit on teacher development that integrates pre-service and in-service teacher professional development, a policy SUMA had encouraged.

Another important contribution to teacher professional development was the creation of standards of good teacher performance. SUMA worked closely with the CNE in preparing standards for good teaching practice, a key input for teacher training and teacher evaluation. SUMA contracted UPCH to carry out a study of good teaching practices and coordinated with CNE which developed a set of recommended teacher practices or standards of good teaching practice. Evaluation of teacher performance was politically important and came up in the electoral debate among the candidates for mayor in Lima. This debate raised the level of interest in the MINEDU and stimulated the Ministry to move more quickly to systematize its pilot program on teacher performance evaluation. USAID added an activity in Modification number 6 which would have expanded SUMA's work to support teacher performance evaluation; however, this activity was eliminated in a subsequent modification as USAID's priorities changed.

Analysis of In-Service Training PRONACAP and Bi-lingual Education

SUMA made significant contributions in one of the cross cutting themes of the project: support of bilingual and inter-cultural education (EIB); they did this by working with the MINEDU to analyze its nationwide in-service teacher development program, PRONAFCAP, to develop criteria for bilingual schools and to study EIB financing as described in Program Outcome 1. In the first phase of the project, the MINEDU asked SUMA to participate in an analysis and revision of the PRONAFCAP program for schools in the EIB program. SUMA reviewed the design, management and implementation of the program by analyzing two experiences in two of SUMA's priority regions: Ucayali and Ayacucho. The study included classroom observations to determine the impact of the training program.

This study also helped change a longstanding problem at the MINEDU of poor quality of data, particularly with regard to bilingual schools, which affected the design and

implementation of teacher training programs such as PRONACAP, the design and dissemination of educational materials and the evaluation process carried out by the UMC. The study helped PRONAFCAP EIB identify ways to improve the program, and to reorient the policy in terms of the in-service training program. One of the key findings of the study was the lack of criteria to identify what constitutes a bilingual school in order to assure that appropriate services are provided.

SUMA also spearhead the first Ad Hoc Commission of DEIB, the Office of Strategic Planning (OPE) and IPEBA at the MINEDU. As part of this Commission, SUMA was asked to identify criteria that define bilingual schools. At the time, there was no consensus or criteria on which schools should be part of the EIB program, which resulted in a different number of schools offering bilingual education every year without a shared rationale between national and regional education authorities to guide this decision. The lack of criteria also affected the ability to secure valid information relating to the number of schools offering the EIB service, important information that had been repeatedly requested by different government agencies and a prerequisite for defining policies and plans for teacher professional development and support. SUMA led the Commission to develop new criteria and these criteria were established by resolution in 2011. These criteria allow EIB schools to receive the support they need, including properly trained teachers, materials in native languages and UMC follow up. During phase two, SUMA consultant Elena Burga, who designed the criteria, was appointed as Director of the EIB office at the MINEDU, where she has able to oversee implementation of the criteria.

Support for Teacher Professional Development and for Teacher Coaches

The SUMA project supported national, regional and local authorities in the design of training strategies geared towards teacher experiences and knowledge. When the project began, regional governments had recently been given teacher training responsibilities as part of the decentralization of education. This coincided with the launch of the large scale MINEDU program, PELA, which was designed to provide in-classroom teacher coaching and support (*acompañamiento pedagógico*) and training for teachers. The program was rolled out in all the regions across a significant number of schools and then expanded on a much larger scale in subsequent years. The regions were given a great deal of flexibility in the pedagogical methodology used to train teacher coaches and many built on the experience of the active school methodology developed under Aprender. When priority regions requested support for PELA implementation design and implementation, SUMA integrated its work to build the capacity of regional government authorities under Outcome 1, provide support for teacher professional development under Outcome 2 and replicate innovative programs under Outcome 3. Within teacher professional development, SUMA worked at both the national and regional government levels. SUMA's contributions have helped shape national level PELA activities; SUMA prepared the only multi-year training program for teacher coaches in Peru based on the experiences in Ucayali and Ayacucho. At the regional government level, SUMA's support reached thousands of teachers and hundreds of teacher coaches in the priority and PCF regions. This program support is described in more detail under Outcome Three.

SUMA also carried out the training of teachers and teacher coaches from the Pajarillo and Cuñumbuqui districts in the Decentralization Laboratory. Teachers were trained in math and communications and to use aspects of the active schools methodology. All of the work with teachers was built around the Local Governance Model; teachers participated in school planning, goal-setting, and building community participation in school management with the CONEI. Teachers in these schools also benefited from using the materials discussed above. Learning outcomes in communications grew over the life of the project from 7.3% in 2009 to 20.3% in 2013, and in mathematics from 6.5% in 2009 to 16.5% in 2013.

Support to CONEACE

The work with CONEACE is an excellent example of the need for flexibility when implementing a policy reform project. CONEACE is the accrediting body of teacher colleges, or *Institutos Superiores Pedagógicos* (ISPs) in Peru. ISPs provide most of the pre-service training for teachers in Peru. The original SUMA contract specified that the project would support the CONEACE in the accreditation of a specific number of ISPs in each priority region. However, the government significantly reduced the CONEACE budget in 2010 hindering its ability to carry out the accreditation process; the process was also affected by the overlap in the accreditation process and the adaptation to the new Law on Institutes and Schools of Higher Education promoted by the MINEDU. SUMA worked closely with CONEACE to develop a proposal to create an evaluation mechanism for accreditation enlisting the support of the *Universidad Peruana Cayetano Heredia* (UPCH) to provide technical assistance. SUMA and UPCH supported ISPs in the priority regions of the project to begin the first phase of accreditation. In consultation with USAID and the national government it was agreed that this was no longer a priority and support in this area was suspended.

Classroom Materials

During FY2013, SUMA created and started distributing the Teacher Compass (*Brújula Maestra*), a package of materials for teachers to provide guidance in classroom practice in reading and math in grades 1 through 6. The Compass provides instructions, activities and lesson plans for teachers to use in the classroom. It is organized according to a skills matrix and contains a curricular guide based on the MINEDU's learning paths and SUMA's curriculum paths (*tramos curriculares*). SUMA facilitators helped teachers use the Teacher Compass through coaching in the classroom.

Classroom Materials to Strengthen In-service Training of Teachers

SUMA created a set of learning materials to improve teacher effectiveness and student learning by providing teachers with structured activities based on learning indicators. The materials were used by teachers in Pajarillo and Cuñumbuqui. The materials are described below:

- **Curriculum Paths:** Teachers use the national level DCN for planning. However, because the DCN is based on annual learning objectives, teachers have a hard time using it for short-term lesson planning. SUMA created curriculum paths to give teachers a better understanding of expected learning indicators and to allow them to plan better and prioritize on a monthly basis. The paths have also helped teachers understand how students should build skills on a progressive basis horizontally across grades and vertically from one time period to another, and how to measure learning progress to help differentiate instruction. Finally, curriculum paths have made in-class coaching more effective because teachers can structure support from coaches according to specific learning objectives.
- **Teacher Compass:** SUMA created materials for math and communications for grades 1-3 which organized teaching strategies that SUMA staff had taught in earlier years through in-service training and coaching. However, because these strategies were not organized according to MINEDU's learning indicators nor prioritized according to the school calendar, some teachers did not implement the strategies they learned in workshops; other teachers did not use them in a structured manner, making them less effective. The Teacher Compass gives teachers structured teaching strategies to accomplish specific learning indicators in specified time periods. The material gives teachers an opportunity to know what to do, when to do it, and with what frequency. The teacher compass also helps teachers integrate the pedagogical materials of the MINEDU, like the workbooks, more frequently and more appropriately. Before the Teacher Compass, the teachers had difficulty understanding when and how to use materials (e.g. manipulatives, mobile letters, blocks, sequence cards, etc.) and how to use materials from the local environment (e.g. seeds, stones, bottle caps, etc.).

Self-Paced Learning Guides

A key component of the active schools methodology is self-paced learning guides. The AprendeDes project developed a series of learning guides for all six grades and subject areas of primary education. These guides followed a structured approach, "Learn, Apply and Practice," that includes the introduction of new materials and the application of new skills in the classroom that can be done independent of the teacher either individually, in pairs or in groups, followed by activities that students can do outside of the classroom to practice these skills. The guides were created for multi-grade classrooms and the content was geared to the regions of San Martin and Ucayali. Because there were many student-centered learning activities, students could work independently while the teacher worked with groups of students. These guides were found to be highly effective, and teachers and students enjoyed working with them. During SUMA, the guides were revised for the Amazon region and developed with teachers from that region to ensure that materials were culturally relevant.

By 2010 however, the curriculum had been revised and the guides developed under Aprender for San Martín and Ucayali were worn out and out of date. In 2012 and 2013, there was interest among these regions and the Ministry of Education to develop new materials. SUMA was particularly interested in creating new guides as staff felt the lack of these materials hindered learning outcomes compared to progress seen under Aprender. SUMA therefore revised these guides for grade 1-3 in math and integrated communications. A challenge in developing these materials was to merge the Ministry's curriculum and reading/writing approach with evidence-based practices that are part of USAID's education strategy (For more information on differences in reading approaches, see the Early Grade Reading section.) FHI 360 placed a particular emphasis on integrating evidence-based practices in the first grade materials where the differences in approaches are starker. The guides were developed during FY 2013, the last year of the project. SUMA then validated the first guide for first grade.³ FHI 360 recommends that USAID evaluate learning outcomes for the first three grades to determine the quality and impact of these materials.

Mobilization for Improving Learning Outcomes: San Martín

The regional President of San Martín requested USAID support to improve learning outcomes in math and reading and USAID solicited SUMA to support an Emergency Plan which was planned and implemented from May 2013 through November 2014. The plan was comprehensive, well-funded and supported politically by the DRE and UGELs. The Plan provided funding for workshops, the training and expansion of teacher coaching positions, the design, revision, printing and distribution of math and reading materials, teacher incentives, evaluation, a communications campaign and donation of supplementary books to stimulate reading. The Plan reached four groups of schools to include most primary schools in the region.

SUMA provided guidance to the DRE for the overall plan and provided direct support for the 154 schools. Those schools were larger, mostly urban schools that had not received support from any intervention but displayed the capacity for growth with the enhanced support provided under the plan.

The DRE set a goal of a 3% increase in reading and 2% increase in math. That goal was surpassed in both subject areas. According to the results of the 2013 Student Census Evaluation (ECE) that was taken in November 2013 and released in March 2014, 26.7% of second grade children in San Martín were reading at grade level, which represents a noticeable increase of 8.8 percentage points compared to the prior year. Those schools that received more targeted SUMA support, Group 3 schools in the Emergency Plan,

³ FHI 360 submitted a separate report on the validation process for the first unit of first grade and the revision of the first grade materials to insert more evidence-based skills development for the remainder of first grade.

increased from 21% to 30% in communication, an increase of 9 percentage points or a 45% change from the prior year.

In math, 14% of second grade children were at grade level for math, a 6.9 percentage points from 2012. Within group 3, there was an increase of nine percentage points to 17%, nearly a doubling of the percentage of students at mastery. While we do not have sufficient evidence to point to a causal relationship, this substantial jump in results suggests that the Emergency Plan for the Improvement of Learning Results, designed and implemented jointly by USAID, SUMA, the San Martín DRE, and UGEL technical teams, helped improve the region's disappointing results on the ECE 2012 when there was little to no growth in learning outcomes.⁴ There is not enough data to determine the causes for the increase in learning outcomes, and the multi-faceted nature of the interventions makes it challenging to determine specific causes. However, the project staff believe that the high-level political support and the comprehensive nature of the plan, coupled with training and materials, led to increased motivation among staff throughout the education system that may have contributed to the improved outcomes.⁵

SUMA developed materials for the San Martín Emergency Plan called the "*facilitador estratégico*" or "strategic planner," a set of reading and math materials for teachers. This planner included individual classroom activities to address specific priority skills and a matrix of indicators for both subject areas that were linked to the Ministry's "Rutas de Aprendizaje," or Learning Paths. The Ministry had recently released the *Rutas* and many teachers were confused about how to implement them. One of the goals of the Planner was to help teachers better plan and organize class time, to link activities to specific indicators and skills, and to distribute specific strategies and activities over time so that teachers develop all of the skills and follow a structured approach. These materials were provided to all group 3 schools, reaching a total of 608 first and second grade teachers who taught 15,270 first and second grade students.

The Emergency Plan developed among USAID, the DRE and SUMA was based on a cascade model in which SUMA provided training to coaches who then trained teachers. These teacher coaches consisted of UGEL specialists, successful teachers who left the schools to become coaches, and school directors who did not teach classes. SUMA worked with the DRE to develop the plan and topics for the workshops and provided the technical experts and materials, while the DRE paid operational costs and organized the workshop logistics. SUMA and FHI 360 staff and consultants lead three workshops for teacher coaches as well as additional workshops for school directors. The workshops for coaches covered techniques for reading and math, classroom observation, and strategies for coaching and

⁴ There was a teacher strike in 2012 which likely impacted outcomes for that school year. Results for 2011, however, were similar to 2012 in both subject areas.

⁵ See SUMA's separate report on the 2013 Emergency Plan for additional information on the program.

mentoring teachers. School principals received training on similar topics over a shorter period of time.

To complement work with teachers and UGEL specialists, the San Martín DRE requested SUMA's technical assistance to design and produce a communication campaign that could reach the entire region. The primary objective of the campaign was to raise awareness among educational actors, students, teachers, principals and authorities, build understanding, and generate joint commitments to improve learning. The campaign included 3 television spots, 3 radio messages, 5 messages related to educational management, 10 micro programs for parents with tips to improve learning in everyday situations, 10 print messages with tips for parents printed in local newspapers, a jingle and a campaign slogan "*El Mejor Canon eres Tu*", an expression to say "you are the region's greatest asset". The campaign has been very well received in the region and the MINEDU has expressed interest in replicating these efforts at a national level. Campaign materials are available online (www.sumaeducacion.pe).

