Education Division Documents No 63

The 900 School Programme
An Evaluative Report

SIDA

by Consuelo Undurraga August 1994

The 900 School Programme
An Evaluative Report

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Santiago de Chile, October 1993.

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FOREWORD

The Swedish Government has supported the democratisation proses in Chile since the early 1970s. In the beginning of the 1990s, as part of the democratisation process, Sweden through the Swedish International Development Authority, SIDA, supported the 900 School Programme, which was a national project implemented by the Chilean Government.

The objectives of the 900 School Programme was to improve the quality of primary education in schools located in low-income areas of Chile. The programme achieved most of its objectives and was extremely successfully implemented.

Amongst the factors which led to the programme's success it is well worth mentioning: the careful diagnosis of the problems in the sector before implementation; the small scale in which the programme was implemented; the delicate balance between tradition and innovation that the programme managed to keep and which implied that no one felt threatened by the changes; the continuous evaluations; and the strong commitment to the programme by the implementation team.

The pedagogic aspects of the 900 School Programme have been thoroughly evaluated by the *Centro de Investigación y Desarrollo de la Educación*, CIDE. However, SIDA together with the Chilean Government decided to evaluate the organisational and management aspects of the programme, and the results of the evaluation turned out to be very interesting. It was therefore agreed to publish the findings as part of SIDA's Education Division Documents, so that lessons learnt in the implementation of the 900 School Programme can be shared with others interested in improving primary education.

Kjell Nyström
Head,
Education Division

CONTENTS

1. INTRODUCTION

With the return to democracy in 1990, the Government of Sweden signed a bilateral agreement which enabled the newly elected Government of Chile to launch the so-called 900 School Programme. Better known as the P-900, the programme was also supported by the Government of Denmark as part of the transitional aid offered to Chile in support of the social policies of the democratic government.

The Programme aimed at improving the quality of primary schools in the poorer areas. Specifically it aimed at improving the infraestructure of primary schools as well as providing textbooks and didactic materials, launch in-service training activities for teachers and promote community participation in the management of educational and learning processes at local level.

Within a period of three and a half years of operation the Programme has almost met all its objectives. Texts, working books and manuals for teachers have been produced and distributed for children in the schools; classroom libraries and didactic materials have been provided for children in first and second grades. Innovations have been introduced to improve educational performance of children with learning difficulties in third and fourth grades and learning workshops coordinated by young community monitors were created in support of this purpose.

A team of highly qualified professionals undertook the general coordination of the Programme at the Ministry of Education while educational supervisors were trained, at the provincial level, to undertake the operational responsibilities, coordinate in-service training activities and launch and supervise the training workshops for children with low learning performance.

Additional to this, agreements were signed with universities, consultancy firms, enterprises and non-governmental organizations to carry out programme activities which required a certain degree of specialized knowledge and skills.

Due to its highly efficient execution this project is considered as one of Chile's most successful experiences in the field of aid management and coordination. Successful in terms of its achievements and also successful in terms of its replicability in other countries, within or outside regional boundieries. For this reason, both the Swedish International Development Agency and the Chilean Agency for Internacional Cooperation, thought it valuable to evaluate the programme from the particular standpoint of its relevance for internacional cooperation. The results of such an evaluation is the material of this report.

This report is the final result of such an evaluation.

2. DESCRIPTION OF THE PROGRAMME

2.1. Contexts under which the programme takes place

a) The international context

Chile received a special attention from the developed countries during the seventies and the eighties. Both governments and the public opinion favoured international support and solidarity, particularly for those non-governmental organizations who struggled for the defense of human rights as well as for the reinstallation of a democratic regime in the country. Development cooperation played an important role for these purposes. During all these years both bilateral and multilateral cooperation agencies provided finantial support for grass-root projects which emphasized upon education, social organization, solidarity links and other practices which, in the end, contributed to regain democracy.

During the nineties Chile continued to receive this support in spite of the economic crisis which affects the countries in the north and which has also affected development cooperation. Part of this crisis deals with the reinstallation of protectionist policies, increased rates of unemployment, pressures on social programmes as a result of industrial reconversion, loss of confidence towards the governments of the countries in the south concerning its role in promoting development, relative failure of Third World development models as well as weaknesses in the United Nations and the regional integration systems. Added to this, the diminishing importance attributed by the public opinion towards development cooperation in the industrialized countries.

Political confidence, linkages among democratic governments and previous relationships in the field of development cooperation were some of the elements which made Chile an elegible country for non-reimbursable aid at this particular moment in history.

This enabled de execution of cooperation programmes and projects such as the 900 School Programme, jointly supported by Sweden and Denmark.

The Programme was also influenced by other factors. Among them, the World Conference on Education for All which took place in Jomtiem, Thailand, by 1990. The Conference explicitly declared that every person, – child, youth and adult – should be able to benefit from educational opportunities designed to meet their basic learning needs. These needs comprise both essential learning tools required by human beings to be able to survive, to develop their full capacities, to live and work in dignity, to participate fully in development, to improve the quality of their lives, to make informed decisions, and to continue learning (3) (4).

The principles of Jomtien's World Declaration on Education for All were ratified in Latin America during the fourth meeting of the Intergovernmental Committee for the

Principal Project for Education (Quito, Ecuador 1991) which counted upon the participation of the majority of the Ministers of Education of the countries in the region.

Last, but not least, the Economic Comission for Latin America and the Caribbean (ECLA) and UNESCO's Regional Office for Latin America and the Caribbean worked (ECLA) and UNESCO's Regional Office for Latin America and the Caribbean worked out new ideas and proposals published under the title Educación y Conocimiento: eje de la transformación productiva con equidad (Education and Knowledge: axis for an equitable productive transformation).

b) The national context

The plebiscite in 1988 marked the beginning of a period of political dynamism in Chile. The military regime, which had ruled the country for sixteen years was defeated through democratic elections and the citizens prepared themselves for a substantive institutional change. During the pre-election period the political coalition Concertation of Parties Pro-Democracy, formed task-force groups to formulate policies and programmes for the different sectors. These groups were formed with senior professionals and high skilled technicians who had been working in non-govermental organizations and in private institutions at national and international level (5).

c) Guiding principles of the educational policy during the 1990–1994 period.

President P. Aylwin's government marks the beginning of transition to democracy in the country. By 1990, soon after taking office, the President addresses the Parliament and, in his speech, he sets up the national goals for educational development during the transitional period. At this time, a close relationship could be seen among the educational goals of the government and the issues worked out at the programmatic commisions of the coalition in power. Such issues were related to the following problems:

– Access and Coverage. Educational coverage in Chile, unlike to other countries in the region, is not the main problem in educational development. Nonetheless, there are still areas where access to school and to educatinal opportunities suffers serious restrictions. This is particularly so in the rural areas and in marginal settings where there are still children who do not attend school or who are early drop-outs of the educational system.

– Learning Achievements. National achievement tests have proved that the quality of education in the country is low and that primary schools are not accountable for learning achievements. The tests also show regional and social disparities in school coverage and learning performance which, in turn, are problems related to equity. Children from the poorer groups in society, who attend state-run public schools, are not offered the same educational opportunities as those coming from well-off families and attending private schools. In fact, lower class children learn less than those coming from middle and upper classes in the country.

– Finantial Resources. Finantial investment in education is not enough to meet the needs of the population and has been decreasing during the past years. In addition to this, the

military regime made budgetary commitments for 1990 which were lower than the ones committed in previous years and insufficient in terms of meeting social and educational demands.

– Administration of the educational system. During the military regime, the educational system was modified in two major ways: decentralization and privatization. The orientation given to the decentralization process involved shifting administrative resposiblity for schools to the municipalities. As a result of this, teachers were no longer employed by the Ministry of Education and as private employees, they lost job stability. Nonetheless, two measures were introduced to ensure quality of education: a national supervisory system and a national achievement test.

– Inadequate policies for secondary and vocational education (6).

On the bases of the above mentioned problems the main orientacions of the educational policy for the democratic government emphasized upon the following principles:

* education is a priority for democracy,

* the State is responsible for universalizing access to primary education and promoting equity. The State is also responsible for increasing coverage in other educational levels and offering equal opportunities to achieve and maintain good levels of learning performance,

* parents should be entitled to choose the education they want for their children and teachers should be entitled to plan and develop learning activities within the minimal unified norms and regulations of the educational system,

* educational quality should also be guaranteed by the State,

* equity should be at the bases of the educational organization and account for cultural, economic and social inequalities that may be affecting an equal distribution of educational opportunities,

* management of the educational system should be centralized when dealing with policy-making and decentralized, at regional and local level, for policy implementation,

* efforts should be done in order to improve the working conditions of teachers, improve and dignify their culture and promote their training.

In order to comply with these orientations the newly elected government implemented two types of activities: emergency programmes and institutional reforms. The first were intended to comply with a social debt with the poorer groups in society and launch the first initiatives to improve the quality of education and achieve educational equity. The second ones, were measures intended towards the modernization of the educational system and the improvement of the working conditions of teachers. The 900 School Programme is part of the first type of activities together with other programmes related to the improvement of secondary and vocational education and assistential aid for poor

students. Within the second type of activities legal initiatives may be found, among them: the Constitutional Law for Education and Teaching, the creation of Provincial Councils for Education, Reforms to the Norms for the Functioning of Parent's Unions and Student Unions.

Within the emergency programmes various initiatives were planned. Among them, the Modernization of Secondary Technical and Vocational Schools, the diversification of secondary scientific and humanistic schools, Literacy and Adult Education Programmes, and Assistential Programmes for Poor Students. The 900 School Programme was one among these other initiatives planned by the democratic government as one of the first measures to be taken in order to improve the living conditions of the poorer groups in society.

These were short term measures for educational development. The Ministry of Education also announced middle and long term policies which aimed at reshaping the educational system. It is worthwhile mentioning some of them:

- Curricular renovation, aiming at an effective use of the curricular freedom and flexibility granted by law for the chilean schools. This enables curricular adequation to the cultural and social environement of the schools as well as to geographical settings and its characteristics. In this way, local management of educational programmes are facilitated to the corresponding actors in the system,

- the MECE Programme, approved in 1991 and financed with a World Bank loan. Its main objective is to improve the quality of learning performance and improve equity in basic education. The axis of this programme, which will last for a period of six years, is the opening of new educational spaces at the schools, and in the system in order to make an effective use of existing capacities. Relationships among this programme and the P-900 will be referred to in other chapters of this report,

- Improvement of the administrative and pedagogical decentralization processes,

- Redefinition and reshaping of secondary and vocational education as well as improvement and develoment of higher education.

2.2. The 900 School Programme. Improving the quality of education of basic schools in the poor areas.

The programme is based upon educational research which provide empirical data on student's failure in poor communities. This research was developed basically by non-governmental academic centres devoted to research and development in education. They produced a solid and vast body of knowledge on chilean educational reality which, in its majority, was possible thanks to the finantial assistance provided by international cooperation.

In its formulation, the Programme begins by recognizing that school failure, as well as the low quality of the education offered in the poor areas, obeys to multiple causes being

some of them of the schools' responsibility. For this reason, some of these problems may be solved by means of formulating a programme with guiding principles, based upon the major orientations of the educational system, a plan of action, defined purposes and adequate resources.

2.3. Institutional context: the primary education system

a) Basic Education

Basic Education in Chile comprises eight years of compulsory education divided in two cycles of four years each (1st to 4th grade and 5th to 8th grade). At this educational level the purpose is to develop the student's personality and satisfy, as effectively as possible, their basic learning needs (7).

b) Guiding Principles

This general purpose of basic education is not generally met. The 900 School Programme aims at meeting these objectives by means of improving the quality and equity of education in the poor schools, comply with the principle of universalizing basic education and implement a plan of action in accordance with the following guiding principles (8)

- Positive discrimination, taken as a guiding principle, given that in unequal social and economic conditions, such as the observed in the poorer schools, the principle of equal opportunity tends to perpetuate these inequalities. Due to this, more and better resources should be provided to these schools in order to raise the learning performance and prepare the children for a successful completion of studies,

- Equal outcomes, taken as a principle which replaces the one of equal opportunities by ensuring, that after a reasonable period of time, all children would be able to obtain similar outcomes in developing the basic skills for access to knowledge and participation,

- Equity, is the guiding principle of the educational policy and that means that the State provides de resources to ensure universal access to education to all children under school age. Besides, for basic education to be equitable all children must be given the opportunity to achieve and maintain an acceptable level of learning and an active commitment must be made to remove educational disparities for underserved groups in urban and rural areas,

- Professionalization of teachers, is aimed at aiding teachers in improving curricular decision-making by using their own criteria, proposing innovations and transforming and adapting educational models and techniques,

- Cultural articulation between the school and the community, as a principle which seeks to give recognition to the children s experiences at home and in the community by integrating these into the content and learning activities and by building teaching upon them.

c) Objectives

The national achievement test known in Chile as the System for the Measurement of the Quality of Education (Sistema de Medición de la Calidad de la Educación, SIMCE) revealed low educational achievements and an unequal distribution of levels of learning performance, particularly in 900 schools located in the poorest areas in the country. These were the schools selected for the improvement of its working conditions and levels of performance. The general objective of the Programme was set forth in terms of "improving the quality and equity of the first four grades of basic education and improving the children s level of learning performance in language and mathematics". The specific objectives were the following:

- improve the quality of teaching and learning process in the classroom,

- improve the levels of performance in language and mathematics in the first four grades,

- train supervisors at provincial level so that they can act as pedagogical guides for school teachers and community monitors,

- create learning workshops in support of those students with low learning performance in third and fourth grade,

- offer training opportunities to all educational agents working in the programme,

- change the negative attitudes of the teachers towards the pupils in the poor areas,

- promote the teacher's awareness of the responsibility they have for the failure or success of their students,

- break the isolation of the teachers work and promote teamwork,

- create a more productive interaction between the schools culture and that of the family and the community.

d) Plan of Action

The Programme has five lines in its plan of action:

- Infraestructural improvement

- In-service training for teachers

- Preparation and distribution of textbooks

- Classroom libraries and didactic materials

- Learning Workshops (10)

e) Material Resources. Improving infraestructure and providing technical equipment for the educational process.

- Infraestructure

  After a detailed study of the physical plant conditions of the school the necessary construction, repairs and installations were made in order to increase motivation

towards learning and providing an improved physical environment for teachers and students.

– Classroom Libraries

Provision of an average of 35 books for reinforcing the acquisition of reading and writing skills in children attending first to fourth grades.

– Dittos and Mimeographs

Material support for the reproduction of textbooks at the schools avoiding any loss of time in this endeavour.

– Record players

Provided to first and second grades in order to enhance the implementation of a reading and writing plan.

– Didactic Materials

Provided to improve the levels of performance in language and mathematics both for individual learning and collective work. These materials were complemented with working manuals for the teachers.

– Technical Books

Prepared by teams of specialists in language and mathematics which were provided to the schools as additional aid to be used as a complement of the official textbooks provided by the Ministry of Education.

f) Human Resources

– Training as the axis of the Programme

Training of Supervisors. The technical supervisors of the Provincial Department of the Ministry of Education are the ones in charge of organizing the training workshops for teachers and the learning workshops. They are responsible for the technical management at the schools of the Programme. Their role is to organize and coordinate in-service workshops for teachers on the same bases as the ones offered to them by the central team and the experts in language, mathematics and learning workshops. For these purposes, they receive ready-made manuals to be worked on the bases of the schools needs in the areas of language and maths, both by teachers and monitors. They are also introduced into new teaching methods and strategies that may be used in the classroom. These workshops also favor sharing experiences among the participants.

– Regular visits to Regions and Provinces

They aim at enhancing shared commitments and responsabilities among the agents involved in the Programme. They are mainly technical meetings organized with the purpose of sharing information and examining on-going activities which are important for the development of the Programme.

– In-service workshops for teachers.

These are undertaken by each of the supervisors with the teachers of the schools they supervise. They are addressed to teachers working in the first four grades of primary education and emphasizes upon the domain of language and mathematics. They are carried out in the working-place and combine reflection and analysis of the teaching practice with the introduction of new methods and techniques. The training takes place in weekly sessions of approximately two and a half hours, including classroom work under supervision. Training manuals and other materials are provided to the teachers by the supervisors who, in turn, receive it from the central team.

– Non-formal education as a means of improving formal education.

Learning Workshops. These are group sessions for third and fourth grade students with learning difficulties and very low levels of learning performance. They include attention to potential drop-outs, students with bad behaviour and low self-esteem. As a modality, these workshops are very innovative as the educators are young people from the same community as the school, who have been previously trained as monitors. The monitors are chosen by the schoolmasters and the teachers in the schools of the Programme. The criteria for selection are mainly three: youngsters from the community, interested in working with school-children and with an academic profile. Monitors are trained by the supervisors with pre-prepared manuals and textbooks. They are also trained in participatory teaching techniques and interaction as well as in methodological approaches to improve learning performance, confidence and self-esteem. Monitors work with children in out-of-school hours. Part of their job is to plan and evaluate their work with the supervisors. Each supervisor is in charge of training and working with ten monitors who, in turn, must work with twenty children.

g) Coverage

Schools and agents in the 900 School Programme
1990 – 1993

	1990	1991	1992	1993
Schools	969	1 278	1 123	1 100
Teachers	5 237	7 129	7 494	5 400
Students in first to fourth grades	160 182	219 594	191 451	170 000
Monitors	2 086	2 800	2 500	2 430

Source. Ministry of Education. 900 School Programme

h) Evaluations

Evaluations have been a component of the Programme since its very beginning. It aims at monitoring the activities and supervise its application. Evaluation also includes classroom observation as well as follow up activities related to methodological issues

and technical skills. Improvement in levels of performance has also been evaluated by means of the application of specially prepared tests, similar to the ones used in the national measurements of learning performance. This has enabled the team to have some patterns of comparison in different stages of the Programme.

The gradual participation of schoolmasters and teachers in the Programme is another issue which has come out through the evaluations. As well as a change of attitude of teachers concerning initial prejudices on the Programme s outcomes. Increased dissemination to other schools, increased creativity and flexibility on behalf of the teachers, community participation, new interactions and renewed interest in pedagogical issues on behalf of teachers, students and the community are other variables with have been examined through evaluation and monitoring.

i) Learning Performance

Measurement of learning achievement in language and mathematics showed that:

- although language shows some improvement mathematics is the area with higher achievements,
- due to accumulated educational deficits in third and fourth grades the impact on learning achievement has proved to be higher in first and second grade,
- students with very low levels of learning performance obtain higher achievements than those with better performance at the beginning of the Programme,
- the positive attitude of the studentes towards the Programme has proved to raise teacher's expectations on the quality of teaching and learning in the classroom (11).

j) Learning Workshops

Learning Workshops have been evaluated as a very positive stratategy by all of the agents involved in the Programme. Students in the workshops show considerable improvement in their daily work when compared to students who have not attended these workshops.

Increased participation, improved self-esteem, self-confidence, acquisition of new skills and capabilities, motivation towards learning and improvement of the levels of performance have been registered as outcomes of the workshops.

Concerning its weaknesses, these are mainly referred to the teacher's attitudes towards the monitors as well as the monitors being too permissive with children under their care.

Local authorities, have a very positive evaluation on the role played by the young monitors in the execution of educational plans and they insist upon the importance of keeping these youngsters as educational collaborators once the Programme is completed.

Teachers at the school have a doublefold position. On one hand, they look upon the workshops and the monitors as a valuable support in improving self-esteem and learning

performance. On the other, they often criticize the youngsters preparation for this job and, more frequently, their undercontrol of children's discipline (12).

Suggestions during the evaluation indicated that the institutionalization of these practices should only be done in those schools where the teachers demanded the workshops. Other pointed at the need of developing better means of coordination among teachers and monitors, a better definition of the monitors role at the schools and within the learning process.

k) Teaching practices

An important percentage of the teachers think that one of the advantages of the Programme lies upon in-service training. New teaching methods may be acquired and motivation seems to improve after them. Concerning problems being faced in their work mention was made to lack of time to comply with the workshops commitments, lack of physical space for training activities and pedagogical overload for most of the teachers involved in the Programme.

Functionality of didactic materials was also evaluated throughout the implementation of the Programme. In general terms these were evaluated by the teachers as a valuable input to improve their work. Priority was given to textbooks, classroom libraries and games, in that order.