Early Grade Reading

The USAID global strategy that focused on the support of reading and writing in the early grades was announced 2 years after SUMA had started. Although SUMA had always included a focus on reading in all of its work relating to teacher quality, SUMA revised its plans and priorities during phases three and four of the project to more closely target reading-oriented activities. Work focused on research, materials development, teacher training and a study tour to expose regional government officials to different practices in early grade reading.

SUMA Leadership in Pioneering Research on Literacy: Literacy Scan and the Three Region Study

The Measurement Unit of the MINEDU (UMC) has increased attention to evaluation of learning outcomes; since 2007 the annual census evaluation of learning among the nation's second grade students has allowed educators to measure progress over time. The data has shown very discouraging results in literacy with only 30% of second grade students reading at grade level for reading comprehension, and significantly worse scores for rural schools. These results have helped generate attention and increase civil sector participation on issues affecting the quality of learning. In the last two years of the project, SUMA contributed to national and regional efforts by conducting research that is being used to understand the factors that affect literacy learning across the country.

The Literacy Scan

To launch the project's increased focus on early grade reading, FHI360 hired Desirée Pallais, an international literacy expert with extensive experience in Latin America, to conduct a "Literacy Scan," a rapid assessment of various factors that affect early grade

reading: policy, evaluation, curriculum, instruction, materials and professional development. The Scan was the first study in Peru that looked at early grade reading from such a comprehensive perspective. The Literacy Scan was a qualitative study carried out through in-depth interviews with 14 MINEDU officials, 11 regional education officials, 4 academics, 5 civil society/NGO officials, and 23 teachers. It also included a review of curriculum, Ministry textbooks and learning materials from a variety of NGOs.

The researcher found gaps between reading practice and policy within Peru, and gaps when compared to international research and evidence-based practices. The MINEDU has been promoting the Enfoque Comunicativo y Textual (ECT, or Communicative Approach) to reading, which is based on learning to read through an emphasis on oral language, writing, and reading comprehension and drawing on texts from children's everyday environment. ECT emphasizes the importance of building on children's existing language and literacy capacities and their natural curiosity to guide them to reading acquisition, in contrast to offering explicit, skills-based instruction. Simply put, the approach privileges the study of units of meaning (e.g. text, sentences, words), rather than sub-units of language with no inherent meaning (e.g. letter sounds, letter names, syllables). The USAID reading strategy supports a skills-based approach that does not align with existing MINEDU policy and some MINEDU officials seem resistant to these types of reading instructional approaches. Although there is some division within the Ministry of Education around this approach, many in the Ministry and the education community remain in favor of the ECT approach, despite gaps in the empirical research supporting its effectiveness in teaching children to read.

The consultant found it challenging to raise issues relating to the gaps identified between practice and policy in Peru and evidence from international research. The Peruvian staff deemed the initial draft too critical to be accepted in Peru. The consultant therefore revised the draft to soften the criticism and to introduce recommendations based on international research as strategies for struggling readers to introduce different points of view and methodologies without directly criticizing the Peruvian approach.

The report, *Balance sobre la lecto-escritura en el Perú: Un acercamiento reflexivo sobre políticas, el marco institucional e implementación (Analysis of Literacy in Peru: A reflection on Policies, Institutional Framework and Implementation)* was presented to stakeholders in the MINEDU and representatives of the civil sector. The study found that there is a general concern among policy makers and teachers regarding the persistent gap between expectations for literacy learning and teacher practice and inadequate in-service training for teachers. The main recommendations from the study were:

- Intensify training activities to encourage reflection in schools to understand the relationship between pedagogy and learning results.
- Improve integration of MINEDU evaluation results and in service training.
- Focus on reading strategies to meet the pedagogical needs of those children that remain below grade level in second grade.

- Improve coherence among curricular documents to create a common language regarding learning and basic expectations.
- Continue enriching pedagogical strategies developed by the civil sector regarding levels of literacy and their role in the acquisition of reading.
- Develop curriculum strategies that respond to the needs of students that remain below their grade level for reading (-1 on the UMC scale) and continue to promote equity in the classroom.
- Consider incorporating additional teaching strategies to complement the communicative model based on the practical needs of teachers, and the needs of the students below grade level.
- Review successful strategies to teach early grade reading in Peru.
- Review research from cognitive science and recent research regarding struggling readers to continue to make revisions to the curriculum, teacher training and professional development.

Study Tour

SUMA supported a study tour for 9 regional government officials from San Martín and Ucayali and one SUMA staff person to Texas. The purpose of the tour was to expose officials to a variety of evidence-based early grade reading strategies. In Austin, the participants visited a Knowledge is Power Program (KIPP) school and the ACE tutoring program, which involves both youth and parents in bolstering student literacy. At KIPP, participants observed preschool, kindergarten, and first grade. In almost all classes, participants saw numerous examples of differentiated education in a “centers” structure (students rotating through different activities in small groups while the teacher focused on the needs of one of the groups), as well as strategies aligned with the National Reading Panel’s 5 Components of Reading Instruction. At ACE, the participants learned about parent training programs and youth tutoring initiatives.

The group traveled to Brownsville, Texas to observe schools that were taught in Spanish to lower-income Hispanic students. There they held discussions with district administrators about the structure of the school system, evaluations and standards, and basic pedagogical frameworks and strategies. Participants also observed pre-kindergarten, kindergarten, and first grade classrooms in two schools. These schools exemplified an approach to teaching early grade reading based on the five key components for literacy. Participants observed clear examples of activities to develop phonemic awareness, phonics, vocabulary (via graphic organizers), fluency, and comprehension (such as a teacher methodically going through a Bloom’s Taxonomy chart). The study tour was an important opportunity for regional officials to see many of the approaches USAID had emphasized. Debriefing activities with the study tour participants found that they tended to focus on the perceived differences in the students and schools in the U.S. and Peru, rather than on the quality of the reading approach. Specifically, some officials expressed skepticism that Peruvian children could be as well behaved as the American students. Even though many of the schools visited were bilingual schools in poor neighborhoods,

some of the Peruvians felt there was a cultural difference that would make it difficult to have classrooms that were as orderly as those visited. This focus may have reflected the serious challenges Peruvian teachers seem to face in classroom management, as reported earlier in the description of the Three Region Study.

Most participants responded well to the “centers” classroom structure because, in addition to effectively keeping students on task, it resonated with the student-centered *Rutas* approach. Participants were generally shocked by the level of classroom organization and routine in classes. Most participants seemed to respond well to the examples of community involvement, such as the ACE parent program or youth tutoring. Participants also responded well to the evaluation systems that they saw and wished that evaluation results in Peru had a quicker turn-around so that results could affect the current curriculum and student cohort. In short, most participants seemed impressed by the structural elements they saw: community involvement, routines, classroom centers, and evaluations. However, it was unclear whether participants were convinced that these practices could be effectively implemented in the education systems where they work.

The Three Region Study

The annual census evaluation, ECE, conducted by the MINEDU shows low learning outcomes for second grade students in communication, which measures reading comprehension. Interestingly, the ECE shows large differences among regions with students in Tacna, Arequipa and Moquegua consistently outperforming students in other regions, particularly regions with large rural populations particularly many of USAID’s priority regions such as San Martín, Ucayali, Huancavelica and Loreto. Based on discussions with the MINEDU and USAID, SUMA designed and conducted a three part study to understand the factors that may explain variations in ECE learning outcomes across three different regions. Two of the three highest performing regions, Moquegua and Arequipa, were chosen for this study to be compared with San Martín, a priority region for USAID. Learning results in 2012 showed that 30.9% of all students nationally read and write at grade level; results in the three regions studied varied significantly, with Moquegua at 59.3% and Arequipa at 50.3%, while only 17.9% of second grade students scored at the mastery or grade level range. This study was the first of its kind, seeking to explore and compare teacher practices and to study the relationship between policies and institutional support.

The study was conducted in three phases. Researchers affiliated with the Peruvian research institute GRADE conducted a secondary analysis of quantitative education data drawn from national census and education databases (Phase One), and in-depth interviews and focus groups with regional educational authorities (Phase Two) to understand the policies and institutional supports provided by each regional government. Researchers analyzed indicators on inputs and infrastructure, teacher qualifications, class size, student and class demographics, education financing and other issues related to the

education sector, and examined how differences in policy and management practices among regions might shape reading outcomes.

Consultant Armida Lizárraga conducted phase 3 of the study, a mixed-method study of teacher practice and knowledge related to reading. This phase consisted of quantitative surveys of first and second grade teachers and qualitative classroom observations of reading instruction in second grade classrooms. Phase three was designed to gather evidence on classroom practice and its relationship to the national literacy curriculum and to best practices in reading and writing.

Some of the notable findings from the three phases are summarized below:

- **Infrastructure, investment and demographic and economic conditions:** Phase 1 showed that the high performing regions, Moquegua and Arequipa, invested more per child in education, had better school infrastructure and lower student-teacher ratios, and principals reported less teacher absence compared to San Martín. In addition, there was higher pre-school coverage and less malnutrition, indicating that children in Moquegua and Arequipa tend to be better prepared to learn than those in San Martín. Finally, overall socio-economic and demographic variables were higher in the two stronger performing regions than in San Martín.
- **Organizational Culture:** Phase 1 and 2 showed that Moquegua has the most inclusive and integrated model of organization which includes all the relevant actors (regional and local government, UGEL, directors, teachers, private sector, parents, etc.) organized according to clear goals with objectives projected to the year 2021. These different actors shared the same information and the same goals. Moquegua educational authorities also implement their own monitoring and evaluation system three times a year to monitor learning and make adjustments to pedagogical strategies. Additionally, in Moquegua, the UGELs have greater autonomy to manage and execute budgets. In Arequipa it is noteworthy that they have implemented an incentive plan for teachers and a training program. In San Martín, an incentive plan has recently been proposed but it has not been implemented.
- **Materials and Infrastructure:** The study found that all three regions were affected by poor infrastructure, materials, and materials distribution. For example, UGELs are responsible for distributing materials but lack the necessary budget to reach schools, which often results in making schools directors responsible for picking up materials at UGELs. This results in uneven disruption among schools and delays of up to six months in some schools. The study showed that school directors have found creative solutions and in some cases continue to use texts from prior years, or they produce their own pedagogical materials. In fact, 50% of the teachers in each region were found to use MINEDU texts and the other 50% used materials they had created. Teachers in all three phases of the study expressed the need to

have more specific training on how to use MINEDU texts. Phase three also showed that classroom or school libraries are virtually absent, so the only access to written material for children is often the MINEDU text. This is a missed opportunity because libraries are a particularly important opportunity for learning to read and write.

- **Regional government training:** Each region implemented different teacher-training models. Moquegua has a long-term plan based on teacher needs or requests. Arequipa has more inconsistent training programs because the UGELs who provide teacher training do not have their own budget, which limits their ability to plan as needs arise. As part of phase 1 and 2, teachers were asked to indicate the type of training they had received during the year (for example, literacy, classroom management, ECE, etc). Teachers in all three regions indicated that training had primarily focused on the MINEDU Learning Routes (*Rutas de Aprendizaje*). Despite the training, teachers in all three regions expressed frustration at the Rutas' lack of clarity, indicating a potential gap in reading policy and practice within the country.
- **Training and Classroom Practice:** Findings from Phase Three showed inconsistencies among pedagogical practices promoted in teacher workshops and classroom practice. In terms of trainings offered by MINEDU, 71% of teachers in San Martín were trained in the Communicative approach (*Enfoque Comunicativo y Textual* or EFT) approach, compared to 61 % in Moquegua and 39% in Arequipa. However, classroom observations showed that most teachers were not implementing basic principles of the approach, as discussed below. Additionally, the study found that 63% of teachers in San Martín were trained in classroom management, while only 32% in Moquegua and 34% in Arequipa were trained in classroom management. The classroom observations showed that classroom management was one the main barriers to effective teaching and learning.
- **Teachers:** Phase Three found that the majority of teachers (75% of the total in the sample) had more than 15 years of experience in the classroom. No teacher in the sample or observations had less than two years of classroom experience and there were not any significant differences by region. High levels of teacher experience relate to both positive and negative consequences, as teachers have accumulated a great deal of knowledge. As the report highlights, studies have found that innovative programs are harder to implement among teachers with more than 5 years' experience⁶. None of the teachers in the surveyed sample (N=212) had less than two years' experience, which suggests the need to recruit new teachers. School directors in all three areas indicated they are forced to hire short-term

⁶ Cohen, D. K. (1990). A revolution in one classroom: The case of Mrs. Oublier. *Educational Evaluation and Policy Analysis*, 12(3), 311-329.

teachers that have received the lowest minimum grade on teacher selection tests because of a lack of more qualified candidates, especially in rural areas. Interviews from phase 2 showed that teacher motivation and commitment is also different across the three regions; San Martín has the most teacher absences and/or requests for paid leaves.

- **Classroom practice and process:** One of the most commonly used pedagogical practices teachers reported using across all three regions was reading aloud (82%). Reading aloud is useful for developing reading fluency and is also characteristic of the *Enfoque Comunicativo Textual* (ECT). However, in some cases, such as in San Martín, teachers read aloud almost daily but they read without intonation or expression. Other findings from the teacher survey and classroom observations suggested that many teachers were engaging in practices that were inadequate to promote reading development. For example, teachers reported asking students comprehension questions; however, in the majority of cases teacher asked questions requiring a yes/no response rather than asking inferential or predictive questions that would have built greater cognitive skills. Teachers asked questions that required a more complex response in only 20% of the cases. This is concerning because as students advance into later grades, students need to read and understand more complex texts. These classroom observations indicate a lack of alignment between the pedagogical practices promoted by the national ECT approach and classroom practice. One of the key components of the ECT approach is oral language development, developed through oral exchange in the classroom. Only 17% of observed classrooms across all regions showed concrete evidence of oral discussions that got into more complex issues. Another concern was the way teachers approach learning vocabulary, which is part of the national curriculum. Vocabulary is a predictor of reading comprehension. Vocabulary used by teachers in observed classrooms was limited and simple. In the classrooms where vocabulary was taught, teachers used traditional strategies such as lists with words and definitions. In terms of writing, about half of the observed classrooms have minimal evidence of writing sessions; most writing is limited to copying and practicing the writing process.
- **Classroom management and organization:** There are two key findings for classroom organization and classroom management. In general, 43% of teachers in all three regions ignore students who interrupt or do not pay attention. In San Martín, this number reached 67%, compared to 33% in Arequipa and 27% in Moquegua. This could be due to the fact that teachers do not have strategies for redirecting this behavior in the classroom, or simply because they prefer not to interrupt the learning session. Also related to time on task, in the majority of the observed classrooms, students who finished an activity had to wait while other students finished. Without another activity, they lost precious learning time. The problem was most significant in San Martín, where in 92% of the classrooms observed, students were lacking an activity, compared to 83% in Moquegua and

64% in Arequipa. Most teachers continue to use a traditional organizational structure where the teacher speaks and students listen. On average, a total of 43% of teachers reported ignoring students that were not paying attention. In general, teachers are authoritative and punitive to students with a few exceptions. Studies have consistently shown that the quality of interactions between students and teachers influence learning (Pianta et al., 2008); thus, it is important to train teachers in positive classroom management techniques.