Engagement of schoolmasters and supervisors with the pedagogical work at the schools was also valued by teachers as one of the positive outcomes of the Programme. So much for the technical role played by the supervisors when introducing new teaching methods for language and mathematics at classroom level. In addition to this, it was pointed out that time distribution in teaching and learning had suffered important changes as a result of this practice: while in the beginning a 60% of working hours were used to discipline the students and 40% to teaching at the time of the Programmes' evaluation 20% of working hours were dedicated to disciplinary activities and 80% to effective teaching.

Flexibility is another issue which appeared as a contribution of the Programme to teaching in the classroom. Teachers in the Programme tended to favour interactions among partners and to value the experience of the students. In many cases, learning codes and exercises were built on this experience and recognition paid to cultural inequalities in the learning process.

The supervisors role within the Programme was defined in terms of their technical advice to the teachers at the schools and improve existing practices in day-to-day work at classroom level. This was perceived by the teachers as one of the most important changes introduced in existing relations at the school system. On their side, supervisors believe that in-service training workshops are a good way to improve their managerial skills and provide them with the necessary methodological tools to advice the teachers at the schools.

The above strategies are clearly perceived as a way of overcoming dependency and gaining in autonomy. This is also expressed through the opinions and suggestions of the supervisors dealing mainly with:

- obtention of additional resources for their work,
- incorporation of schoolmasters and teachers to their training workshops,
- extension of the Programme to the other grades in basic education,
- developing linkages with local authorities and the community leaders and invite them to participate in the Programmes' activities,
- improve communication with regional and local coordinators,
- define clear goals and management at national level,
- improve participation in the management of the Programme,
- incorporation of language and mathematics specialists to to the training workshops.

Although these issues may be interpreted as critics to the Programme in practice they are indicators of the supervisors commitments with its development and results (14).

MAIN FINDINGS IN THE CHAPTER

Considering the different national and international contexts which influence the formulation of the Programme, it is important to highlight the particular conditions under which the Programme takes place.

- The decision taken by international cooperation agencies to provide transitional financial and technical support to the government of Chile,

- The redefinition of education as the axis of sustainable development at international level,

- Accumulated technical knowledge in chilean academic institutions,

- Existance of a national system for the measurement of learning performance in basic education, SIMCE

- Technical participation of qualified professionals in the preparation of the government's programme particularly in aspects referred to sectorial development,

- New political and institutional conditions which enabled the introduction of innovative programmes in the agenda of transition to democracy,

- Political decision to implemet an emblematic programme, "defined and concrete, to show advancements in the desired direction" (15),

- Institutional insertion of the Programme within the structures of the basic education system,

- The Programme's guiding principles:
    - Positive discrimination
    - Equality in outcomes
    - Equity
    - Professionalism
    - Cultural relationship among the schools and the community,

- The Programme's main goal of improving the quality of education in language and mathematics for children attending the poorer schools in the country,

- Its lines of action which comprise:
    - Infraestructure improvements and provision of technical equipments
    - In-service training for teachers
    - Preparation and distribution of texbooks
    - Classroom libraries and didactic materials
    - Learning Workshops,

- Training understood as the axis of the Programme,

- The incorporation of non-formal education practices to the formal education system.

3. STRUCTURE OF THE PROGRAMME

The organizational structure is referred to the way in which an organization uses and coordinates its human resources for developing activities that will concurr to the fulfillment of its goals. Its focus is the way in which its staff builds permanent relationships which, in turn, determine both social interaction and the behaviour towards a task. Due to existing interrelations among structure and the behaviour of its members it becomes necessary to explore into a better comprehension on the way in which the structure affects its members and viceversa (16). Such a comprehension is particularly important in relation to the possibility of introducing changes into them.

This chapter deals with the structural organization of the 900 School Programme in its relation with the structures of the Ministry of Education, its functions and the perception that different social actors have in relation to the Programme. Special attention is paid to existing tensions within the structure and on the way in which appropiation takes place.

Two criteria were taken into consideration in the exploration of the structure of the Programme:

– Composition of a central team formed by a group of professionally qualified people dedicated to the technical execution of the Programme,

– Management of the Programme through and within the existing structures of the Ministry of Education.
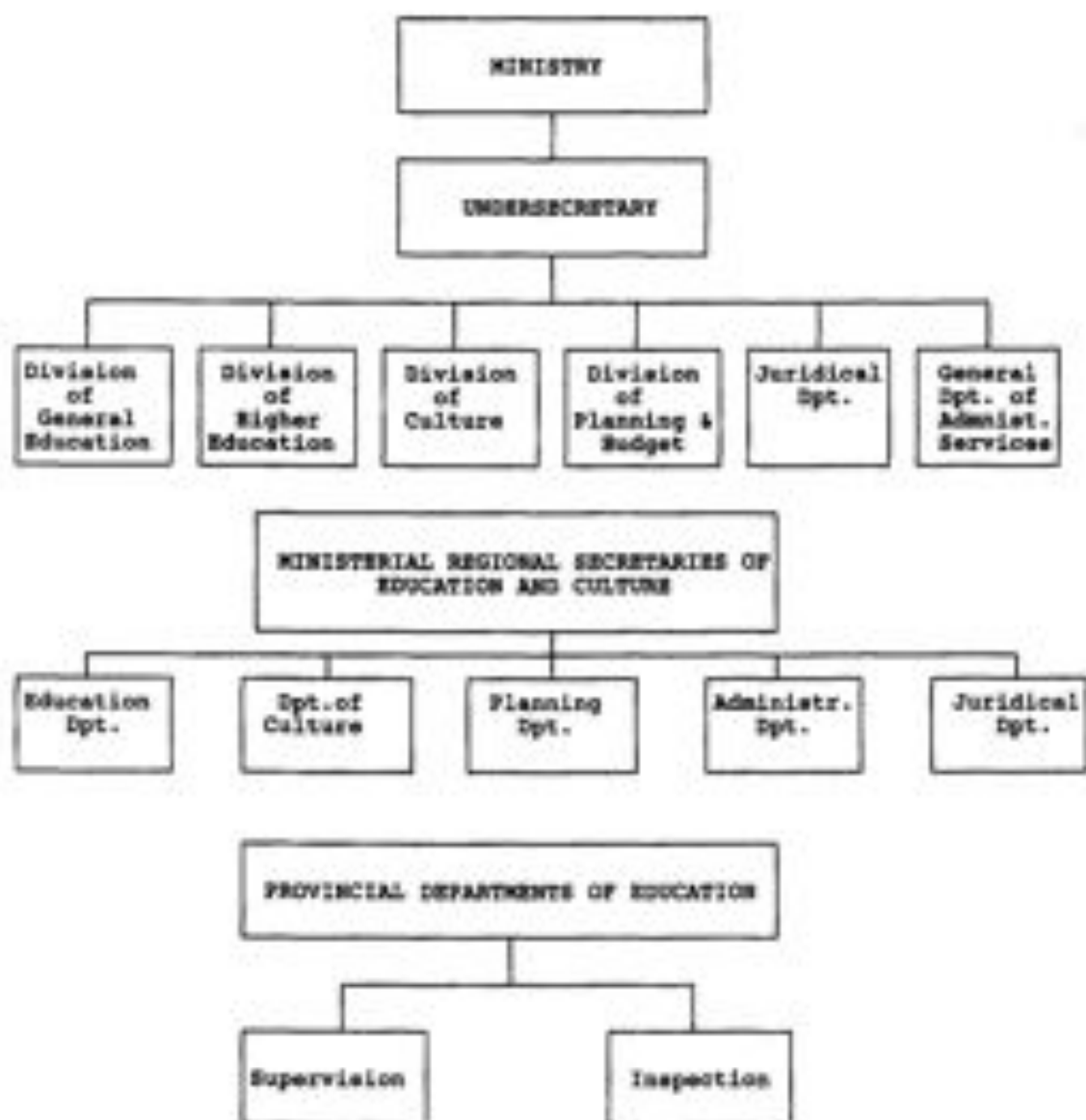
The Ministry of Education has a normative and finantial role according to the existing legislation. Structurally it is made up of the Minister and his Cabinet, the Undersecretary with four Divisions and three Departments and the Ministerial Regional Secretaries (SEREMI) in each of the thirteen Regions in the country. Figures No 1 and No 2 illustrate the way in which the Ministry and the Programme are structured.

3.1 Central Level

The Programme has a direct dependance from the Undersecretary of Education. It is connected to the rest of the structure through a Council in which the different regular organizations of the Ministry participate. This are the Division of General Education, the Division of Planning and Budget and the Division of Administration and General Services. The first institutional tensions may be found at this level of the structure. This is due to the autonomous nature of the Programme within the Ministry. Due to its direct dependance from the Undersecretary, and its relative autonomy, it often happens that the Programme enters into direct relationships and coordination with other divisions and departments in the Ministry. This appears to be a problematic issue particularly when the Programme has to coordinate itself with the national institution in charge of teacher's training, the Centro de Investigación, Experimentación e Investigaciones Pedagógicas.

Problems arise in relation to the innovative characteristics of a Programme which is executed within existing traditional structures. Up to now, the Programme has succeeded in overcoming difficulties and promoting change. Nonetheless, its sustainability strongly depends on the way in which these tensions will be faced in the future.

Figure 1

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Source: 900-School Programme. Central Coordination.

3.2. Regional and Provincial Levels

The heads of the Ministerial Regional Secretaries in each of the 13 Regions and the Heads of the Provincial Departments of Education are responsible for coordinating the Programmes' execution at regional and provincial levels. Each of these authorities has named a programme coordinator who acts in his representation.

At this level, tensions and problems within the structure are less than those at the central level. Nonetheless, in the opinion of the Ministerial Regional Secretaries and their technical staff an institutional integration of the Programme to the structures of the Ministry could be of use for an effective planning and a better integration with other programmes and policies under execution.

3.3. Local Level

The supervisors of the Ministry of Education are the ones that carry out the Programme in the schools. Apparently this has been a strategic decision which obeys to the role

Figure 2
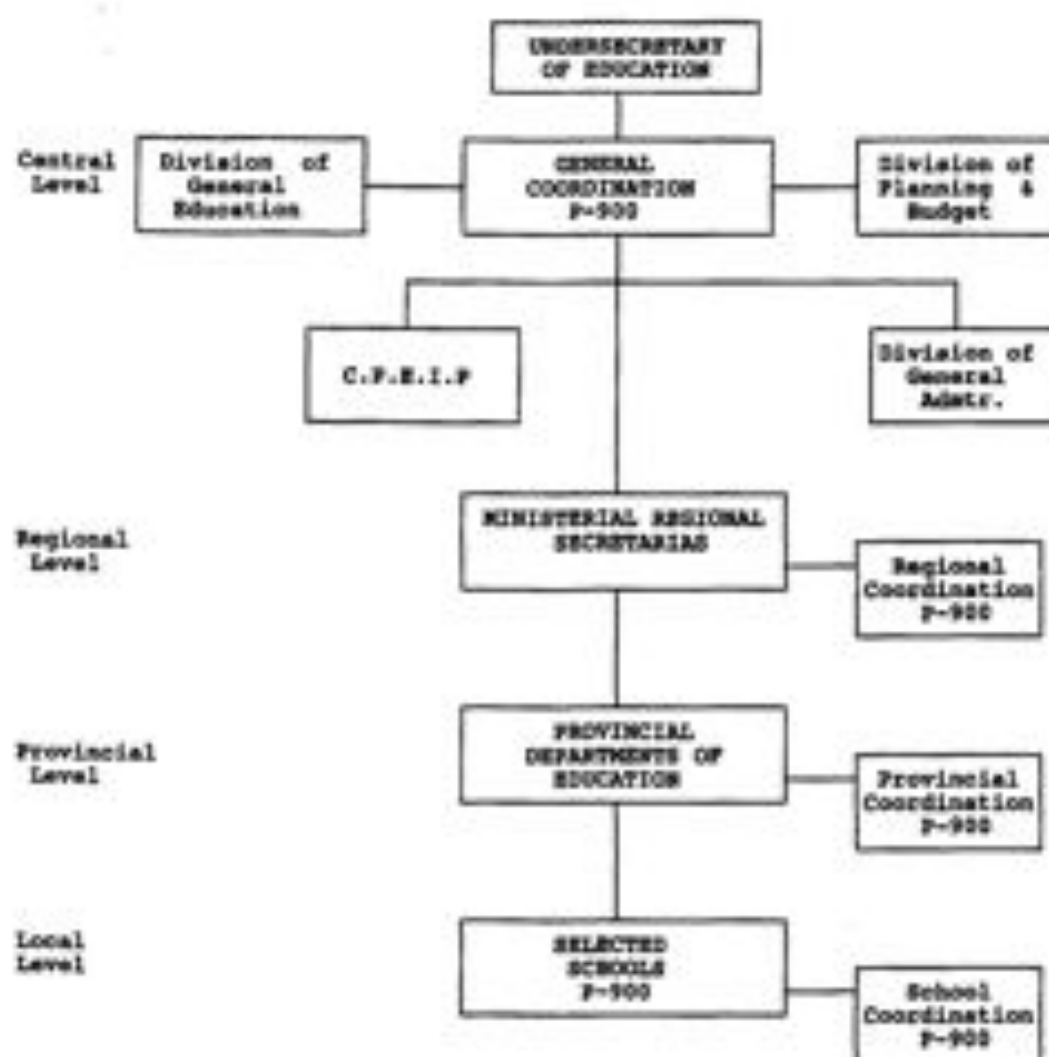
Source: 900-School Programme. National Coordination

19

played by the supervisors, on one hand. On the other, to the existing legislation which obliges to operate through the existing hierarchy in the system. Communications occur, then, among the central team in the Ministry of Education, the authorities and coordinators at the regional and provincial level down to the school, at local level.

In practice, supervisors are trained through special training workshops. In turn, they train the teachers in the schools under their supervision. Teachers implement their newly acquired knowledge and techniques with their students in the classroom. Monitors take care of the children with low levels of educational achievement through the activities carried out in the Learning Workshops.

In general terms, the Programme has a vertical structure with qualified team leaders and experts at the central level, uses existing structures and spaces at regional and local level and shows an relatively good integration in the overall educational structure.

3.4. Role Description and Evaluation

Various are the agents who interact in the execution of the Programme. The central team at the Ministry of Education, the Ministerial Regional Secretaries, the Heads of the Provincial Departments of Education, regional and provincial coordinators, supervisors, headmasters, teachers and monitors. In the next paragraphs a description of the agents roles and relationhips will be presented together with the information gathered throughout the evaluation of the Programme.

3.4.1. The central team

The central team is made up by the Head or National Coordinator of the Programme in charge of a team of six professionals, a secretary and a junior. In addition to this there are two specialized technical teams with part-time experts working in the areas of language and mathematics and a team, made up of four persons, in charge of the support of the Learning Workshops and the training of monitors.

The team was selected attending to their technical expertise and commitment with the guiding principles of the Programme. It is integrated by highly qualified experts trained in education and the social sciences. Most of the members of the team have been involved in basic and applied research and are linked to non-governmental independent centres. Other come from the universities and from the Ministry of Education, in a few cases. The team's main characteristic has been its relative stability. It has suffered no major changes within a period of three years. Throughout these years the team has not loose its initial motivation and continues to struggle for the Programme's outcomes and goals. Their commitment for dialogue among the different actors in the structure has also been a characteristic of their professional performance.

Concerning some specific technical tasks these were sub-contracted to specialized private institutions, particularly consultancy firms and the universities. Also to independant academic centres. Some regional universities have also cooperated with the

Programme through evaluative research and training. Management itself has always been kept within the framework of the Ministry of Education.

3.4.2. The Ministerial Regional Secretaries (SEREMIS)

They are thirteen (13) in number and they act on behalf of the Minister of Education in each of the Regions in the country.

According to the interviews held with some of them it is possible to highlight the following features in the advantages and disavantages of the Programme as seen by these actors:

Advantages:

- Interest and commitment towards the execution of the Programme,
- Appreciation of the goals met by the Programme,
- Attitudinal changes in teachers and students,
- Improvement in learning achievements (measured through results in National Achievement Test),
- Changes in the superviso's role and relationships,
- Increased relationships among the school, the community, children's families and other educational agents.

Disadvantages:

- The centralized management of the educational system,
- Lack of coordination among national policies,
- Lack of clear policies towards the schoolmasters and their role,
- Weaknesses in the policies adopted by the local authorities concerning commitments with the execution of the Programme
- Early release of successful schools from the benefits of the Programme.

3.4.3. Heads of the Provincial Departments of Education

At provincial level they act on behalf of the Minister of Education. They are in charge of supervising the execution of the educational policies, advising the schools and supervising the correct application of school legislation in their working areas. Altogether, they are 40 people throughout the country.

Concerning the opinion of these actors on the advantages and disadvantages of the 900 School Programme the main issues may be synthetized in the following items:

Concerning advantages:

- The Programme plays an important role in the decentralization of educational processes,
- It materializes the will to favour quality and equity in the poorer areas and to manage it according to these guiding principles,
- Credibility and prestige of existing policies and real possibilities of adapting them to existing needs,
- Sets up the bases for pedagogic decentralization,

– Introduces changes in the role of supervisors and engages them in classroom work,
– Introduces changes in the school climate,
– Introduces renewed methodological approaches and techniques in teachers' practices.

Disadvantages:

– Work overload and pedagogical pressure over the supervisors,
– Lack of coordinating mechanisms with the local management systems which, in the end, are the only ones that can ensure the sustainability of the Programme at local and community level.

In spite of the indicated disadvantages it is important to hightlight the opinion held on the Programme by the Heads of the Provincial Departments of Education. In fact, they are highly committed towards the Programme and, considering their position in the educational structure, this seems to be a relevant factor for its sustainability.

3.4.4. Regional and Provincial Coordinators

They are key actors concerning the management of material and human resources for achieving the goals of the Programme. They look after organizational aspects, distribution of textbooks, manuals and didactic materials. They are in charge of preparing the sites for the activities carried out by the monitors at the Learning Workshops. At regional and provincial level they act as networkers among the central team and the Provincial Departments of Education, a particularly important and difficult task. Successful experiences depend on their charisma and leadership. So much for the integration of successful practices to existing structures.

When asked on the advantages and disadvantages of the 900 School Program, these agents highlighted the following advantages and disadvantages:

Advantages

– Dynamics and outcomes of the Programme,
– Management style of the central team,
– Relationships among the Programme and other activities financed with international cooperation facilities (MECE).

Disadvantages:

– Lack of regional autonomy,
– Lack of clear policies concerning relationships with the authorities in charge of the local management of basic education (DAEM),
– Partial administrative support for the Regional and Provincial Departments of Education
– Evaluative needs concerning the way in which the teachers apply acquired knowledge and techniques

– Early release of successful schools.

3.4.5. The supervisors

The supervisor's role is to provide technical and pedagogical support to teachers and principals (20). In his specialized role they act as advisors, coordinators and evaluators. The supervisors participating in the Programme are more than 300 in number. According to evaluations in 1991 they have the following characteristics:

– 50.1% are men and 48.9% are women,
– age ranges between 40 and 49 years of age for a 58.8% of the sample while a lower percentage are located in a range of 35 to 39 years,
– the Regions with a higher number of supervisors are Region VIII (52), Region IX (43), Region X and the Metropolitan Region (40). Total number of supervisors in each of them is in accordance with the overall number of schools,
– supervisors have an average of 10 to 15 years of professional experience a fact which seems to be important in terms of their attitude towards the introduction of educational innovations,
– 83% of them supervise other schools besides the ones in the Programme,
– in its majority they must advice more than 20 teachers each and an important percentage (24.6%) is in charge of advising more than 40 teachers each.

Within their functions they are also responsible for advising the monitors in an average of 10 per supervisor.

The supervisors' role is to advise and to provide technical support for the improvement of the quality of education. Due to bureaucratic reasons, though, the supervisors role has been to supervise the application of educational norms and plans rather than observing teachers at work. P-900 has been emphasizing on their role as advisors on how teachers can improve their teaching. It has also asked them to perform in-service training activities with the teachers at the schools. For this purpose, the Programme has entitled the supervisors with the necessary authority to perform this role. There are a series of elements which influenced the acceptance and commitment of the supervisors with these tasks. Among them:

– the recognition of their role by the educational authorities,
– the leadership exerted by the central team and the recognition of their technical and advisory role as well as the redefinition of relations with the educational authorities,
– Similarities among the proposed role and expected roles among the supervisors,
– Training opportunities, good social climate and school acceptance,
– Possibilities for interaction and partnerships within a nationally significant programme. Esprit d'corps,
– New relationships with the teachers and emphasis on the pedagogical rather than the administrative and supervising role,
– Higher prestige and new relations with his partners and with educational authorities,

Disadvantages and weaknesses were characterized in terms of:

– Administrative overload,
– Diversification of tasks and lack of time to perform them,

- Difficulties in articulating and priorizing the different programmes involved in the supervisors work,
- Lack of resources, and particularly transportation, to visit the schools,
- Limited number of supervisors at provincial level,
- Routinization of the role,
- Time shortages to ensure improvements before the school leaves the Programme.