Context

SUMA brought together its work in decentralization and teacher quality by supporting regional governments to implement large-scale programs that replicate innovative practices using their own resources under the Partnership Challenge Fund (PCF), an activity designed to replicate effective practices in education in different regions of the country under public and private partnership programs. This work focused on three types of programs: Public Investment Projects (PIP), the Strategic Program of Learning (PELA), and alliances with the private sector.

The way the PCF operates was the subject of extensive discussion between the project and USAID, and within different offices of USAID. These culminated with the approval of contract modification No. 6, dated July 27, 2012, which included an approved PCF design document, the Grants under Contract Manual (GUC) and a Request for Applications to initiate a competitive process to select alliances with private sector support.

Technical Assistance to PELA and PIPs

At the start of the SUMA project, in 2009, the national government launched the Strategic Program of Learning Results (PELA), a program designed to support regions in the implementation of best practices to improve learning, including: teacher coaching in schools, training of assistant teachers (training of trainers); educational materials; and teacher training workshops (in service). The design of this program was influenced by USAID *AprenDes* active schools experience in San Martín and Ucayali, which had strong learning outcomes in rural multi-grade schools. The *AprenDes* program included extensive teacher professional development with workshops and in-classroom coaching from more experienced educators. PELA was designed to incorporate some of the same combination of inputs—teacher training with teacher coaches and a budget for additional learning materials.

Although the initiative was well-funded and had political support and civil sector participation, the scope of the project and the element of innovation presented great challenges; there was weak capacity at the regional level in program management, teacher training, and materials development and in pedagogy more generally. PELA provided great flexibility to regions in terms of the type of training provided and did not promote any specific pedagogical approach, particularly in the early years. SUMA therefore helped the regional governments address their weaknesses providing technical assistance while the regional governments funded and implemented the program. The most important contributions of PELA include:

- The development of a selection process for teacher coaches including the job description and the desired characteristics of teacher facilitators;
- The design and implementation of the training of facilitators;
- Developing learning materials for students in math and communications;
- Support to the PELA team on the design of the teacher training program;
- Support to the PELA team during the PELA-led teacher training program;
- Accompanying teacher coaches on school visits to provide on-site feedback to the teacher coaches; and
- Ongoing support and guidance throughout the year on all aspects of the program.

Learning outcomes for PELA have been modest with more impressive results in 2013 compared to non-PELA schools. As with the PIPs, one factor affecting PELA has been the management capacity in each of the regional governments and the change in staffing. The MINEDU changed the structure of the program after the first year which resulted in the program being managed within existing DRE offices rather than with a dedicated staff with its own funding. This resulted in less attention paid to the PELA program as staff members were frequently overwhelmed with too many responsibilities. The biggest increases in SUMA supported PELA regions were in Lima Region which had more capable staff and organization. Over time, the PELA program has improved in terms of national level support and organization. One finding from the program has been an acknowledgement of the importance of the role of teacher coaches or facilitators who provide in-classroom support. Some regions, such as Moquegua, have expanded the number of coaches so that all schools can receive this support.

SUMA provided similar support under three PIPs in San Martín, Ucayali and Amazonas, all of which were implementing the active schools methodology in rural schools. Learning outcomes showed consistent and sizeable increases in both math and communications in Amazonas, the region with the strongest management capacity of the three. The San Martín PIP showed modest growth in learning outcomes under a short program. Unfortunately, the PIP program in Ucayali had very disappointing results, which was consistent with the poor management capacity of the regional government. Despite SUMA support, the regional government failed to implement important components of the program, such as all of the training and coaching visits and provision of the active schools learning guides. In addition to the difference in management capacity, another difference among the three active school PIPs was access to the learning guides that are a critical component of the active schools methodology. In Amazonas, the PIP supported the adaptation of the ApreNDes learning guides for the region. As a result, the students had access to new materials designed to be culturally relevant to the region. In Ucayali, on the other hand, the regional government did not purchase new learning guides and the ones purchased under ApreNDes were old and no longer usable. The San Martín PIP

included learning guides; however, the regional government did a poor job of printing the materials. As a result, the guides fell apart and were less attractive to use than other materials.

Private Sector Alliances

During the first phase of the project, the SUMA project engaged potential private sector partners and proposed a possible design for alliance. The project sought partners working in the education sector in the priority regions and in two additional PCF regions. Delays in approval of the PCF design, the Grants Under Contract Manual and RFP, and a contract modification held up progress with the private sector alliances during the first two years of the project. The RFP generated a great deal of interest and seven applications were received and reviewed by the committee. While the proposals met the criteria of the RFP, the quality and thematic focus of the proposals were only of moderate interest or relation to the overall project goals. A number of proposed alliances were reviewed but ultimately, only one grant was issued to support a private sector supported alliance.

Private Sector Alliance: IPA-ALAC Cajamarca

SUMA also participated in an alliance with the *Asociación Los Andes de Cajamarca – ALAC*, an association created by the mining company Yanacocha. USAID signed an MOU with ALAC in August of 2010 and the project provided initial support to the regional government's PELA program in 2010 as there had been discussion that PELA would be part of an alliance with ALAC. To develop a project design and plan, ALAC carried out a selection process and hired a consulting firm, *Gestiona y Aprende*, to meet with government and civil society actors, map out the needs and interests of key stakeholders and design the project plan. There were several delays in completing the project design and holding consultations with ALAC due to a change in staffing at ALAC. The project plan and an initial proposed budget were completed in 2011. USAID, ALAC and SUMA agreed that the alliance should focus on implementing the Creating Successful Schools Program of the *Instituto Peruano de Acción Empresarial (IPAE)* that been validated in the region and to focus on 27 primary schools that are supported by PELA; the goal was to strengthen the PELA program and expand it to grades 3 to 6, which were not supported under PELA.

During FY 2012, IPAE started implementation of the Creating Successful Schools Program in 27 schools across four different areas of Cajamarca according to the priorities of the regional government. The project impacted 2026 students, 27 principals, 115 teachers and 716 parents. The project also includes a component to support the improvement of the decentralized management of education in the region by implementing a planning, monitoring and evaluation system. SUMA participated in all the discussions regarding the project design, budget and implementation. However, because the PCF design document and the GUC manual had not been approved, SUMA was not able to provide financial support to the project until those documents were approved. Nevertheless, SUMA has participated as a (non-voting) member of steering committee created to govern decision making in the alliance.

During 2011 Cajamarca was the site of strong protests against the mining concession Conga, part of the Yanacocha investments. Escalation of violence led to a regional strike which impacted activities in the region. However, the education sector, and this project in particular, was able to continue working with the regional government with very little interruption. Like the rest of the country, the school year was interrupted by the national strike by the Teachers Union (SUTEP). The project was completed on target and a plan for UGEL restructuring was created with the regional government. In terms of the leveraging provided by ALAC, the company had initially indicated that it would provide \$1 million to this activity. In 2011, ALAC announced that it would only contribute \$500,000 to project. As SUMA and ALAC had agreed that there would be a 4:1 leveraging ratio, SUMA's commitment to the project was \$125,000. SUMA prepared a Fixed Obligation Grant (FOG), which was approved by USAID and the implementation took place in 2013-2014.

The project leveraged a total of \$21,986,706.98 as shown in the table below.

**Amount Leveraged in
US Dollars**

Activity/Region	Amount Leveraged			
	Year 1 = 2010 (Sept. 2009 to Sept. 2010)	Year 2 = 2011 (Oct. 2010 to Sept. 2011)	Year 3 (Oct 2011 to March 2012)	Year 4 = 2012 (Oct. 2012 a Dec. 2012)
I. 5 Priority Regions	\$6,050,017.68	\$3,343,253.48	\$6,897,160.17	\$3,269,471.57
1. PELA (*)	\$5,392,316.96	\$2,880,836.26	\$5,828,222.94	\$2,651,227.11
Ayacucho	\$1,424,649.64		\$2,088,801.31	\$1,641,926.82
Lima Region	\$1,700,731.43	\$2,134,620.51	\$542,381.63	
San Martín	\$770,742.14			\$538,250.66
Ucayali	\$182,940.00	\$746,215.75	\$811,328.08	\$471,049.64
Cajamarca	\$1,313,253.75			
2. PIPs (**)	\$657,700.71	\$462,417.22	\$1,068,937.23	\$618,244.46
PIP 2 San Martín	\$373,185.71	\$46,631.87		
PIP 1 Ucayali	\$284,515.00	\$351,767.03	\$736,369.34	\$91,082.79
PIP 1 Ayacucho		\$64,018.32	\$317,796.67	\$527,161.67
PIP 1 Lima Provincias			\$14,771.23	
II. Alliances in 2 Additional Regions	\$653,941.07	\$488,832.23	\$605,623.64	\$678,407.14
1. Amazonas (GR- USAID) PIP1	\$653,941.07	\$488,832.23	\$605,623.64	\$178,407.14
2.Cajamarca (ALAC- GR-USAID)				\$500,000*
SUB-TOTAL BY YEAR	\$6,703,958.75	\$3,832,085.71	\$7,502,783.81	\$3,947,878.71
GRAND TOTAL FOR ALL FOUR YEARS				\$21,986,706.98

*These funds were leveraged over the life of the project from 2012-2014.

**CROSS CUTTING OUTCOMES: OUTCOME 4 ACTIVE SCHOOLS IN ALTERNATIVE DEVELOPMENT
COMMUNITIES**

From the start of SUMA in September 2009 to December 2010, the project provided direct support to 85 schools (55 in San Martín and 35 in Ucayali) that began with the AprenDes project in 2007 with funds from USAID's Alternative Development program, and indirect support to the remaining 45 schools in Ucayali. The rationale for continued support for these schools that began under AprenDes was to provide continuity to these schools and enable them to receive four years of direct project support to fully implement the active schools methodology.

The project had planned on providing direct support to the 80 schools in Ucayali that were supported under the alternative development program under the AprenDes project. However, by the time the project started, the regional government had begun to implement the PIP project that would include these schools and wanted to make sure that schools would receive relatively equal types of support. After discussions with the regional government, an agreement was reached to provide for different types of support for 35 of the 80 schools. That agreement enabled SUMA to provide facilitators to carry out classroom visits in 2010 and to complement PIP funding for those activities the PIP did not support, such as the school management (CONEI) and student government activities. The group of 35 schools began receiving AprenDes support a year later than the 45 schools; therefore, the regional government decided to let SUMA continue for an additional school year so the 80 schools would have received a roughly equal amount of support. In addition, SUMA would indirectly support the 45 schools by providing technical assistance to the regional government's technical team, and supporting the training of facilitators and teachers.

Results

According to the national student census evaluation (ECE) conducted by the MINEDU, the group of schools in San Martín showed a substantial increase between 2009 and 2010 in both subject areas. In communication, there was a 12% increase, from 5% to 17%, in children who reach grade mastery level in communication skills. In mathematics, there was a 4% increase, from 6% to 10%. By contrast, in Ucayali, learning outcomes dropped from 6.9% in communications to 3.8% from 2009 to 2010 and results dropped in mathematics from 3.4% to 1.5%. In 2009, the AprenDes project had provided direct support for the first six months of the school year.

In Ucayali results were poor, partly due to the limited capacity of the regional government to manage the PIP program, and the reduced scope of support. Because the PIP was funding most of the activities, SUMA could not control the type, quantity, and quality of support. SUMA provided guidance and support to the PIP team throughout the year, but it was insufficient to overcome the challenges within the PIP technical team and the larger issues within the regional government. One particularly significant issue that affected the

Ucayali PIP was the low level of the resources the government dedicated to the intervention. The regional government did not provide the full set of learning materials, facilitator visits did not occur as planned due to administrative issues within the regional government, and other resources were cut compared to the support provided to the 55 schools in San Martín. SUMA believes that the difference in who managed the intervention was the most significant reason for the differences in performance between San Martín and Ucayali.

According to monitoring reports for 2010, teachers in the 55 schools of San Martín were more advanced in their use and knowledge of Active Schools. In fact, about 30% of teachers reached an advanced level in education indicators based on lesson planning, a classroom climate conducive to learning and the use of resources and other materials. The other 60% were in the "in process" level of still acquiring these skills. The remaining 10% were at the beginning level, the third of four categories. The schools in Ucayali showed difficulties in the implementation of the methodology in both the pedagogy and management. Only 3% of teachers were at that advanced level, while 45% was still at a very basic or initial level.

Challenges

Both regions faced several challenges that can affect learning that are typical of schools in Peru. In addition, some of the management challenges demonstrated the need for capacity building in regional authorities. Challenges included:

- **Teacher Instability:** Both regions were affected by the Garcia administration's law on the Public Teacher Career (CPM), which prohibited teachers from becoming tenured if they did not score well on standardized tests. A teacher who did not receive a high enough score to become tenured could continue to work as contract teachers, provided they received a minimal score on the test. This new law and practice of teacher assessment led to a high turnover among teachers during the school year. Unfortunately contract teachers did not begin working until April, a month after classes officially started.
- **Resistance:** Some teachers resisted the active school methodology and the use of the learning guides. The Active Schools model was well received by regional government officials; however, in 2010, a group of new educators, and those who had been trained under the MINEDU's PRONAFCAP program, were skeptical and resisted implementation of the active schools model. The fundamental complaint was on the use of student learning guides as main materials of instruction. The MINEDU had expressed concern that the learning guides could result in teachers' dependence on the guides and less attention to their own lesson planning. One of the main reasons for the creation of the learning guides was to help rural teachers, who typically have less training and skills, particularly in lesson planning, and classroom management. Learning guides should have been seen as support to teachers to complement their own lesson planning and to help them manage

multi-grade classrooms, rather than a tool to replace their own classroom planning and management.

- **Overlapping teacher training programs:** In both regions two other programs, PELA and PRONAFCAP, overlapped in some of the schools and teachers faced a choice between different educational curricula and methodologies. Other teachers were focused on preparing for the new teacher assessment to be able to enter the new Public Teacher Career (CPM) and did not want to devote the additional time involved with the Active Schools methodology.

OUTCOME 5: POLICY DIALOGUE, COMMUNICATIONS, AND CIVIL SOCIETY
PARTICIPATION ENHANCED

Policy Dialogue and Civil Society Participation

SUMA has been actively involved with the civil sector to raise awareness, advance the dialogue and obtain greater participation of civil society. SUMA provided financial and technical support to the National Council of Education (CNE). The CNE's role is to promote agreements and commitments to the country's educational development in a participatory manner between the state and civil society. Particularly at the beginning of the project, the CNE played an important role in decentralization and highlighting progress and sharing information about regional governments' progress to create their own regional goals and programs. A key area of SUMA support to the CNE was the creation and implementation of a tracking system called the Monitoring and Information System for the implementation of the PER (SSII-PER). This system is a means for monitoring progress among regional governments. It includes a series of indicators and a combined scale to measure progress in four areas: Planning, Budget, Professionalization of Public Services, and Participatory Management. The CNE provides an annual report on each regional government. They provide a means of measuring capacity and progress and to provide civil society a means of holding government accountable for their own regional education plans.

SUMA also supported CNE's work in policy dialogue particularly relating to the LOF, best practices in local management of education, and the identification of good teaching practices to support teacher performance evaluation. SUMA asked the CNE to establish a working group on reading, but the CNE's priorities are set through a participatory process and reading was not among its priorities. In late 2012, USAID indicated that the CNE was no longer a priority and direct support was terminated except for staff participation in CNE round tables and working groups. Collaboration with the CNE became less important under the Humala government as dialogue among civil society and government was much stronger than under the prior administration.

Another area of work to support civil society participation was the creation of the Goal Plan or PAT-MA, a critical component of the GLE model in San Martín which builds on experiences in Latin America with School Report Cards. As discussed in Outcome 1, the PAT-MA engages parents, community members, teachers and students in reviewing learning outcomes, identifying problems they have had during the school year, setting goals for learning outcomes and having individuals make commitments to help meet the goals set by the community. The PAT-MA has helped focus parental and community participation on learning outcomes. Frequently, community participation is focused on providing support for infrastructure and organizing events or other activities that may not directly contribute to learning outcomes. The PAT-MA is one of the elements that will be disseminated as part of the Decentralization PIP.

Another area of focus in all priority regions was to stimulate interest and capacity of the COPARE, the regional civil society-government entity that was created by law to serve as a forum for civil society input and accountability. In many regions, SUMA had to help reactivate the COPARE as it had been inactive in recent years. Through SUMA support, the COPAREs have become more involved in disseminating results of the SSII-PER, and the Good Start to the School Year. SUMA also worked to change the law governing the COPARE and COPALE to make those institutions more independent. Under the prior regulations, the COPARE was to be led by the DRE Director and the COPALE was to be led by the UGEL Director. Since one of the purposes of both institutions was to provide oversight and accountability of the education sector, having the DRE or UGEL Director lead those institutions was a conflict of interest and could dampen civil society input and accountability. This change in the regulations will strengthen the oversight role of both institutions.

Develop and Implement Communication strategy

SUMA implemented a unique communication strategy targeted at the three levels of government (national, local and regional) and in support of the Decentralization Laboratory of San Martín and the Local Governance Model. As part of the strategy, SUMA created outreach materials, radio, and television spots to raise awareness among educational actors, students, teachers, principals and authorities and to build understanding and joint commitments to improve learning. SUMA took special care to design products that are easy to understand using appropriate language, setting, and situations, especially for rural areas. Design and production of all materials was based in San Martín where the school community, authorities and parents are the protagonists. Finally, the type of media was selected based on the conditions of the community. For example, in communities where there is limited access to electricity, community radio or alternative media, such as loudspeakers in plazas and on garbage trucks, was the preferred medium. Billboards and posters placed in central locations were used to share messages and to increase reading opportunities in rural areas where there is little access to literacy materials.

- National Level: SUMA worked with the communications office of the MINEDU beginning in 2011. SUMA and the MINEDU made a formal alliance to work jointly in support of the MINEDU's new priorities. As part of this alliance, SUMA created radio spots and graphic materials to support the MINEDU-sponsored campaign "Buen Inicio Escolar" (Good School Start) to raise awareness to prepare for the beginning of the school year and the "Catch Up" Campaign (Ponte Al Día) to encourage teachers and parents to hold additional school days to make up for lost time due to the teacher strike in 2012.
- Regional Level: At a regional level, SUMA carried out communication activities and press relations through interviews and general media coverage (radio, television and print) to help raise awareness and share the experiences of the Local Governance Model. This attention was instrumental in mobilizing key actors at the

regional level to support MINEDU goals such as the Good School Start campaign, and raise awareness about education. In addition, the San Martín DRE, recognized the success of the SUMA strategy at a local level, and requested that SUMA support the San Martín Emergency Plan. SUMA supported the DRE in the design of a campaign to mobilize the entire region around the Emergency Plan including video and radio spots, and short messages that give parents tips to extend their children's learning that aired on television. Finally, SUMA helped local and regional authorities re-define communications and increase their communication budgets in order to guarantee sustainability.

- **Local Level:** At the local level, SUMA worked with the local media who were instrumental in providing coverage on key SUMA-supported innovations at the local level, such as the Vacation Schools, the district level PAL-MA for education, health and social inclusion, "Ready on the First Day" workshops, and school planning efforts in the context of the Local Governance Model. SUMA also designed and distributed the communication materials to continue the promotion of the Local Governance Model in San Martín implemented in Pajarillo and Cuñumbuqui. In addition, SUMA started a training program and provided technical assistance in communications for the CGLDS, student councils and community groups. Furthermore, SUMA created communications materials that explain the key instruments of the decentralization laboratory, like the PAT-MA, and strengthen the involvement of key actors in the community: teachers, students, the CONEI, the CGLDS and local authorities. Materials included videos, radio spots, folders with themes and logos, skits on local governance to explain key terms and process, and a 40 second television spot, *Dreams* ("Sueños"). Additionally, SUMA created outreach materials, radio, and television spots to raise awareness among educational actors, students, teachers, principals and authorities which were instrumental in building common understanding and joint commitments to improve learning. Billboards and posters were conveniently placed in areas people could not miss. They contained messages to keep community members informed of key educational milestones and events such as ECE testing and the school calendar, and they encouraged participation in activities that celebrate their children's learning. SUMA also supported the governments of Pajarillo and Cuñumbuqui by promoting key activities such as the "vacation schools" (*escuelas vacacionales*), when parents organize learning activities at schools during the summer months to enhance learning. SUMA also used radio spots to motivate participation in the "vacation schools" and a *jingle or slogan*, was created and promoted across different media outlets at the local level. Finally, in preparation of the 2013 school year, SUMA supported the CGDLS to carry out training and the planning for the workshop called "Everyone is Ready on the First day" (¡TODOS LISTOS DESDE EL PRIMER DÍA!), following the priorities of the MINEDU which mobilized parents, teachers, educational administrators, regional and local governments to start school on time and ready.

Website and Social Networks

SUMA developed and strengthened its presence across different virtual platforms, like the SUMA website and social networks, to reach a broad external audience with clear messages, to share information, and raise awareness of educational initiatives and reforms at national and sub-national levels. SUMA policy papers, research and upcoming events were published on the web site and the site had more than 13,784 visits. In addition, SUMA designed a Facebook page permitting broader dissemination of results and publications amongst diverse actors and authorities in the education sector, with links to the MINEDU at different levels of government, and with USAID.

REFLECTIONS AND THOUGHTS FOR THE FUTURE

This Final Report not only marks the end of the SUMA project, but it also marks a transition point in USAID education support to Peru and a decade of investments in policy reform, a focus on rural education, decentralization, enhancing the role of civil society in education policy, and teacher professional development and support. These reflections have been informed from the breadth of these experiences over the last decade.

Decentralization

The USAID 2003 study reference earlier highlighted points out that decentralization is a long and typically non-linear process and international research had not shown evidence that decentralization leads to greater equity and quality. It identifies several key factors to enhance the potential for positive impact of decentralization on equity and quality: continuity of policies, *strong school councils* composed of parents interested in the quality of education who have *information* to judge the quality of schools and a *voice in educational decisions*, and a system of *incentives* in place to award or sanction school performance. It highlighted the importance of addressing several key concerns in Peru: the high levels of staff turn-overs, capacity building of UGELs and teacher union support.

- **Political will and continuity.** Decentralization began in 2002 and, as is often the case, the intensity of support to introduce and strengthen decentralization has varied considerably over the last 12 years. SUMA's ability to impact decentralization at the national level has been closely linked to government political will. The Garcia government demonstrated a seemingly reluctant approach to decentralization, transferring responsibilities to regional governments without funding or capacity building, and launching a new pilot program to provide municipal governments with expanded responsibilities before the role of municipal governments was clarified, which created confusion and controversy with regional governments who felt the MINEDU was sidestepping the role of regional governments. In SUMA's early years, the project was able to make more significant progress with regional governments such as San Martin which was eager to move at a much faster rate than the MINEDU. Much more progress was made with the Humala government where SUMA worked closely with the MINEDU to clarify roles and functions, to study existing decentralization models and innovate to introduce others, to analyze existing government processes to identify bottlenecks and create more efficient procedures, and to secure funding to build capacity to strengthen the UGELs.⁷ With strong political will at the MINEDU, and close relationships between the MINEDU, civil society and SUMA, allowed for

⁷ The 2003 USAID study highlighted strengthening the UGEL as a key criteria for success of decentralization.

progress in decentralization policy, models, and funding. However, with recent changes in leadership and senior officials in the MINEDU, it is unclear if there will be continuity in decentralization policies.

- **Partnership among national and regional governments.** The PELA program is an interesting example of the different approaches towards decentralization in the Garcia and Humala administrations. PELA was launched under the Garcia government and began as a pilot program that providing funding to regional governments to support teacher coaches and training for rural and semi-urban schools. The MINEDU gave little direction and support to regional governments while indicating that increased funding would be based on reaching ambitious goals. For most regional governments, PELA represented the first time regional government would be responsible for all aspects of implementation. Not surprisingly they lacked capacity in program design and implementation, budgeting, financial management and reporting, teacher training and monitoring and evaluation. In addition, teacher coaches were a new concept in many regions so there was a need for support to define the role of coaches, create selection criteria, and design training program and observation instruments. Not surprisingly, there was limited impact in the early years. The Humala government provided greater guidance and support to PELA, and as regional governments gained experience, results improved. PELA provided regional governments the opportunity to learn by doing, but capacity building, technical assistance and close collaboration has been essential to progress.
- **Information, accountability and incentives.** SUMA was quite aware of the importance of ensuring that new decentralized management structures focused on improving learning quality. It designed the PAT-MA to engage community members in setting goals for the schools, making commitments to meet goals, analyzing progress in meeting goals, and then revising school plans to address those goals—important steps in arming parents and community members with more information to assess quality. A concrete outcome was a greater focus on school attendance by teachers and parents. Parents also focused on ensuring that students had time and space to study at home and they committed to meeting with teachers on a monthly basis to learn about their children’s progress. *However, parents, community members and teachers need more information, both in quality and frequency, beyond the annual ECE results to diagnose issues relating to learning and the ability to act on that analysis. Stronger educational decision making requires more robust data-driven systems of accountability at all levels.* In the last year of the project, SUMA created classroom evaluation instruments for teachers to assess progress, a positive first-step towards providing more tools to assess learning. The GLE brought educational decision-making closer to the schools through the creation of a municipal-level CGLDS which resulted in resolving some issues more quickly such as teacher placement. Individual school councils had a voice on the CGLDS through school networks which participated in the

CGLDS and the district-level plans were developed based on the input of school plan. *While this provides school councils with a greater voice in decision making, school councils do not have the authority to hire and fire teachers or make other key decisions that affect quality as has been the case in some other Latin American countries.* Finally, few regional governments have introduced incentives and a system of rewards and incentives to school performance could enhance accountability. Interestingly, the San Martín regional government's Emergency Plan introduces teacher rewards linked to the ECE results in 2013 when San Martín registered the highest increase in communication outcomes and among the higher increases in math.

- **Focus on participatory processes and local ownership.** A unique characteristic of Peruvian governance structures and systems is the high priority placed on participatory processes. Nevertheless, education, however, has been one of the least participatory sectors. The GLE was designed to allow for greater stakeholder input from the key actors at the local government level as demonstrated by the creation and composition of the CGLDS. The GLE has accomplished the goal of creating greater ownership within the municipal government and strengthening collaboration across sectors. However, as noted above, the strength of a decentralized system depends on the knowledge, capacity and information provided to the stakeholders, and these are areas for continued improvement in the districts implementing the GLE. Additionally, while this broad-based participatory committee structure allows for extensive input, it can also be an obstacle to strong accountability and can slow down decision making.
- **Importance of political and institutional support and capacity to support technical solutions and education reform.** Research from the USAID-funded Equip 2 project showed that technical solutions (e.g. active schools methodology, new reading practices) require political support and institutional capacity and ownership to allow for sustainability. The PIP programs in Amazonas and Ucayali both funded implementation of the active school methodology that was introduced under the Aprende project. Amazonas, which had stronger political will and management capacity, had consistent and strong learning gains. Ucayali, on the other hand, had weak political support and management capacity and there were almost no learning gains. Financial management was a particular problem in Ucayali as the government underspent on key inputs such as learning materials and travel for teacher coaches. Another example of the positive impact of the combination of political and institutional support and solid technical interventions is the San Martín Emergency Plan. This intensive six month program had strong political support throughout the education system backed by a communications program and a comprehensive package of training, coaches and materials. While it is difficult to determine the cause of the substantial learning gains, the high level of political interest (or pressure) for improved outcomes was felt throughout the system.