3.4.6. The headmasters

Headmasters are in position of complete authority at the schools. An important done of what can or cannot be done depends on his decisions and commitment. According to evaluation samples taken in 1991 they are experienced teachers with the following characteristics:

- Concerning gender, the majority of headmasters are men (57.1%),
- Ages range within 45 and 54 years of age (44.9%)
- They come from schools located in different regions in the country but mainly from the VIII Region (17.3%), IX Region (16.3%) and Metropolitan Region (11.2%),
- 35.7% are teachers with 11 to 20 years of experience while 21.5% have been teaching for 20 to 30 years,
- Concerning the time of their appointment, 38.7% have been schoolmasters for a period of 3 to 7 years; 22.5% for 8 to 12 years, periods of time which gives an important practice of governing experience.

Headmasters believe that their participation in the Programme has been highly significative (60.2%). They explain this in terms of their participation in the Learning Workshops and their relations with the teachers, supervisors and monitors. 35.7% think that they have had a partial participation mainly due to lack of time. Others argue that the Programme does not include headmasters within its plan of action. Incorporating them has been defined as a priority due to the relationship among the headmasters participation and the possibilities of success for the Programme.

Headmasters asked on the Programmes' attainments thought that important changes had been achieved through its development. Among them:

- positive changes concerning the teachers' self-esteem,
- changes in teachers behaviour due to training and teamwork
- increased interest in preparing school improvement projects as a result of the participation in the Programme,
- renewed interest in methodological innovations,
- changes in the attitude towards the children's families,
- improvements in the school's infraestructure,
- improvement of the school climate.

The following issues were considered as limitations or disadvantages in the development of the Programme:

- limited coverage of the Programme (first to fourth grades),
- Lack of space for in-service training and learning workshops,
- Rotation of supervisors,

- Routinization of the Programme,
- Time shortage to ensure effective results.

3.4.7. The teachers

Teachers are the main actors in the Programme due to their importance in improving the quality of education and increasing the levels of learning performance of the students.

The vast majority of the teachers in the Programme are women trained at the universities (59%) or professional institutes (22%). 33% of the sample taken for the evaluation of the Programme have been teaching at the same schools for a period of 3 to 7 years while 21% had been occupied at the same school for a period of 8 to 12 years (22).

Teachers interviewed as part of this evaluation highlighted that the Programme enabled them to:

- change their expectations concerning their pupils,
- respect the pupil's culture as well as their learning rythms,
- build teams, partnerships and improve teamwork,
- improve their teaching methods and techniques,
- avoid routinization and share experiences.

They also value:

- increased self-esteem among the students,
- improved learning attainments in national achievement tests,
- the didatic materials provided by the Programme,
- new role and relationships with the supervisors,
- new relationships with the students' families due to the work of the monitors.

Difficulties are seen in terms of:

- Low salaries,
- High rotation affecting teamwork,
- Lack of time to perform a variety of functions,
- Infraestructural problems at the schools,
- Teacher's subjectivity affecting self-esteem and motivation,
- Stress and anxiety due to economical restrictions,
- Too many tasks for the supervisors who work in the Programme,
- Limitations imposed by the buraucratic organization of the schools, particularly concerning participation in inservice training,
- Limited engagement of the headmasters in the Programme,
- Early release of the schools in the Programme.

3.4.8. The monitors (23)

The monitors are young people from the local communities responsible for implementing the Learning Workshops. The workshops, as indicated before, are group sessions for third and fourth grade children who have exhibited learning difficulties and low learning attainments in language and mathematics.

The overall number of monitors in the Programme amounts 2.430. Mostly women

performing various activities at the time of their recruitment. Among them: students in vocational and technological areas, students in secondary education, unemployed youngsters.

In general terms, the acceptance of the monitors by the school headmasters and teachers was inititally low due to prejudices concerning their teaching skills as well as to professional jealousy on behalf of some teachers. This has been gradually overcome throughout shared experiences and, in most of the schools, monitors have been finally accepted and their job valued as a necessity, particularly for the middle and long terms.

Concerning the monitor's opinios on the Programme's achievements the following elements were pointed out:

- training
- support for supervisors
- raising self-esteem in the students
- commitment with the parents
- visibility, recognition, prestige and commitment with the local community and its problems.

A series of difficulties in their job were also outstanded. Among them:

- Little coordination with school teachers
- Technical gaps in relation with educational experts
- Lack of dissemination concerning their activities and its results
- Little interaction with the supervisors
- ealy release of the schools from the Programme.

MAIN FINDINGS IN THE CHAPTER

Modern approaches in organizational theory emphasize the importance of counting upon structures with a clear sense of their mission, able to consider both internal and external interactions and flexible enough to adapt itself to contingencies. P-900 responds to these elements in the following way:

- it is a Programme which materializes the guiding principles of the government's policies and its educational policies. In this sense, it has been considered as a symbol programme,

- it has great clearness concerning its mission and this appears in most of the documents and newsletters of the Programme as well as in several interviews for the mass media,

- Structurally, the programme has had a double-fold challenge: to count upon a modern and flexible structure for the achievement of its goals and, at the same time, to utilize the existing structures of the Ministry of Education in order to achieve goal achievement and sustainability.

In relation to this last challenge the Programme has only been partially successful. This is due to the fact that the P-900 structure is highly functional to its goals in operative terms but has not succeeded in integrating the Programme in the higher levels of planning and decision-making. Although this has caused certain difficulties it has not restrained the execution of the activities and the participation of the educational actors at regional and local levels.

Nonetheless, the Programme will have to face crucial decisions concerning its institutional integration which, in the short term, will influence sustainability. The P-900 could suffer modifications as a result of the change of government taking place in 1994. This will bring administrative changes at the central, regional and provincial levels. Raising expectations will be placed upon the MECE project financed by a World Bank loan, and decisions must be taken on financial issues in the Programme. Among them, its integration to the fiscal budget. These are elements which were not present at the moment of the formulation and launching of the Programme. Under these conditions there are three options for the future of the P-900:

– To maintain a relatively autonomous structure of the Programme with the advantage of continuing to funcion upon the accomplishment of goals and results. Advantages and disadvantages of this decision have already been examined in the chapter,

– Integrate the Programme to the General Division of Education at the Ministry. It has the advantage of counting upon the support of the traditional structures and the possibilities of a better coordination with other programmes under execution. Its disadvantage is a potential loss of dynamism,

– Integrate the Programme to the MECE which is called to be a central initiative in the

years to come. It counts with political support and financial resources. The advantages in such integration would be its complementarity with the MECE and the similarities in the plan of action. Its disadvantages, being gradually overtaken by the MECE.

At the local level there are some weaknesses in relation with the role of schoolmasters and with the authorities at the Municipal Departments of Educational Administration (DAEM). This weakness is due to the role of both actors during the authoritarian regime and was considered as such since the formulation of the Programme. Now that changes are occurring at this level, it will be necessary to consider the role and relationships of these relevant actors for the Programme. Nowadays, it may be said that:

– The main actors in the Programme are clear on their roles but they face certain difficulties in exerting them due to an overload of work and weak priorization of their functions in existing policies,

– In spite of difficulties related to low salaries and unfavourable working conditions, the main actors in the Programme declare themselves as highly motivated and committed to the Programme,

– The central team mantains a clear leadership which has given the Programme identity and cohesion. It is expected that this leadership will continue to be exerted under the same terms,

– The Programme has improved the school climate and influenced working relationships in all levels of the educational system.

4. THE PROGRAMME'S MANAGEMENT

4.1. Strategy

The 900 School Programme operates in the context of two guiding principles of the country's educational policies. On one hand, focalization and positive discrimination towards the poor of the poorest. On the other, administrative decentralization. Management has been organized within doublefold parameters. At the central level the State supervises the execution of plans and policies through the Ministry of Education while the execution of such plans and policies is located at regional and local level in accordance with the populations needs and social reality. Autonomy and coresponsibility are shared principles in the executing strategy (24)

Looking for an equilibrated relationship among the central, regional and local levels is new in educational management and its outcomes relevant for other sectors. For this reason, importance was given towards examining the actors' characteristics and their participation in the Programme as well as the relationships among national and educational goals.

4.2. Hierarchy

Management in the Programme is organized upon the following hierarchy:

- the central coordination delegates the programme's representation and execution on the regional coordinators;

- the provincial coordinators, all of them supervisors, are responsible for the execution of the plans at provincial level. They work with the school supervisors who bear the relationships with the Programme's schools

- School supervisors visit the schools at local level and work directly with the headmasters and teachers

- Teachers work with the children in the classroom and the monitors are responsible for working with children with low attainments at the Learning Workshops.

Flexibility has been the main outcome of this decentralized strategy in the Programme. This means that both at regional and provincial levels:

- The selection of schools which are incorporated to the Programme in done at these levels,

- Modifications are introduced in the plan of action, particularly in the field of inservice training,

- Infraestructure improvements is also decided at these levels in accordance with the budget approved at the central level.

Decentralization has been improving since the launching of the Programme. During the

past years technical decision-making has been mainly done at regional and local level. Some of them have worked out their own plans while others are beginning to do it. In this domain efforts should be done to support decentralized planning. Particularly when regionalization and decentralization are relativeley new processes in the country and there is still a lot to do in this field of work. From this standpoint, at least three stages may be clearly observed in the development of the Programme during the past four years:

4.3. Stages: Installation, appropiation, consolidation

The installation stage is the one characterized by team building; the appropiation stage is characterized by the acceptance of the Programme by the schools and the consolidation stage is the one which operates once the schools incorporates the Programmes' plan to their daily work. Of course, each of these stages operates in accordance with school rythms and particularities.

In this context, each of the stages face particular tensions and emphasizes on different aspects. The first one is characterized by the degree in which the proposal is accepted by school counterparts and supervisors and relationships established among them. Tensions are particularly referred to the moniter's role as well as his participation at school level. The role is ambiguous in its relation to the ones of teachers and supervisors. Although in the second stage this tensions are minimized mainly due to the credibility gained by the moniters though accomplishment of their tasks, new tensions arise with reference to the adequation of the Programme to the reality in each educational unit. Lack of commitment of some of the schoolmasters in relation to educational goals appeared to be of particular importance on this respect.

Concerning the third stage, there are two big tensions. The first one referred to the schools' release once they have achieved the educational goals, considered too early for the majority of the schools. The second one, has to do with existing policies concerning teachers' stability within the Programme, a decision which falls on the local authorities and does not depend on the central team or school authorities.

Sustainability and managerial success of the Programme highly depends on the resolution of the above described tensions.

4.4. Management Styles

The vast majority of the actors involved in the 900 School Programme are very positive concerning the evaluation of the managerial style of the central team in charge of its execution. Such a style is characterized as dynamic, efficient-oriented and with high productivity. It has also been noted that such a style is a lucid, reliable, emphatic, horizontal, productive and effective. Mentions have also been made to it being lively, innovative, pragmatic, modem. It is important to notice that such a style calls for the adscription of a good number of actors and facilitates the accomplishment of the Programme's tasks. Key in the success of such a managerial style are a series of mechanism used by its leaders. Among them:

- Priority given to face-to-face personal relationships which facilitate communications,

- Field work, contributes to increase motivation and to give visibility to the overall process,

- Workshops enable exchanges among actors and increase identity and commitments among them,

- The Programme provides good technical training

- Horizontal and colloquial relationships facilitate effectiveness,

- There is an effective and innovative leadership.

Leadership is a key issue in educational change. An educational leader must know on planning, decision-making, execution and evaluation. Inspiring confidence is also a request. Leaders must also be capable of building networks and coordinating teams. Managerial skills are also important. Particularly concerning the management of information flows, conflicts, powershifts. Promoting change and working with flexibility as well as listening, observing and leading towards expected goals are also important in educational management.

Most of these characteristics were mentioned in interviews held with key actors in the process. Leading capabilities of the coordinating team were constantly mentioned as a valuable characteristic of the Programme. Special mentions referred to the National Coordinator of the team, in fact one of the professionals in charge of the formulation of the project.

4.5. Other elements

Little reference was made, throughout the interviews, to aspects related to planning, coordination and assessment. This, in spite of the fact that
certain weaknesses may be perceived concerning these issues. These are related to the way in which organizational design affects coordinations at different levels but they were rarely referred to in the interviews.

Concerning communications and dissemination a big effort has been made in terms of using and producing different means for communication among the national, regional and local levels. Bulletins are produced on periodical bases, posters and other means have been used for sharing information concerning the outcomes and plans of the Programme. Nonetheless, feedback on on-going processes and evaluations could be better used with a more agressive policy of public relations and communications.

Consistency among the elements of an organizational structure is a key issue in educational innovation. Consistency with the utilization of existing structures and respect for organizational cultures is another issue to be taken into consideration when introducing educational change. This was one of the main achievements of the Programme. Throughout its development special consideration has been paid to the utilization of human and material resources already existing in the educational system. The Programmes' success in teacher's motivation and adscription lies on this principle. Its explanation may be also found in the following elements:

– The Programme's and the team's capacity to promote the actors' expression, self development, participation, respect, self-esteem, associations, exchanges and confidence.

– The Programme's strategy which emphasizes upon the recuperation of teacher's dignity, self-esteem, low social status and the improvement, to a certain extent, of their working conditions, lack of stability, low salaries and lack of participation.

Many aspects of the teacher's role are shaped by the society in which he works. This is a valid for the case of the teachers' working in chilean schools who have suffered the gradual deterioration of their social status and working conditions. The Programme plays considerable influence in dignifying the teachers role at central, regional and local level as well as the monitors role in the schools. Children attending very poor schools do also benefit themselves from this influence insofar teachers and monitors work together in improving the school and the quality of education and both of them improve the conditions of underpriviliged children with low self-esteem and very low attainments in learning performance.

Visibility is a key concept in the above described strategy. In fact, the Programme offers spaces for the actors to express themselves and create new relations with their partners. As such, they acquire social status and prestige. They do believe to be appreciated in the performance of their roles.

As formulated by a supervisor:

"People cannot improve because they are not given the opportunity. P-900 gave everybody an opportunity, in accordance to their place and role. The Programme looked at his actors, considered them and offered visibility to them. . . If we are considered as social actors we commit ourselves to our work. . ." (Statement of a supervisor in the the IV Region).

The above quotation leads us to some classic themes in industrial psychology which show that increased productivity does not necessarily obey to increased salaries or improved working conditions but due to the visibility of their performance. This element provides a feeling of belonging which influences productivity and effectiveness. In the same perspective, Elton Mayo's studies insist upon the importance of listening to the complaints of the members of an organization, become interested in their solutions and try to avoid discussions on working conditions under situations of social constraint.

MAIN FINDINGS IN THE CHAPTER

The main findings in this chapter concerning the Programme achievements points at:

- Coherence among strategies and goals in the formulation of the Programme,

- Managerial style of action, effectiveness and leadership which influence the movilization of different social actors and the attainment of proposed goals. Reference will be made to this when dealing with replicability in the report.

- appropiation and adscription on behalf of the actors due to the Programme's adequation to the organizational culture of the educational system.

- Clearness concerning the managerial hierarchy. Avoiding some limitations in the original design could contribute to improve effectiveness in the relationships among the central team, schoolmasters and local administrative structures (DAEM).

- Need for the formulation of a clear policy concerning the release of the schools from the Programme once they have achieved their goals. This policy should consider the time it takes for educational changes to mature.

- Need for enhancing a communicational and evaluative policy for the feedback of the Programme,

- Need for enhancing the dissemination of the Programme's goals and attainments towards the community in order to increase its sustainability.

- Efficient relationships among all the lines and actors in the Programme.

5. SUSTAINABILITY

A necessary distinction must be made in this chapter concerning goal achievements in the Programme and sustainability. Both aspects will be considered in the following parargraphs.

5.1. Goal achievement

Goal achievement in the 900 School Programme is based upon an accurate study of cultural and organization aspects at the school system. Accumulated measurement instruments, like the SIMCE, as well as existing database for decision-making on school efficiency were key elements in the design and launching of the Programme. The existance of a supervisor system, high technical level of professional teams, monitoring sytems, sensitivity to the needs of the communities and opportunity of external aid were all elements which contributed to the achievement of the Programme's goals. They also influenced the impact of actions among supervisors, teachers and students.

Existing evaluations on the Programme, referred to in previous chapters, account for its achievements. They are particularly referred to the increased performance and profile of supervisors, an attitudinal change in teachers concerning the performance potential of poor school children, increased creativity and flexibility of learning and teaching at schools, new methodological approaches, improvement of school climate, better educational learning performance in language and mathematics.

People interviewed for this evaluation made reference to all these changes. They also make reference to improvements in the relationships among the school and the community. True sustainability is difficult to ensure in the middle and long run but there are a series of elements which help in envisioning sustainability of the Programme. Among them:

– Focalization of social and educational programmes towards the poor of the poorest and positive discrimination in the educational system,

– Adequate structures for the dissemination of the innovation and motivated supervisors within an educational system which has adopted the innovation on institutional bases,

– High technical level of professional teams,

– Motivated and committed actors towards the Programme's goals due to its adequacy to local realities,

– New profile for the supervisors role,

– Importance of in-service training for supervisors and teachers,

– infraestructure improvements and provision of technical equipment for the schools,

– Provision of didactic materials,

– Educational policies which tend to utilize improved competences at the schools for

further improvements financed with fiscal sources. An example of this are those projects formulated by the schools at the 900 School Programme prepared for the BIRF project contest on the Improvement of Quality and Equity of Primary Education.

A good illustration of goal achievements may be deducted from one of the visited schools during the evaluation. School G 148 is located in Ovalle and is attended by children belonging to very poor families in the area. The headmaster has been actively involved in the Programme's activities and has encouraged the teacher's participation (7 teachers). Monitors have been welcomed at the school and relationships among these actors, supervisors and coordinators are fluent and productive. The headmaster evaluates the Programme in the following terms: "it has been higly positive. Infraestructure has been improved. Progress has been made with the SIMCE. Thanks to the Learning Workshops children spend more time at the school and in this way alcoholism and early prostitution may be avoided. Children have improved in terms of self-esteem and personality and, due to the action of the monitors, the family has come closer to the school facilitating our job".

In turn, when asked about the Programme, the teachers said that the values of the Programme were many. Particularly training, they stated. "All of us have attended training workshops because all of us teach in the first grades of basic education. We have dedicated a day for training affairs. The material is good. Children like it and they easily understand their content. The monitors have helped us a lot. Their support is very important for the children. We have prepared material for them, we have adapted some contents. . ."

Summative evaluations of the Programme have plenty of illustrations as the above one. Benefits seem to be higher in small schools where headmasters are higly committed with its development. This facilitates the impact and goal attainment.

Some obstacles concerning goal attainment at the schools. Among them:

- Early release of schools which have succeeded in improving the quality of education and learning performance of the children. Although retribuited with symbolic incentives release from the Programme is viewed as a mechanism through which better performance is punished, materials are no longer available and training facilities elapse from the school,

- Routinization is a menace for any innovation and the Programme is not an exception. In this sense, the more the schools take the proposals in their hands the more they become part of the normal routines at the school and their impact decreases,

- Structural problems related to the educational system, its management and the working conditions at the schools as well as the teacher's low salaries.

5.2. Sustainability

There are various elements to be considered when referring to sustainability of the Programme. Besides its relevance in relation to the problem it intends to solve and its formulation additional elements may be highlighted. Among them:

- Cultural aspects, denoting coherence with accepted norms and values,

- Political aspects, concerning adequacy to general and specific policies as well as with political support provided to the project,

- Institutional aspects, referred to the availibility of the required resources at the moment of the execution of the project,

- Organizational aspects, related to the mission and structure within which the project takes place. It also refers to strategical design, leadership, good communication and participation channels, ability to insert itself into the organizational culture and, at the same time, avoid pressures and focus on the goals to be achieved,

- Dynamic and harmonic relations among the previous elements.