Teaching Quality

The initial focus of the Teacher Quality component was on teacher professional development and support and related policy and institutional issues. Over time, the focus shifted to early grade reading which included work on research and materials development. Issues relating to reading are heavily influenced by Peruvian educational philosophy.

- **The role of teacher coaches.** The importance of in-classroom coaching to support teachers has become accepted within Peru. The PELA program introduced teacher coaches for rural schools, based in part on an analysis of the inputs into the Aprender project, which was considered one of several successful programs for rural schools. Now regional governments see the role of the coach as critical and at least some regions—Moquegua and San Martín—have experimented with providing coaches on a larger scale. Moquegua provides coaches for all schools and San Martín included coaches for a majority of schools as part of the Emergency Plan. SUMA helped define the role and profile of teacher coaches and develop a long-term training program for coaches.
- **Educational philosophy.** Many educators in Peru strongly promote a socio-constructivist approach to learning and place a heavy emphasis on metacognition, extended discussion to build deeper learning, and an emphasis on learning from one's environment. Additionally, many in Peru strongly believe in the EFT approach to reading and writing instruction, which is also based on constructivist theories of learning as discussed earlier. While there are many advantages to these educational theories, many teachers, particularly in rural areas, struggled to put them into practice or implemented them incorrectly. For example, teachers are told to ask open-ended, critical thinking questions instead of yes/no questions. However, while trying to ask an open-question, teachers would often opt for a *confusing* question that a child could not answer meaningfully (e.g. "Why are we making posters today?") rather than a *thought-provoking*, answerable question (e.g. "What posters have you seen in your community?"). The confusing questions would stop rather than facilitate conversation. As another example, teachers understood they should practice student-centered learning, so they would give students impossible tasks and expect them to complete the tasks independently (e.g. a teacher would expect first graders who could not yet read to sit quietly and interpret long lists of instructions). One impact of the constructivist approach and the EFT, is that teachers infrequently use explicit instruction, and few focus on phonemic awareness. Research suggests that students who experience explicit instruction in phonemic awareness are better at decoding, which is considered an important skill for reading comprehension. Peruvian educators' strong adherence to specific

education theories often limited the ability to consider evidence-based skills-oriented approaches to reading instruction, and to other issues relating to teaching practices.

- **Classroom Management.** FHI 360 staff found that classroom management and behavior issues were negatively impacting the learning environment. The Three Region Study also found that teachers in San Martín particularly struggled with disruptions in the classroom. Some of the behavior issues related to the way teachers applied the instructional theories they had learned. In the example noted above, when teachers engaged in extended discussions, asked confusing questions or gave students tasks they were not equipped to carry out, students became distracted. Peruvian educators need to learn how to build skills through more concrete activities that engage students in more active learning. Similarly, teachers need to develop different strategies for different types of learning. Constructivist approaches or the EFT may work for many students, whereas others need more explicit and structured instruction. Other strategies such as learning centers within a classroom can use a constructivist approach to allow for more student-focused learning using concrete activities. Teachers should also learn concrete techniques for classroom management (for example, praising good behavior, insisting on raising hands, having students clap in rhythm to refocus attention, practicing classroom routines, etc).
- **Student materials.** Another challenge the project faced was the use of the self-paced learning guides that were developed under AprenDes. These guides were very well accepted in San Martín under AprenDes. These materials are particularly useful for multi-grade teachers and both students and teachers enjoyed using the guides. Because students using the guides are engaged in using the materials, students are much better behaved and focused on learning. However, when SUMA entered new schools in San Martín, some teachers and UGEL staff resisted the guides because they feared the guides were too structured, and would eliminate the role of the teacher to develop his or her own lesson plans. The learning guides are meant to be one of many strategies teachers use in the classroom rather than replacing teacher created materials. The difference in perspective regarding use of student-centered materials such as the learning guides compared to more teacher-dependent instruction represents another difference in educational theories. SUMA developed new guides during the last year of the project which were piloted in the beginning of 2014. An analysis of the usage and outcomes in these schools in 2014 would help determine the impact of student-centered materials.
- **A need for more frequent and different types of evaluation.** The introduction of the annual census exam (ECE) has helped educators to measure progress over time. However, educators need more tools to assess learning, including continuous assessments and studies which shine a light on teacher practice and

knowledge. Ideally, research would also question current educational theories to help educators reflect on what is working. The current ECE for example only measures reading comprehension and does not help teachers diagnose why students have such low results. FHI 360 held discussions with MINEDU officials on other types of tools such as measuring reading fluency; however, there is a resistance to using instruments that are not consistent with current educational thinking. Given the concern over the poor results, education policymakers need to question current strategies and be open to different types of research. Studies into teaching and learning could be an important contribution for USAID going ahead.

Project Design

- **Focus and continuity.** The project began with an extremely ambitious scope in terms of the geographic and technical scope. A USAID education evaluation highlighted this concern early in the project. USAID was able to address this issue throughout the life of the project and ultimately narrowed the scope considerably. The addition of the early grade reading focus was particularly challenging given differences in approaches. In addition to the number and breadth of activities, the primary audience for the project changed throughout the life of the project with an intense focus on national policy level engagement in the earlier years to an almost exclusive focus on regional level activities. While such shifts are part of responding to opportunities and obstacles, they ultimately affected impact. Additionally, some changes were frustrating for staff as they had strong commitment to activities and approaches (e.g. early grade reading).

ANNEX 1: CONTRACT INDICATOR TABLE

Outcome 1	Indicator Accomplished
Requirement 1.1	
<p>a. Initial assessment of the institutional & policy framework completed, monitored on a regular basis and updated annually.</p>	<p>Assessments include:</p> <ol style="list-style-type: none"> 1. Decentralization of education management: Analysis of the institutional framework 2. Status of Education Decentralization policies 2010 – July 2011 3. Status Report of Education Decentralization 2009-2012 4. Status Report of Education Decentralization: Delegation of Functions 5. Early Grade Reading Decentralization Policy and Institutional Framework Assessment - Study on Management, Policy and Impact on Reading in the Early Grades Patricia Andrade, former director of Basic Education
<p>b. Advice provided on key policy issues to USAID, MED and relevant stakeholders.</p>	<p>Advice delivered throughout the life of the project. Topics include:</p> <ul style="list-style-type: none"> • LOF • Roles and responsibilities at the Local level • Local Governance Model • Management Processes • Education Planning • PIP Design and Development • Education Financing • Information Systems • Budgeting for Results • PELA Budgeting, Management and Monitoring System
<p>c. At least four key national or regional policies and/or institutional reforms regarding education decentralization and management drafted and approved with USG support.</p>	<ol style="list-style-type: none"> 1. San Martín: Regional Ordinance 011 - 2010 - GRSM / CR dated May 31, 2010 that approves the Regional Curricular Design and the San Martín Model of Education Decentralization Management (the first in the country to be approved). 2. National: Public Budget Law for fiscal year 2011 (Law 29626). Article 37 of the final complementary provisions; financing for the development of social sector systems and / or integrated information platforms (including education). 3. Ayacucho: Emergency Decree 039-2011 of July 20, 2011 – President of the Republic; authorizes the hiring of 661 teachers, 65 teaching assistants and 108 administrative workers 4. National: Ministry Resolution N° 008-2012-ED; creates the National Register of Bilingual Intercultural Education Institutions of Peru.

	<p>5. National: Supreme Decree (MINEDU) N°011-2012-ED of July 06, 2012; amends the designation of the COPARE President (more autonomy and independence for this participatory body).</p>
<p>d. At least three decision-makers and senior officials from the MED actively participate in various stages of the assessment process.</p>	<p>1. Decentralization of education management: Analysis of the institutional framework</p> <ul style="list-style-type: none"> ✓ Office of Support for the Administration of Education (OAAE) of the MINEDU - Luis Carlos Gorriti y Ángel Tenorio ✓ Regional Coordination Office (OCR) of the MINEDU – Luciano Chang, Director of the OCR ✓ Secretary of Decentralization of the PCM - Vlado Castañeda ✓ Secretary of Public Management of the PCM ✓ Representative of the Regional Governments (ANGR) - Gustavo Guerra García ✓ Representatives of the Local Governments (REMURPE) - Eduardo Barzola y Carlos López ✓ DRE officials from San Martín, Ayacucho y Ucayali <p>2. Status of Education Decentralization policies 2010 – July 2011. Luis Chirinos Segura.</p> <ul style="list-style-type: none"> ✓ Office of Support for the Administration of Education (OAAE) of the MINEDU - Luis Carlos Gorriti y Ángel Tenorio ✓ Regional Coordination Office (OCR) of the MINEDU – Luciano Chang, Director of the OCR ✓ Secretary of Decentralization of the PCM - Vlado Castañeda ✓ Representative of the Regional Governments (ANGR) - Gustavo Guerra García ✓ Representatives of the Local Governments (REMURPE) - Eduardo Barzola y Carlos López ✓ DRE officials from San Martín, Ayacucho y Ucayali <p>3. Status Report of Education Decentralization 2009-2012. Mayen Ugarte, Cinthya Arguedas y Nerina Ángeles</p> <ul style="list-style-type: none"> ✓ Gustavo Adriaén ✓ María Amelia Palacios ✓ Lorena Alcázar ✓ Patricia Andrade <p>4. Status Report of Education Decentralization: Delegation of Functions. Mayen Ugarte, Cyntia Arguedas</p> <ul style="list-style-type: none"> ✓ Office of Support for the Administration of Education (OAAE) of the MINEDU – <ul style="list-style-type: none"> ○ Jose Luis Gargurevich ○ Jose Luis Diaz Callacna ✓ Regional Coordination Office (OCR) of the MINEDU

	<ul style="list-style-type: none"> ○ Patricia Correa ✓ Secretary of Decentralization of the PCM - Vlado Castañeda ✓ Representative of the Regional Governments (ANGR) - Gustavo Guerra García <p>5. Early Grade Reading Decentralization Policy and Institutional Framework Assessment - Study on Management, Policy and Impact on Reading in the Early Grades Patricia Andrade, former director of Basic Education. Juan León Jara Almonte y Claudia Sugimaru</p> <ul style="list-style-type: none"> ✓ Liliana Miranda Marin, Director UMC ✓ Flor Pablo, former Director of Primary Education
<p>Requirement 1.2: Review and Evaluate Best Practices for Decentralized Management Systems and Processes</p>	
<p>a. At least three methodologies of best practices on decentralized management identified, including requirements and conditions for replication in various contexts (e.g., different region, or cultural and social dimension), particularly in rural areas.</p>	<p>Best practices studied include:</p> <ul style="list-style-type: none"> • Colombia: Analysis of the implementation of decentralization and modernization reforms in Colombia. Benjamin Meade y Alec Gershberg • City of Bogota: Decentralized Education Management: The Case of Bogotá, DC, and Colombia. Jaime Niño Díez • South Africa: Decentralized Model of Education in South Africa. Luis Crouch. • Nicaragua: School Autonomy in Nicaragua: Politics, education and the social contract, 1993-2007. Gustavo Arcia • Systematization of Educational Management Models of the Regional Governments of San Martín, Arequipa and La Libertad. Angel Maria Manrique Linares.
<p>b. GOP counterparts engaged in the review and analysis and demonstrate ownership of the evaluation process, with at least five key decision makers and senior officials from the MED participating.</p>	<ul style="list-style-type: none"> ✓ Office of Support for the Administration of Education (OAAE) of the MINEDU – <ul style="list-style-type: none"> ○ Luis Carlos Gorriti ○ Ángel Tenorio ○ Jose Luis Gargurevich ○ Jose Luis Diaz Callacna ○ Regional Coordination Office (OCR) of the MINEDU ○ Luciano Chang ○ Patricia Correa ○ Carlos Fonseca Oliveira

	<ul style="list-style-type: none"> ○ Erick Lino Rosales ○ German Quispe Huanca ○ Gideon Bellido Miranda ○ Grover Johnson Alfaro ○ Hugo Reynaga Muñoz ○ Jesus Arriaga Herrera ○ Lylían Peralta Rodríguez ○ Milagros Hermosilla Salguero ○ Natalie Meza Villar ○ Rosa Pizarro Cabezas ○ Yeiddy Chavez Huapaya ✓ Secretary of Decentralization of the PCM - Vlado Castañeda ✓ Secretary of Public Management of the PCM ✓ Representative of the Regional Governments (ANGR) - Gustavo Guerra García ✓ Representatives of the Local Governments (REMURPE) - Eduardo Barzola y Carlos López ✓ DRE officials from San Martín, Ayacucho y Ucayali
<p>Requirement 1.3: Strengthen Education Management Systems and Processes</p>	
<p>a. DREs and UGELs in selected priority regions restructured in accordance with the local needs and the LOPE/LOF framework</p>	<ol style="list-style-type: none"> 1. Reviewed and provided recommendations to the LOF which sets for functions for decentralization for each level of government. The MINEDU and the PCM approved the LOF. It was debated in two congressional committees but not approved. Despite the lack of Congressional approval, the Minister has begun implementing those aspects of the LOF that do not require congressional approval. 2. National level shift to focus on restructuring by focus on processes. SUMA supported the design and helped secure funding for a \$38 million PIP that will implement this restructuring at 74 UGELs. 3. San Martín designed the Regional government’s Model for Regional Education Management and approved the regulatory framework to implement the Model. This model will focus on DRE and government restructuring. 4. Local Government restructuring. Local government structure designed and implemented in two districts in San Martín. This structure and the management tools developed are serving as model for the replication in 11 districts in San Martín and will serve as model for Ministry funded replication in 74 UGELs throughout the country.