Considering the above mentioned elements sustainability of the Programme is facilited by:

- its coherence with the guiding principles of the government's general and educational policies as well as its possible continuation within the regular actions of the Ministry of Education,

- its inclusion in the fiscal budget being negotiated by the educational authorities for fiscal year 1994,

- its gradual institutionalization, goal achievement and clearness concerning its mission,

- Excellent management,

- Leadership of the central team,

- The utilization of existing structures and organizational cultura to improve the quality of education,

- Credibility and committments obtained at regional, provincial and local level,

- Increase in performance levels of learning.

Concerning these issues, Nilo Bernales, a Regional authority in the IX Region, reflecting on the Programme's sustainability said that: "a regional P-900 could be implemented if the necessary resources were provided at this level. It would be important in terms of providing solutions to bilingual teaching and encouraging the ethnic groups in the area to keep their language and culture. Some plans have been executed in this direction. But there is still a lot to do, including the motivation of teachers and students to continue in this effort. Special funds for rural schools and incentives for excellence in teaching should be created. We should also see that the poorer areas are provided with more resources. . .Educational coordination for this purpose takes place through a special commision integrated by professionales from different projects and institutions. . . In order to ensure sustainability we must disseminate the results of our programmes and commit other social actors in our plans. Municipal actors, the universities, the Ministry of Education, CPEIP. Commitments should also imply the obtention of finantial resources. . .

...Thinking in sustainability we can also outstand achievements: bilingual textbooks, coordination efforts and support from the local authorities concerning transportation means for the P-900. . ."

This quotation illustrates the spirit found in most of the visits paid to two Provincial Directions as part of the field work done during the evaluation of the Programme.

- Sustainability could be menaced if the fiscal finantial support for the Programme is not approved. The Programme could also suffer modifications according to decisions made concerning it integration to the MECE or to the regular structures of the Ministry of Education. At present, it is impossible to foresee the consequences of such decisions. But, it will undoubtedly influence the future of the Programme,

- As mentioned before, early release of the schools from the Programme and its weak relationship with other projects that may ensure the continuity of actions (like the MECE) is another factor playing against sustainability,

- Weaknesses in the policies related to the improvement of teachers' working conditions and salaries,

- Weaknesses in the policies concerning the management of schools at local level in its relation to the regional and provincial levels.

The following reccomendations could be useful when thinking in actions to be taken in order to ensure the sustainability of the Programme:

- Disseminate the principles of the Programme's action and its significance for the improvement of the quality of education in the country. Positive discrimination, equity, professionalization and participation of the community in educational development should be socialized among the opinion leaders and political actors,

- Whatever the insertion of the Programme in the system it should be ensured that all its lines of action continue to operate. That is: infraestructure improvements and equipment, teacher's training, classroom libraries and didactic material, learning workshops and provision of manuals and texts.

- Work upon a better coordination of the Programme with other projects executed by the Ministry of Education,

- Emphasize upon the appropiation of the Programme by regional and local authorities due to the importance that the decentralization process will have in the future of the country,

- Formulate a policy which considers the importance of the local administrative structures in the management of the schools and involves them in the overall policies of improvement of the quality of education.

The analysis of existing experiences could be of use in this case,

- Formulate a policy in relation to the school's headmasters in order to ensure their participation and commitment towards the improvement of the quality of education. Emphasis should be placed in his protagonic role in the teaching sites and consider in-service training and up-dating through networking systems.

– Assess the results and present situation of those schools which were released from the Programme. Special consideration should be paid to the way in which the guiding principles are being applied once the Programme has finished,

– It seems important to formulate a policy that will consider incentives for schools which have been released from the Programme and keep follow-up systems in their support,

– Commit regional, provincial and local support for the continuation of the Programme and involve other social actors in this effort. Among them, enterprises and universities.

MAIN FINDINGS IN THE CHAPTER

Elements which ensure goal persistance

- The way in which the actors of the educational system have incorporated the Programme's plans and methods to their daily practice,
- Infraestructure improvements and provision of technical equipments to the schools,
- Training and updating of teachers and supervisors,
- Distribution of pedagogical materials,
- Coherence among the Programme's principles with the policies of the MECE Programme.

Obstacles for goal persistance are:

- The early release policy for the schools in the Programme.
- Routinization.

Sustainability is favored by:

- Coherence with the educational policies,
- Possible fiscal finantial resources for the future,
- Clearness of mission, management and leadership.

Obstacles to sustainability are:

- Early release policy,
- Policy weaknesses concerning the participation of school headmasters and local administrators in the coordination of educational improvements.

6. REPLICABILITY

Replicability concerns the possibility of transferring or adapting an overall project or parts of a programme to another context. The term is also related to the possibility of promoting creativity under similar situations as the ones in which a project was conceived.

It is extremely difficult to replicate a project under the same conditions of another. Thus, isolating its innovative elements or systematize lessons learnt to be adopted by others or to generate local initiatives for the solution of educational problems is extremely important. For this reason, this chapter is dedicated to highlight the conditions under which the Programme was formulated and executed. As well as recall on its origins, characteristics and development, its management and lessons learnt.

The following enumeration isolates some of the elements which could be considered as replicable ones in other contexts:

- Significant political support. The Programme is originated before the transition from an authoritarian to a democratic regime. In the educational sector the Programme is seen as an emblematic action and clearly identified and an innovative project focused upon the poorer groups in society (26). It is also symbolic in terms of generating a new dynamic within the Ministry of Education and inspiring the formulation of similar proposals of national coverage. Among them, the MECE.

- P-900 is formulated by a highly qualified professional team before the elections. As such, it was incorporated to the programmatic bases of the newly elected government. This provided the space for putting the new educational topics in the political agenda and the Programme could be launched at the moment of taking office. Immediate launching of activities was an important factor in credibility and confidence,

- Opportunity of finantial support coming from the Swedish government. Launching of the Programme in March 12, 1990 was possible thanks to foreign finantial assistance. Donations came to the country under quick and effective mechanisms and enabled the chilean authorities to launch a series of activities as soon as they took office. The existance of accumulated knowledge on aid management and coordination as well as acquired confidence with external counterparts was of great importance at the moment of negotiations. The newly created Agency for International Cooperation (AG-CI) played an important role as counterpart and negotiator of resources for international cooperation projects at the time.

- The importance of accumulated knowledge during the authoritarian period. The Programme was formulated on the basis of results of research done by non-governmental research centres. Most of them, financed by international cooperation. This allowed a clear definition of the focus of the programme as well as its priorities. It also avoided pilot testing. It is important to take this element into consideration in countries which do not have this accumulated experience and database in order to avoid mistakes in project design and implementation.

- The SIMCE, a national test for measuring learning achievements, was used by the Programme in focussing the worst schools and operationalizing positive discrimination. This was one of the assets in the formulation of the Programme and an element which must be taken into account in case of replicating part or the overall characteristics of the Programme.

- Multicausality and educational dynamics were always at the bases of the formulation of the Programme. It considers the different causes that influence learning performance and participation and derives a plan
with five lines and action.

- The Programme considered the utilization of the existing structures at the Ministry of Education for the execution of the plan of action. In this context, there is a systematic effort to coordinate the Programme's activities with those of the other Divisions in the Ministry as well as dependant institutions, such as the CPEIP. Although these relationships were, at times, problematic in the end the Ministry of Education took over the responsibility of executing some of the activities and incorporating them within their norms and supervising mechanisms (27)

- The Programme counted upon the supervisor system of the Ministry of Education and with technically qualified human resources working at the system. In overall terms these human resources, in spite of initial prejudices, were soon committed to the execution of the Programme and motivated towards the dissemination of results. This is an important element to take into consideration in case of replication due to the fact that experience gained by supervisors and teachers is difficult to obtain in the short term.

- In relation to human resources, it is important to outstand the participation of educational monitors as an effective procedure to open the school towards the community. These monitors played an important role in achieving a positive and realistic perception of the school by the community, in improving the learning performance of children with low educational attainments and avoiding school drop-outs. In terms of replication, it is important to formulate a clear policy on roles and relationships of monitors within the school system and procedures concerning recruitment and working conditions.

- One of the outstanding characteristics of the Programme is its management built up on managerial skills which emphasize upon technical aspects and is flexible and dynamic in style. This is one of the elements to take into consideration in replying some of the characteristics of the Programme.

- The leading team is small in size, highly motivated and technically qualified. Its professional excellence makes it a credible counterpart for the actors in the Programme and its internal cohesion has been outstanding during the development of the Programme.

- External evaluation of processes and results, with permanent dialogue between the external evaluation team, the actors in the Programme and the central team. Evaluations were subcontracted with non-governmental academic centres and the results of evaluation processes have been permanently used by the central team. This has been of great help in the management of the Programme due to the fact that the team has

been always working upon the database provided by the evaluators. This is another element to be taken into consideration by anyone wanting to replicate part or the overall project in another context.

Weaknesses in the development of a project may also
help when dealing with lessons learnt in terms of replicability. At least two of them may be relevant for other contexts:

- policies concerning the role and relationships of schoolmasters in the execution of the Programme. Although they were a consequence of the role they were attributed under the authoritarian regime if similar projects are to be implemented they should bear in mind the importance of defining the role and relationships of these social actor in the implementation of a project,

- policies concerning the release of the schools from the Programme were considered, by most of the participants, as a premature measure. In this context, a clear policy of release and follow-up should also be considered at the time of the formulation of a project. Incentives, either monetary or non-moneterary, should be considered as part of this policy.

MAIN FINDINGS IN THE CHAPTER

The following elements may be highlighted in case this experience is replicated in another context:

- Significant political support.

- Importance and opportunity of finantial support,

- Importance of past educational research and educational innovation in the country,

- Existance of instruments for the focalization of actions,

- Multicausality and synergia in project design,

- Combined organizational design,

- Technical management with emphasis in use of managerial skills,

- Leadership based upon technical excellence, credibility and honesty,

- External evaluation and follow-up.

7. CONCLUSIONS AND RECOMMENDATIONS

7.1. Conclusions

- The 900 School Programme is originated in the context of a favorable international support towards Chile soon after the end of the military regime.

  - Political support for the launching and installation of the programme comes from the democratic government of President P. Aylwin and financial support comes from non-reimbursable aid provided by international cooperation,

  - The educational context also favours the installation of the Programme at a time when educational development is placed as a priority and knowledge viewed as the bases for achieving equity,

  - These elements, added to the credibility of the ministerial team contributed to the decision of executing and financing a programme which aimed at improving the quality of basic education.