	<p>5. In Ayacucho, SUMA supported the approval of a PIP to develop and implement a new regional education model. The regional government designed a model for restructuring but the ministry requested changes in the design. SUMA completed work in Ayacucho in 2012.</p> <p>6. Supported the introduction and implemented of a new planning systems, one of the key processes, in three regions (San Martin, Ucayali and Ayacucho). SUMA developed a guide for Medium Term Planning that will be disseminated nationally.</p>																			
<p>b. Selected priority regions implement plans to modernize education management processes (planning, budgeting, staff development, monitoring and evaluation) in line with national policies.</p>	<ul style="list-style-type: none"> • Medium-term planning processes modernized in San Martin, Ucayali and Ayacucho. Guide to create Medium Term plans developed for use at national level. • Planning system created from school level to regional government level (PAT-MA (school), Plan Mancomunado (Local government), Medium- term Plan and PER (regional government) • Staff development in budgeting in monitoring and evaluation for PELA in Lima Region, Ayacucho, Ucayali, San Martin. 																			
<p>c. Annually, at least 250 education authorities/technicians from the MED and five priority regions receive technical assistance or training for improving management systems and leadership under a decentralization framework. <i>In 2013, as SUMA will focus in San Martin region, and only 80 education authorities/technicians from the Education System receive technical assistance or training</i></p>	<table border="1" data-bbox="688 678 1677 1360"> <thead> <tr> <th rowspan="2">Period</th> <th colspan="3">Education authorities/technicians from the MED and five priority regions</th> </tr> <tr> <th>Total</th> <th>Men</th> <th>Women</th> </tr> </thead> <tbody> <tr> <td>FY 2010 Period covered: September 15, 2009 - September 30, 2010</td> <td>1090</td> <td>656</td> <td>434</td> </tr> <tr> <td>FY 2011 Period covered: October 2010 - September 2011.</td> <td>632</td> <td>335</td> <td>297</td> </tr> <tr> <td>FY 2012 Period covered: October 2011 to September 2012.</td> <td>534</td> <td>259</td> <td>275</td> </tr> </tbody> </table>	Period	Education authorities/technicians from the MED and five priority regions			Total	Men	Women	FY 2010 Period covered: September 15, 2009 - September 30, 2010	1090	656	434	FY 2011 Period covered: October 2010 - September 2011.	632	335	297	FY 2012 Period covered: October 2011 to September 2012.	534	259	275
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	Annual average	688	375	313																												
d. Education managers in selected priority regions use data for decision-making, in coordination with the UMC	<p>SUMA has worked with the MINEDU to create an application that will enable education policymakers to make better use of data to support decision making. The subsystem is called Strategic Information for Education Management at the Regional and Local Levels, “<i>Información Estratégica para la Gestión Educativa a nivel Regional y Local</i>” and it is linked with MINEDU-OCR software.</p> <p>SUMA designed this subsystem with input from the UGEL and the Ministry. Sub-system was created to provide information for decision makers. This subsystem has been designed with input from the UGEL and the Ministry and was designed by FHI 360 expert Werner Figueroa.</p>																															
e. At least 20 demonstration schools in San Martin maintain current student learning outcomes.	<p>FY 2010 = 20 schools FY 2011 = 20 schools FY 2012 = 23 schools FY 2013 = 18 schools Annual average = 20 schools</p> <p style="text-align: center;">ECE Second Grade: Communication</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th style="background-color: #cccccc;">Level According to ECE Scale</th> <th style="background-color: #cccccc;">Base Line (2009)</th> <th style="background-color: #cccccc;">Endline (2013)</th> <th style="background-color: #cccccc;">Change</th> </tr> </thead> <tbody> <tr> <td style="text-align: center;">Level < 1</td> <td style="text-align: center;">36.3%</td> <td style="text-align: center;">11.5%</td> <td style="text-align: center;">-24.8</td> </tr> <tr> <td style="text-align: center;">Level 1</td> <td style="text-align: center;">56.5%</td> <td style="text-align: center;">68.2%</td> <td style="text-align: center;">11.7</td> </tr> <tr> <td style="text-align: center;">Level 2</td> <td style="text-align: center;">7.3%</td> <td style="text-align: center;">20.3%</td> <td style="text-align: center;">13</td> </tr> </tbody> </table> <p style="text-align: center;">ECE Second grade: Math</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th style="background-color: #cccccc;">Level According to ECE Scale</th> <th style="background-color: #cccccc;">Base Line (2009)</th> <th style="background-color: #cccccc;">Endline I (2013)</th> <th style="background-color: #cccccc;">Change</th> </tr> </thead> <tbody> <tr> <td style="text-align: center;">Level < 1</td> <td style="text-align: center;">61.7%</td> <td style="text-align: center;">45.3%</td> <td style="text-align: center;">-16.4</td> </tr> <tr> <td style="text-align: center;">Level 1</td> <td style="text-align: center;">31.6%</td> <td style="text-align: center;">38.5%</td> <td style="text-align: center;">6.9</td> </tr> </tbody> </table>				Level According to ECE Scale	Base Line (2009)	Endline (2013)	Change	Level < 1	36.3%	11.5%	-24.8	Level 1	56.5%	68.2%	11.7	Level 2	7.3%	20.3%	13	Level According to ECE Scale	Base Line (2009)	Endline I (2013)	Change	Level < 1	61.7%	45.3%	-16.4	Level 1	31.6%	38.5%	6.9
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	Level 2	6.7%	16.2%	9.5								
Requirement 1.4: Enhance budget allocation and quality of expenditures for education:												
a. Education budget submitted by MED to Congress incorporates recommendations from policy dialogues supported by USAID.	<p>SUMA helped the MINEDU justify budget increases and provided policy recommendations that were incorporated into budget requests. In 2011, SUMA carried out a costing study to demonstrate how much should be spent on a per student basis to provide a minimal basic education. The newly elected Humalla government used this study as part of its justification of a 23% budget increase in the 2011 budget. SUMA made the following policy recommendations on the PELA program which were incorporated as part of annual budget requests for the PELA program:</p> <ol style="list-style-type: none"> 1. Creation of a separate technical team of approximately 7 staff member per region to manage the PELA to ensure smooth operations. 2. Increase the number of days of training for teacher coaches and for teachers from between 5-10 to 18 days. 3. Increase the number of coaches per school for rural schools from a ratio of 12-14 teachers per coach to a ratio of 8-10 teachers to allow coaches to reach broad geographic áreas. 											
b. No less than one territorial authority, among regions approved by USAID, prepares Public Investment Projects (PIP) to increase investment in public education and improve efficiency in spending.	<p>9 regional and 1 national PIPs were developed. PIPs go through several stages of development and approved. The first step is the development and approval of the PIP which consists of approval of a "Perfil". Once that is approved, an Expediente Técnico is developed and approved. Once the PIP is approved, the regional government must take steps to start the PIP and include the activity as part of the operational plan for the following year.</p> <table border="1" data-bbox="688 1003 1776 1404"> <thead> <tr> <th>N°</th> <th>PIP Name</th> <th>Presupuesto aprobado (s/.)</th> <th>Estado actual Febrero 2014.</th> </tr> </thead> <tbody> <tr> <td>1</td> <td>Improved Quality of Education Services at the Preschool and Primary level schools in regular basic education in the Districts of the Region 6 San Martín (San Martín PIP 3)</td> <td>S/. 5,946,569.00 \$ 1,929,841.28</td> <td>Expediente Técnico approved</td> </tr> </tbody> </table>				N°	PIP Name	Presupuesto aprobado (s/.)	Estado actual Febrero 2014.	1	Improved Quality of Education Services at the Preschool and Primary level schools in regular basic education in the Districts of the Region 6 San Martín (San Martín PIP 3)	S/. 5,946,569.00 \$ 1,929,841.28	Expediente Técnico approved
N°	PIP Name	Presupuesto aprobado (s/.)	Estado actual Febrero 2014.									
1	Improved Quality of Education Services at the Preschool and Primary level schools in regular basic education in the Districts of the Region 6 San Martín (San Martín PIP 3)	S/. 5,946,569.00 \$ 1,929,841.28	Expediente Técnico approved									

	2	Strengthening of a regional system for continuous teacher development in San Martín (San Martín PIP 6)	S/. 5,210,571.45 \$ 1,929,841.28	Expediente Técnico approved
	3	Capacity Development of Educational Actors in Regular Basic Education of 13 Districts of the Lima Region	S/. 4,997,419.00 \$ 1,850,895.93	In execution
	4	Strengthening Teaching and Management Skills in the Education System in the Ayacucho Region	S/. 5,993,082.94 \$ 2,219,660.35	In execution
	5	Enhancing Learning Achievement of Regular Basic Education Students through the Active Schools approach in the Province of Huanca Sancos - Ayacucho.	S/. 3,684,558.00 \$ 1,364,651.11	PIP developed and profile approved ; Expediente Técnico not approved
	6	Capacity Building of the Teaching and Learning Processes in Schools in Rural and bilingual Areas in the Provinces of Coronel Portillo, Padre Abad and Atalaya in the Ucayali region.	S/. 5,999,764.50 \$ 2,222,135.00	Activities completed. Regional government is completing close out procedures.
	7	Educational Quality Improvement in 12 Rural Districts in the Amazonas region	S/. 6,576,103.94 \$ 2,435,594.05	Activities completed. Regional government is completing close out procedures

	8	Improvement in the quality of education in educational institutions at the primary level in 17 districts in the first quintil of the Junin region	S/. 5,876,422.00 \$ 2,176,452.59	Perfil approved; Project support was discontinued to Junin in 2011 so no further support was provided to secure approval at the next stage
	9	Improvement of Decentralized Educational Management in rural schools in 24 regions of Peru. Office of General Coordination - MINEDU.	S/. 103,987,794.00 \$ 38,513,997.78	In execution
			S/. 148,272,284.83 \$54,915,661.05	
c. Selected priority regional governments (at least 1) receiving USAID support implement the Budgeting-for-Results initiative in education	SUMA provided support to the following regions to implement budgeting for results: PELA Ayacucho PELA Lima Region PELA San Martín PELA Ucayali PELA Amazonas PELA Cajamarca			

Outcome 2	Indicator Accomplished
Requirement 2.1: Strengthen the National Policy and Institutional Framework for Teacher Training and Professional Development	
a. Initial assessment of the institutional and policy framework affecting teaching quality completed, monitored on a regular	<ol style="list-style-type: none"> 1. Teacher Education and Professional Development Policy: Status and Critical Issues. Dario Ugarte and Jonathan Martinez 2. ¿Better teachers? Status of teacher policy 2010-2011. Ricardo Cuenca 3. Status of Reading and Writing in Peru: A Reflection on Policy, the Institutional Framework and

basis and updated annually.	<p>Implementation. Desiree Pallais</p> <p>4. Teacher Quality Policy and Institutional Framework Assessment. Armida Lizarraga</p> <p>5. Status of Teacher Policies: 2012 – 2013. Marita Palacios</p>
b. Advice provided on key teaching quality issues to USAID, MED and relevant stakeholders.	Advice provided on ISP accreditation, Teacher performance evaluation pilot, good teaching practices, teacher and teacher coach professional development, bilingual education, and literacy.
c. At least four policies or regulations at the national level regarding teacher training, professional development or accreditation and evaluation systems drafted and approved with USG support.	<ol style="list-style-type: none"> 1. National: Directive for the start of the 2011 school year. Directorial Resolution N° 519 / 2010. ED (MINEDU); provides guidance to identify Intercultural Bilingual Education institutions. 2. Ministerial Resolution N° 008-2012-ED; creates the national registry of Intercultural Bilingual Education institutions of Peru. 3. National: Ministerial Resolution 099-2012-ED; formalizes the consultation documents that will guide the implementation process of the model " Escuelas Marca Perú " in targeted Rural Educational Networks by 2012. 4. National: Ministerial Resolution (MINEDU) N° 0547-2012-ED; approves the Good Teaching Performance Framework.

<p>d. At least three key decision-makers and senior officials from the MED actively participate in various stages of the assessment process.</p>	<ul style="list-style-type: none"> • Elena Burga, Director, EIB • Pina Morgan, President, IPEBA • Liliana Miranda Marin, Director, UMC • Myriam Ponce, Former Director of Basic Education until 2011 • Jessica Tapia, Coordinator of Learning Standards, and Adolfo Zarate, Coordinator of the area of Communication, Peruvian Institute of Evaluation, Accreditation and Quality Certification for Basic Education, IPEBA. • Sheridan Blossiers, Communication specialist, Primary Education Office, Ministry of Education. • Vanetty Molinero, Director of Early Education and Curriculum Area Coordinator, Ministry of Education. • Rosario Gildemeister, Communication specialists, Early Education Office, Ministry of Education. • José García, National Coordinator of Technical Assistance, Ministry of Education. • Mrs. Isabel Flores Arévalo – General Director of Higher Education and Technical Training, Ministry of Education. • Miguelina Huamán, Curriculum Coordinator, Primary Education, Ministry of Education. • Patricia Andrade – General Director of Basic Education, Ministry of Education. • Flor Pablo – Director of Primary Education, Technical Assistance Coordinator, Ministry of Education. • Maria Isabel Jugo – Coordinator of the Training Program for Coaches, Ministry of Education. • Marita Palacios – Director, Unit of Teacher Education, Ministry of Education.
<p>Requirement 2.2: Review and Evaluate Best Practices in Teacher Training and Professional Development</p>	
<p>a. At least three methodologies of best practices on teaching quality identified, including requirements and conditions for replication in diverse regional contexts, particularly the rural areas.</p>	<p>Teacher In-service Professional Development by Liz Leu Study presents international professional development experiences from: Japan, Guatemala, United States, Guinea, Ethiopia and Uganda.</p> <p>Quality of Teaching: Lessons Learned and Analysis of Best Practices by Eduardo Leon and Irene Gutarra. The study reviews best practices in decentralized teacher professional development including in-service teacher professional development, in-classroom teacher coaching and teacher evaluation. Lessons learned from experiences in the United States, Chile, Canada, New Zealand, Australia, the European Community, Finland and Northern Ireland are identified. Three local experiences, the USAID AprendeDes project, IPAE led Escuelas Exitosas, and Promeb funded by Canadian cooperation are analyzed as best practices which</p>

	exemplify successful local adaptation of best practices.
b. GOP counterparts engaged in the review and analysis and demonstrate ownership of the assessment process, with at least five key decision makers and senior officials from the MED participating.	Guillermo Molinari, Director, Office of Teacher Pre-service Development Clever Reina, Specialist, Office of Teacher Pre-Service Development Myriam Ponce Director of Basic Education Vanetty Molinero Director of Pre-School Education Marita Palacios, Director, Office of Teacher Development
Requirement 2.3: Provide technical assistance to enhance in-service teacher training particularly related to reading in multi-grade and bilingual schools	
a. The MED and selected priority regions incorporate innovative methodologies and best practices related to teaching reading into their in-service teacher training systems.	<p>San Martin: Training, coaching for teachers, facilitator, DRE and UGEL specialists, classroom teachers, through PIP 2, the decentralization Laboratory, the FLAI and the Emergency Plan.</p> <p>Lima Region: Training and technical assistance of teachers and coaches for the PELA program in reading, math and teacher coaching. Support also included guidance on the selection criteria for teacher coaches, classroom observation and recommendations based on observations of teacher coaches in the classroom. (2010-2011 and first quarter of 2012 school year)</p> <p>Ucayali: Training and technical assistance provided for the PELA and PIP programs in reading, math and teacher coaching. Support also included guidance on the selection criteria for teacher coaches, classroom observation and recommendations based on observations of teacher coaches in the classroom. (2010-2012)</p> <p>Ayacucho: Training and technical assistance provided for the PELA program in reading, math and teacher coaching. Support also included guidance on the selection criteria for teacher coaches, classroom observation and recommendations based on observations of teacher coaches in the classroom. (2010 and 2012 only)</p> <p>Amazonas PIP: Training and technical assistance provided for the PELA program in reading, math and teacher coaching. Support also included guidance on the selection criteria for teacher coaches, classroom observation and recommendations based on observations of teacher coaches in the classroom. (2010-</p>

	2012)																
b. A cadre of at least 10 teacher-trainers trained and training new teachers for each priority region.	<table border="1"> <thead> <tr> <th colspan="2">Annual Average (FY10, FY11, FY12, FY13)</th> </tr> </thead> <tbody> <tr> <td>2. Regional Level</td> <td>296</td> </tr> <tr> <td>Amazonas</td> <td>28</td> </tr> <tr> <td>Ayacucho</td> <td>52</td> </tr> <tr> <td>Cajamarca</td> <td>53</td> </tr> <tr> <td>Lima Provincias</td> <td>82</td> </tr> <tr> <td>San Martín</td> <td>102</td> </tr> <tr> <td>Ucayali</td> <td>45</td> </tr> </tbody> </table>	Annual Average (FY10, FY11, FY12, FY13)		2. Regional Level	296	Amazonas	28	Ayacucho	52	Cajamarca	53	Lima Provincias	82	San Martín	102	Ucayali	45
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c. At least one teachers' network focused on reading established in each province where the in-service teacher training is implemented.	<p>Teacher networks (CIAs) were established in the following groups of schools:</p> <ol style="list-style-type: none"> 1) Decentralization Laboratory schools in Pajarillo and Cunumbuqui 2) 135 schools in alternative development program in 2010 (Outcome 4) 3) Online reading program for teachers and coaches 4) CIAs for teacher coaches in Ayacucho and Lima Region 5) Cajamarca PCF program implemented as part of the <i>Escuelas Existentes</i> model. 6) PIPs in Ucayali and Amazonas 																
Requirement 3.1: Evaluate and Support Replication of Innovative Programs that shall Enhance Learning Outcomes																	
a. At least 400 education authorities/technicians trained to evaluate and implement best practices in educational management.	<table border="1"> <thead> <tr> <th rowspan="2">Period</th> <th colspan="3">Education authorities/technicians and teachers trained to evaluate and implement best practices in educational management</th> </tr> <tr> <th>Total</th> <th>authorities/technicians</th> <th>Teachers</th> </tr> </thead> <tbody> <tr> <td>FY 2010</td> <td>6180</td> <td>1090</td> <td>5090</td> </tr> </tbody> </table>	Period	Education authorities/technicians and teachers trained to evaluate and implement best practices in educational management			Total	authorities/technicians	Teachers	FY 2010	6180	1090	5090					
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	Total	authorities/technicians	Teachers														
FY 2010	6180	1090	5090														

	Period covered: September 15, 2009 - September 30, 2010				
	FY 2011 Period covered: October 2010 - September 2011.	3491	632	2859	
	FY 2012 Period covered: October 2011 to September 2012.	2946	534	2412	
	FY 2013 Period covered: October 2012 to September 2013.	1275	495	780	
	Annual average	3473	688	2785	
b. At least one demonstration project (e.g., a cluster of schools applying the <i>AprenDes</i> active school program methodology or a teacher training project using the CETT Program methodology) in each priority region to showcase best practices by the first full school year of the contract.	Demonstration projects implemented in San Martin (PIP 2), Ayacucho (PELA), Ucayali (PIP and PELA), Lima Region (PELA), Amazonas (PIP) in 2010				
c. At least 10% of the teachers from multi-grade schools in four priority regions trained in these methodologies by the second full school year, with the regions' resources.	Pela Ayacucho, San Martin PIP 2, Lima Region PELA, Ucayali PIP and PELA. <div style="border: 1px solid black; padding: 10px; text-align: center;"> Percentage of Teachers supported by 2011 (second full school year) </div>				

	Docentes zona Rural	Docentes capacitados por SUMA	%
	Total 5401	2143	39.7%
	Ayacucho (PELA) 2464	1021	41.4%
	Lima Region (PELA) 1432	686	47.9%
	San Martin (PIP 2) 2181	698	32.0%
	Ucayali (PIP and PELA)1049	552	52.6%
<p>d. At least 6% improvement in communication and 4% in math scores (sufficient or advanced in the UMC scale) based on student evaluations in target areas at the end of the contract. (For that subset of schools wherein contractor assistance was not consistently provided over the length of the intervention, the target is an annual percentage increase of 2% for communication scores and 1% for mathematics scores for every year.) The baselines for this indicator shall be included in the PMP.</p>	<p>Average annual increase for Communications = 2.2% per year Average annual increase for Mathematics = 1.3%</p> <p>These averages reflect the following regions and programs: PIP 2 San Martin 2010 PELA Ucayali 2010-2012 PIP Ucayali 2010-2012 PIP Amazonas 2010-2012 PELA Amazonas 2010-2012 PELA Lima Region 2010-2011 PELA Ayacucho 2010* Cajamarca (ECE results from 2012-2013 for Communication)**</p> <p>*SUMA provided support to Ayacucho in the first half of 2012; Due to an extended strike in the region in 2012, the project provided minimal support for the second half of the year. Therefore, the results do not include PELA Ayacucho for 2012.</p> <p>** Data for Cajamarca has only been included for communication 2012-2013 because there were no ECE results for earlier years and because the project focused on communication only.</p> <p>Note: These averages were based on comparisons from prior year for the years when support was provided based on the revision to this indicator with contract modification Number 6. The PMP calculates increases in learning outcomes based on the baseline year of 2009 according to the definition in the approved PMP.</p>		
Requirement 3.2: Support the creation			

of Public and Private Partnerships	
<p>a. Number of alliances with public and/or private organization(s) formed to support evidence-based education methodologies (e.g., <i>AprenDes</i> or CETT) to strengthen education quality in disadvantaged communities. The majority of these partnerships must be formed within the first two years of contract implementation.</p>	<p>Cajamarca – ALAC/IPAE Amazonas- PIP Ucayali PIP Ucayali PELA San Martin PIP 2 Ayacucho PELA Lima Region PELA</p>
<p>b. Amount of money/resources (at least \$8 million) leveraged from public or private resources for education projects to improve education quality (excluding infrastructure and equipment). \$500,000 of this is expected to be from private contributions. Sixty percent of these funds must be leveraged within the first two years to start replication at the early stage of the contract.</p>	<p>Public Sector leveraging totaled Private sector leveraging totaled \$500,000</p>
<p>c. Number of individuals, with a minimum of 15 individuals, including regional actors, trained on creating and implementing PIPs and supporting PELA activities for purposes of building the local capacity of these individuals.</p>	<p>264 individuals trained on creating and implementing PIPs and supporting PELA activities for purposes of building the local capacity of these individuals.</p>

d. Number of education improvement programs expanded or implemented through the "Partnership Challenge Fund."	7									
e. Number of local education organizations, including grantees and subcontractors selected under the PCF competitive fund, receiving technical assistance in project management and administration (or Number of individuals trained as local education professionals in project management and administration) in order to build the institutional capacity of local organizations.	One (IPAE) grantee was provided training in financial management.									
f. Implementation of Grants under Contract that contribute to PCF thematic priorities.	FOG to IPAE implemented to support partnership with ALAC in Cajamarca. FOG valued at \$125,000									
Outcome 4: Active-School Methodology In Alternative Development Schools Implemented										
a. At least 135 rural multi-grade schools supported and at least 240 teachers trained in AD communities using the <i>AprenDes</i> active-school methodology	<table border="1"> <thead> <tr> <th></th> <th>Schools</th> <th>Teachers</th> </tr> </thead> <tbody> <tr> <td>35 schools Ucayali (only 2010)</td> <td>31</td> <td>51</td> </tr> <tr> <td>55 schools San Martín (only 2010)</td> <td>52</td> <td>102</td> </tr> </tbody> </table>		Schools	Teachers	35 schools Ucayali (only 2010)	31	51	55 schools San Martín (only 2010)	52	102
	Schools	Teachers								
35 schools Ucayali (only 2010)	31	51								
55 schools San Martín (only 2010)	52	102								

	Total	83	153									
<p>b. Community involvement and parents' participation in the 135 schools maintained at 100%.</p>	<p>The regional government only allowed SUMA to directly support the 35 schools that began with Aprende a year after the other 45 schools because it was trying to minimize different levels of support to the schools in the PIP. SUMA therefore provided indirect support to the 45 schools by providing technical assistance and supporting training of coaches, regional government officials and teachers and providing some visits to schools with teacher coaches. The approved PMP revised the target indicator to a total of 90 schools to reflect the restrictions the regional government placed on the project.</p> <table border="1" data-bbox="688 516 1444 737"> <tr> <td data-bbox="688 516 1220 662">R4-1 Percentage of student councils that design, implement and monitor action plans in support of the school and community</td> <td data-bbox="1220 516 1444 662" style="text-align: center;">83.1%</td> </tr> <tr> <td data-bbox="688 662 1220 699" style="text-align: center;">35 IIEE Ucayali (only 2010)</td> <td data-bbox="1220 662 1444 699" style="text-align: center;">92.6%</td> </tr> <tr> <td data-bbox="688 699 1220 737" style="text-align: center;">55 IIE San Martín (only 2010)</td> <td data-bbox="1220 699 1444 737" style="text-align: center;">78.0%</td> </tr> </table> <p>The regional government only allowed SUMA to directly support the 35 schools that began with Aprende a year after the other 45 schools because it was trying to minimize different levels of support to the schools in the PIP. SUMA therefore provided indirect support to the 45 schools by providing technical assistance and supporting training of coaches, regional government officials and teachers and providing some visits to schools with teacher coaches. The approved PMP revised the target indicator to a total of 90 schools to reflect the restrictions the regional government placed on the project.</p>			R4-1 Percentage of student councils that design, implement and monitor action plans in support of the school and community	83.1%	35 IIEE Ucayali (only 2010)	92.6%	55 IIE San Martín (only 2010)	78.0%			
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35 IIEE Ucayali (only 2010)	92.6%											
55 IIE San Martín (only 2010)	78.0%											
<p>c. At least 2% increase in communication and math scores by the end of school year 2010, based on student evaluations conducted according to the existing M&E methodology.</p>	<table border="1" data-bbox="688 1019 1640 1268"> <thead> <tr> <th data-bbox="688 1019 1220 1133">R4 –2 Percentage of students who master the areas of Integrated Communication and Mathematical Logic</th> <th data-bbox="1220 1019 1444 1133" style="text-align: center;">ECE 2010</th> <th data-bbox="1444 1019 1640 1133" style="text-align: center;">Linea Base (ECE 2009)</th> </tr> </thead> <tbody> <tr> <td data-bbox="688 1133 1220 1214">Communication</td> <td data-bbox="1220 1133 1444 1214" style="text-align: center;">12.51%</td> <td data-bbox="1444 1133 1640 1214" style="text-align: center;">6.83%</td> </tr> <tr> <td data-bbox="688 1214 1220 1268">Math</td> <td data-bbox="1220 1214 1444 1268" style="text-align: center;">7.37%</td> <td data-bbox="1444 1214 1640 1268" style="text-align: center;">5.8%</td> </tr> </tbody> </table>			R4 –2 Percentage of students who master the areas of Integrated Communication and Mathematical Logic	ECE 2010	Linea Base (ECE 2009)	Communication	12.51%	6.83%	Math	7.37%	5.8%
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Communication	12.51%	6.83%										
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<p>Requirement 5.1: Provide Support to Enhance Policy Dialogue on Critical Aspects of Quality Education</p>												

<p>a. Select COPAREs and COPALEs (or other appropriate, formal civil society oversight entities) promoting participation in policy dialogue and making education policy recommendations</p>	<p>5 COPAREs supported and reactivated in SM, Ayacucho, Ucayali, Lima region. COPALE activation in Coronel Portillo, Ucayali. Created other local forms of civil society oversight such as the CGDLS, and COPRED to provide local civil society oversight. SUMA also promoted a change in the regulations governing the COPARE and COPALE to eliminate the requirement that the COPARE be led by the DRE and the COPALE led by the UGEL. This change will enable these institutions to better represent civil society perspectives and to increase their ability to carry out an accountability and oversight role.</p>
<p>b. Priority regions communicate education policies, initiatives, and results to the public.</p>	<p>SSII-PER communicates progress of each regional government according to four indicators in each priority region. Project supported reactivation of COPARE in each region and communication around the Good Start of the School Year initiative. In San Martin results were communicated through communication materials and particularly through school and community based meetings (meetings of CONEI, Student government, CGDLS, and in community wide governance fairs. More intensive support to regional government of San Martin to communicate its results and the importance of raising indicators was also provided. See 5.2 for more on support provided to the San Martin regional government in communications.</p>
<p>c. Meetings organized and carried-out with clear goals, conclusions, and actionable items to support the objectives of the contract.</p>	<p>JCC meetings held quarterly until 2011 date. SUMA prepared agenda and meetings minutes for every meeting. Votes were held in the meetings when needed. USAID/MINEDU decided to eliminate the JCC with the change in Ministry leadership as relationships were strong and work was already underway. The JCC was particularly useful to begin to chart the SUMA program with MINEDU involvement.</p>
<p>d. At least 50 civil society organizations participating in policy dialogues and decision-making at the regional/local level.</p>	<p>See list at end of table. Also created two new civil society organizations at the regional and local levels, CGDLS and COPRED.</p>
<p>Requirement 5.2: Develop and Implement Communication Strategy</p>	
<p>a. A communications strategy developed and regularly updated (e.g., at least annually) that defines cost-effective approaches to enhance project communications, with information the media can use, program format, target audience, positioning, as well as</p>	<p>Communications plan submitted and approved and updated with workplans. During year 4 of project also provided support to the San Martin regional authorities in a wide reaching communication initiative to improve learning. Total number of communication products in life of project: 17 radio spots 6 TV spots (and 4 jingles or announcements) 1 Brochure 3 posters</p>

<p>other elements of an effective communications strategy.</p>	<p>2 bill boards</p>
<p>b. Information gathered in teaching quality in reading, student acquisition of reading skills, educational policy and finance, and decentralization, and shared with relevant educational authorities and technicians.</p>	<p>Publications include:</p> <ol style="list-style-type: none"> 1. Instrument to Calculate Cost Per Pupil (INCCA) and Instrument User’s Guide by Zoila Llempen Lopez and Betty Alvarado 2. How much do you invest in the learning of a student in primary education? by Betty Alvarado PérezZoila Llempén López 3. Teachers and materials: Can they arrive on time? A look at the administrative processes in Education by Betty Alvarado, Enrique Chon and Romina Sato 4. The Intercultural Bilingual School. Contributions to ensure quality in Intercultural Bilingual Education by Elena Burga, Liliam Hidalgo and Lucy Trapnell 5. Findings and Recommendations of the National Program for Education and Training (PRONAFCAP) in Intercultural Bilingual Education by Mag. Eduardo León Zamora 6. Systematization of Educational Management Models of the Regional Governments of San Martin, Arequipa and La Libertad by Angel María Manrique Linares 7. Intercultural Bilingual Education in Peru as a social investment by Anthony Dewees 8. Systematization of the Pilot for Teacher Performance Assessment by Vanetty Molinero Nano 9. Study on Education Management and Pedagogical Practice in Three Regions by Juan Leon and Armida Lizarraga <p>In addition SUMA published a series of shorter texts which present the state of policy and make recommendations. Analysis and recommendations are based on national and international experiences and on lessons learned from SUMA support to regional governments. .</p> <ol style="list-style-type: none"> 1. <i>Inclusive Financing for Better Learning Results</i> 2. <i>Why has PELA not impacted learning results in the 2011-2012 school year?</i>
<p>c. Priority regions have developed ways to communicate education policies, initiatives and results to the public</p>	<p>Regional governments communicated education policies through communication, CGDLS, planning instruments, COPARE, CONEI. Intensive support provided to San Martin regional government and the Pajarillo and Cunumbuqui local governments.</p>

Table 1: ECE 2009 - 2013 Reading Comprehension Results – SUMA Regions / Interventions

Región	Intervención	ECE 2009			ECE 2010			ECE 2011			ECE 2012			ECE 2013		
		Nivel < 1	Nivel 1	Nivel 2	Nivel < 1	Nivel 1	Nivel 2	Nivel < 1	Nivel 1	Nivel 2	Nivel < 1	Nivel 1	Nivel 2	Nivel < 1	Nivel 1	Nivel 2
SAN MARTÍN	Distritos Laboratorio	36.3%	56.5%	7.3%	26%	66%	7.0%	27.9%	54.4%	17.6%	26.6%	65.3%	9.2%	11.5%	68.2%	20.3%
	Plan de Emergencia										20.14%	58.89%	20.97%	14.06%	55.55%	30.39%
	PELA	29.2%	58.6%	12.2%	22.6%	49.4%	28.0%	22.1%	49.5%	28.5%	19.9%	56.2%	24.0%	16.0%	52.9%	31.1%
	PIP 2*	32.2%	55.5%	12.3%	28.6%	56.9%	14.5%				27.0%	56.8%	16.2%	20.3%	58.3%	21.4%
UCAYALI	PELA	34.4%	56.2%	9.5%	39.6%	49.7%	10.7%	40.3%	50.1%	9.6%	38.4%	49.5%	12.1%	25.3%	46.6%	9.8%
	PIP	56%	36.7%	7.4%	66.4%	30.5%	3.1%	64.3%	31.6%	4.1%	61.5%	34.3%	4.2%	47.6%	45.6%	6.8%
AMAZONAS	PELA	30.7%	54.7%	14.6%	29.9%	51.3%	18.8%	20.7%	56.0%	23.2%	20.4%	56.8%	22.9%	17.1%	52.6%	30.4%
	PIP	33.4%	60.8%	5.8%	22.3%	61.4%	16.3%	18.7%	61.9%	19.4%	23.0%	54.7%	22.4%	11.5%	64.9%	23.6%
LIMA PROVINCIAS	PELA	24.8%	60.2%	15.00%	21.8%	60.4%	17.70%	19.1%	59.7%	21.22%	18.3%	58.22%	23.72%	12.7%	59.46%	28.14%
AYACUCHO	PELA	36.8%	51.4%	11.8%	35.5%	50.5%	14.0%	33.1%	51.9%	15.0%	35.3%	53.6%	11.1%	24.3%	56.7%	19.1%
CAJAMARCA	ALAC										29.32%	53.42%	17.26%	19.25%	58.39%	22.36%

Table 2: ECE 2009 - 2013 Mathematics Results – SUMA Regions / Interventions

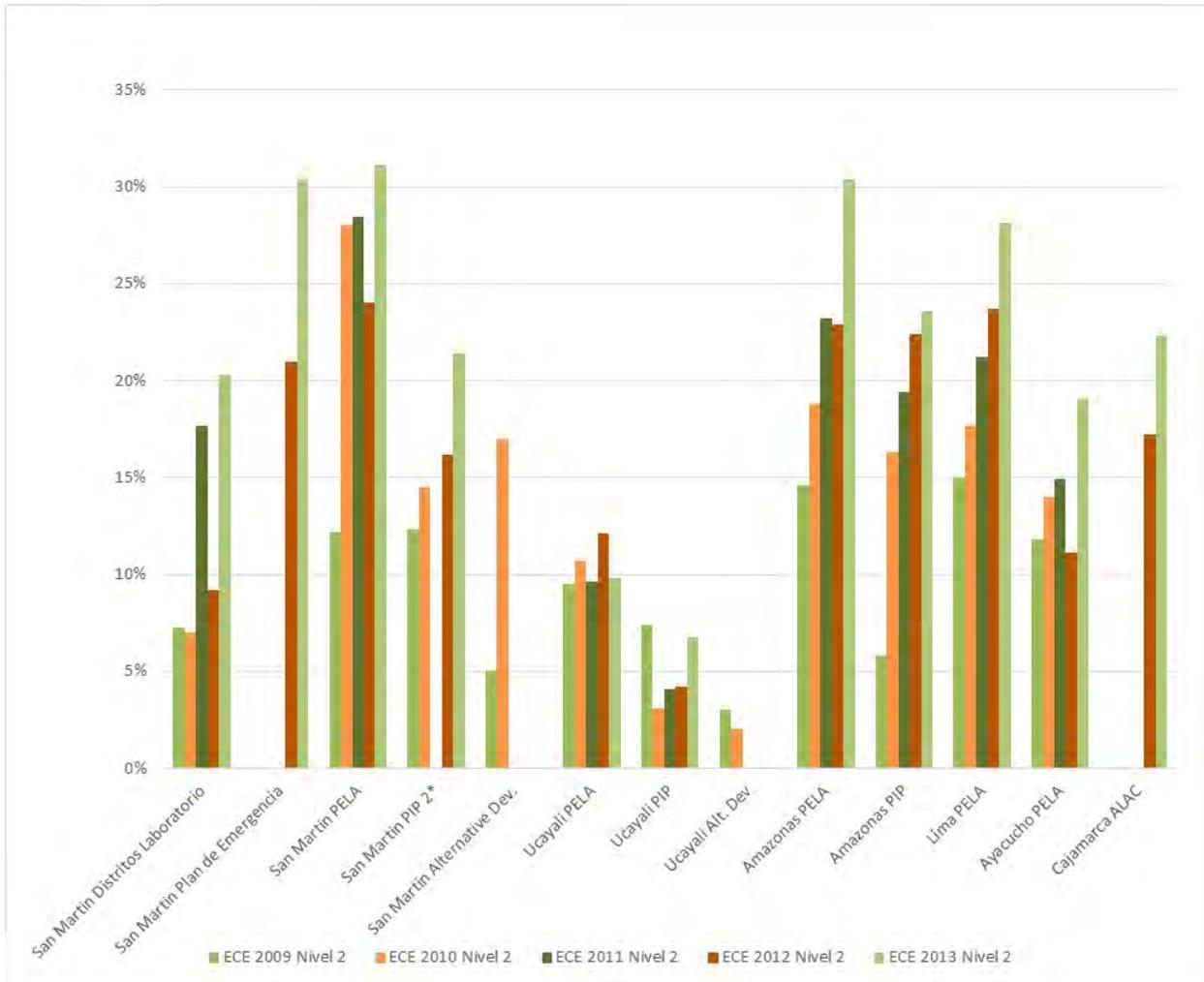
Región	Intervención	ECE 2009			ECE 2010			ECE 2011			ECE 2012			ECE 2013		
		Nivel < 1	Nivel 1	Nivel 2	Nivel < 1	Nivel 1	Nivel 2	Nivel < 1	Nivel 1	Nivel 2	Nivel < 1	Nivel 1	Nivel 2	Nivel < 1	Nivel 1	Nivel 2
SAN MARTÍN	Distritos Laboratorio	61.7%	31.6%	6.7%	59%	37%	4.0%	53.4%	32.4%	14.2%	65.9%	30.6%	6.1%	45.3%	38.5%	16.2%
	Plan de Emergencia										56.73%	34.47%	8.80%	48.21%	34.71%	17.08%
	PELA	58.0%	35.1%	6.9%	45.6%	33.8%	20.7%	45.2%	34.9%	19.9%	46.3%	38.7%	15.0%	44.7%	35.9%	19.4%
	PIP 2*	58.6%	33.3%	8.1%	60.7%	29.6%	9.7%				62.3%	29.7%	8.0%	54.1%	33.0%	12.8%
UCAYALI	PELA	74.2%	21.4%	4.4%	79.3%	17.2%	3.4%	78.6%	18.0%	3.5%	76.5%	19.6%	3.8%	62.3%	16.3%	3.1%
	PIP	74%	21.8%	4.7%	88.4%	10.2%	1.4%	83.4%	14.6%	2.1%	83.9%	14.3%	1.8%	77.6%	18.8%	3.7%
AMAZONAS	PELA	58.0%	31.4%	10.7%	60.2%	26.8%	12.9%	48.5%	34.1%	17.4%	48.2%	35.0%	16.8%	40.8%	33.9%	25.3%
	PIP	63.3%	31.1%	5.6%	56.9%	32.0%	11.0%	50.5%	34.1%	15.4%	53.0%	33.6%	13.4%	36.9%	38.9%	24.2%
LIMA PROVINCIAS	PELA	52.3%	36.6%	11.20%	56.5%	31.9%	11.50%	54.8%	33.8%	11.50%	47.6%	39.04%	14.41%	44.3%	38.29%	17.43%
AYACUCHO	PELA	60.9%	30.5%	8.6%	56.8%	31.9%	11.3%	59.9%	31.8%	8.3%	64.0%	30.3%	5.7%	56.9%	32.6%	10.4%
CAJAMARCA	ALAC										50.98%	28.43%	20.59%	41.93%	38.51%	19.57%

Indicator 5.1.2: Civil Society Organizations engaged in policy dialogue

1. CGDLS
2. CONEI
3. COPARE
4. COPRED,
5. APAFA
6. Municipio Escolar,
7. ANGR
8. Asociación de Municipalidades de Perú (AMPE)
9. GRADE
10. ALAC
11. IPAE
12. UNICEF
13. CEPSCO
14. SEMILLA
15. UPCH
16. San Martin University
17. CREA
18. MLCP
19. CNE
20. TAREA
21. FORO Educativo
22. IEP
23. ExE
24. Pontificia Universidad Católica de Perú
25. SUTEP
26. CONARE-SUTEP
27. Save the Children
28. GyA
29. FONDEP
30. Junior Achievement
31. Fondo Perú España
32. ACDI
33. Univ. Antonio Ruiz Montoya
34. PRO EDUCA
35. CNE
36. PROMEB
37. Banco Mundial
38. CAAP
39. Centro Loyola
40. CHIRAPAQ
41. Colegio de Profesores de SM
42. Colegio de Profesores de Ucayali
43. PARWA
44. REMURPE
45. COMISETH
46. GIZ
47. KALLPA
48. PRISMA
49. CHIRAPAQ
50. Micro red de salud Pajarillo
51. Micro red de salud Cuñumbuqui

ANNEX 2: LEARNING OUTCOMES

Reading Learning Outcomes



Mathematics Learning Outcomes