- The project is formulated by a group of motivated, professionally qualified chilean specialists within the framework of the elaboration of the programmatic basis of the democratic government. These professionals have had a vast experience in research and development through projects carried out at non-governmental institutions with the support of international cooperation. In this context, it may be said that the programme results from the joint efforts of researchers, donors and recipients of international cooperation.

- The 900 School Programme is the symbolic materialization of the guiding principles of the government in the educational field: positive discrimination, equality in outcomes, equity, professionalization, linkages among the school and the community. This accounts for the political support provided for its implementation.

- The 900 School Programme has a clear mission: to improve the quality and equity of basic education. The focus are the students attending first to fourth grade in basic schools in the poor areas and the improvement of their learning performance in language and mathematics.

- The Programme introduces innovations when using a measument instrument, the SIMCE, to focalize its actions,

- The Programme is multidimensional in its formulation and considers five lines in its plan of action: infraestructure improvements, teacher's training, textbook preparation and distribution, classroom libraries and didactic materials as well as learning workshops. The Programme uses these elements in a combined and dynamic way.

- Throughout its training workshops the Programme innovates by providing training facilities and new opportunities for sharing experiences among partners and with others actors in the system,

- Two additional innovations are introduced through the Programme: incorporating

non-formal educational practices through the learning workshops and using an evaluative strategy which enables feedback and transformations,

- The organizational structure of the Programme is functional to its mission. As said before it is a combined structure leaded by a highly qualified professional team and working with technicians from the educational system in charge of the administration and execution of the Programme.

  - Only a relative success has been attributed to the integration of the Programme to the existing structures at the Ministry of Education. Integration and commitment towards the Programme is higher at regional and local levels and weaker at the central level. This has not affected the Programme's development.

  - In the short run, decisions must be taken concerning the future dependance of the 900 School Programme. There are three options on this concern: to keep the Programme as a relatively autonomous project within the Ministry of Education; integrate it to the General Education Division or integrate the Programme to the MECE.

  - Concerning social actors, the Programme has succeeded in redefining the supervisor's role and in transferring the execution of the activities to technical and pedagogical qualified staff from the educational system.

- Other actors, such as coordinators, headmasters, teachers and monitors show an important degree of adscription and commitment towards the Programme in spite of their low salaries and defficient working conditions. An explanation to this may be found in the Programme's relevance and its effective management.

- Management is characterized by being modern and purposeful. Leadership is of excellence and based upon the organizational culture created by the Programme. It is built up on managerial skills and is dynamic and flexible in style.

  - Some weaknesses may be perceived in the overall administration of the Programme. Among them, little consideration paid to the role of the headmasters in planning and execution. Evaluations have registered this. The central team has tried to correct it but has not yet succeeded completely in doing so.

  - There is a low participation of local actors and municipal authorities in planning and execution. Due to the decentralization processes taking place in the country this is an issue which must be corrected in the near future.

  - A problematic issue is the early release of the schools from the Programme once they have achieved its goals. This is a constant complaint among the actors in the Programme. A clear policy of release and follow-up plans should be considered in the future.

- The formulation of a communicational policy seems to be as necessary as the definition of a dissemination strategy. Some innovative actions have been taken on this concern but there is still need to reinforce these practices.

  - Communicational problems have not affected the Programme's achievements in improving the quality of education, particularly in language and mathematics,

- Teachers and supervisors have changed their attitudes towards children coming from the poor areas,

- There have been changes in teaching strategies and methodological approaches. Creativity and flexibility have been increased.

- An improved working climate has enabled new and better relationships at the schools,

- The Programme has estimulated the teachers to prepare local and educational development projects for the MECE Programme,

- Learning workshops and the monitors have enabled better relationships among school and parents.

- Goal achievements and sustainability are backed up by:

  - an educational system which has undertaken the responsibility of improving the quality of education, focussing on the poorer groups and introducing positive discrimination as part of its policies,

  - the structure has been permeated by the Programme and uses its multidimensional strategies to solve educational problems in the poorer schools,

  - improvement and enlargement of technical capacities enhanced through the actions of the Programme,

  - impeovements in infraestructure, technical equipment and didactic materials,

  - coherence among the strategy of the Programme and that of the ongoing MECE Programme.

- There are some factors affecting goal achievement and sustainability. Among them:

  - Structural and administrative situations at the educational system,

  - Teacher's salaries and working conditions,

  - Routinization and early release of the schools in the Programme considered as inadequate by most of its actors.

- Nonetheless, sustainability seems to be ensured by:

  - coherence with the government's policies in this and, most probably, in the next administration,

  - Inclusion of the Programme in the regular budget of the Ministry of Education,

  - Adequate goals and structure. Organizational clearness. Effective management and leadership,

  - Adscription and commitment among social actors and educational authorities,

  - Effective management of the Programme in regions and provinces. Sustainability, though, is still determined by the institutional options to be faced by the Programme concerning its future integration in the existing structure.

Concerning replicability in its widest sense, the following elements should be taken into

consideration by those wanting to replicate part or the overall principles and strategies of the Programme:

- Coherence among the guiding principles and the educational policies,
- Political support from the educational decision-makers,
- Adequate and enough financial support for the installation and operation of the Programme,
- Quick implementation and good visibility,
- Utilization of focussing instruments and a solid base of information on the educational system,
- Organizational design which combines different elements and works upon the leadership of a small technical team and staff belonging to the system,
- Committed human resources and good technical skills
- Flexible leadership and constant monitoring
- External evaluations of processes and results.

7.2. Recommendations

In the paragraphs to come a synthesis of the results of the Programme and lessons learned will be presented as recommendation to be considered by international cooperation agencies in future activities addressed towards the improvement of the quality and equity of basic education and educational development. It is believed that the 900 School Programme offers a series of lessons on this concern. Some of them may be summarized in the following terms:

- The importance of political support and consensus in promoting educational change,
- The importance of international collaboration and financial support for the installation and operation of the programmes,
- The existance of spaces in the system for improvements in educational quality provided that good projects are formulated to undertake this challenge,
- The principle of effective and quick implementation is as important as showing visible results on short term bases,
- The importance of educational resources and good instruments to focus the actions upon those who need it most,
- The importance of an adequate organizational design and a central team of experts, responsible for the technical and administrative aspects of the programme,
- Flexible leadership with constant monitoring sensitive to regional and local needs,
- Technical excellence, credibility and fufillment of promises.

In relation to international cooperation there are some additional issues which may be highlighted. Among them:

- The existance of a national policy for aid management and coordination which priorized social policies and programmes for the obtention of external aid.

- External support came as a result of negotiations which took place before the elections. In fact, the programme formulation took place before taking office and negotiations were initiated as soon as taking office. AGCI's role was significant on this concern,

- Finantial support was fast disbursement money, a fact which contributed to the inmediate launching of the programme and to its credibility among the population,

- International cooperation agencies respected the original proposal and the implementation of the programme was done with no interferences upon technical or managerial aspects. Autonomy in execution was one of the main characteristics of the programme,

- In its execution, the programme was based upon solid database, measurement instruments, information, knowledge and technical capacities existing in the country. It also profited from educational research done in the country and fostered collaboration among NGOs and the Ministry of Education. It is not possible to think of implementing programmes of this nature without a clear consideration of the available resources.

On the above bases international cooperation agencies should consider the following recommendations when planning their actions:

- provide finantial support for research leading to generate an adequate database on the educational system,

- finance the design and application of measurment achievement test that may be use to focus upon positive discrimination,

- Provide technical and finantial support for monitoring and evaluation as well as the development of innovative pilot programmes that can be later adapted to other contexts,

- Support the elaboration of state-of-the-art on the the quality of basic education in developing countries,

- Coordinate and support the creation of networks for exchange of information and experiences,

- Contribute to the dissemination of results through publication of successful projects,

- Support the organization of regional seminars with the participation of researchers, technicians, planners and decision-makers,

- Provide training and technical assistance to professionals and technical staff in charge of implementing innovative programmes,

- Facilitate partnership programmes with researchers from the north and the south in order to carry out collaborative research and compare experiences which may be of mutual concern when dealing with the improvement of the quality of education.

1. See objectives y methodology in Annexes 1 y 2.
2. Taller de Cooperación al Desarrollo, **Una puerta que se abre. Los organismos no gubernamentales en la cooperación al desarrollo**, Santiago, 1989.
3. **Declaración mundial sobre educación para todos y marco de acción para satisfacer las necesidades básicas de aprendizaje**, Jomtien, Tailandia, PNUD-UNESCO-Banco Mundial, 5 al 9 de Marzo, 1990.
4. It is important to highlight that one of the experts in charge of the formulation of the Programme was invited to Thailand for the World Conference Education for All.
5. Filp, Johanna, **Todos los niños aprenden. El Programa de las 900 Escuelas. Programa de mejoramiento de la calidad de las escuelas básicas de sectores pobres de Chile**, CIDE, Santiago, 1992.
6. Ministerio de Educación de Chile, **Educación para todos**, Santiago, enero de 1993.
7. Ley 18.962, Art. 7, Normas Generales y Conceptos.
8. Ley 18.962, Título 1, Artículos 10–11.
9. Ministerio de Educación, **Educación para todos**, Op. Cit.
10. Ibid.
11. Latorre, Marcela y Cardemil, Cecilia, **El Programa de las 900 Escuelas: ejes de la gestión y evaluación de su impacto**, Ministerio de Educación, Programa de mejoramiento de la calidad de las escuelas básicas de sectores pobres, segundo semestre, 1991.
12. Latorre, Marcela y Cardemil, Cecilia, Op. Cit.
13. Cardemil, Cecilia, **Evaluación de los Talleres de aprendizaje. La práctica educativa y su impacto en los participantes**, Programa MECE de las 900 Escuelas, MINEDUC, Santiago de Chile, 1993.
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15. Ricardo Lagos, Ministry of Education who launched the Programme in 1990. Personal interview.
16. Badilla, Víctor Hugo; Pallamar, María Paulina, **Manual de Psicología organizacional: Experiencias, conceptos, modelos, teorías**, Tesis para optar al título de psicólogo, Pontificia Universidad Católica de Chile, 1984.
17. Ref. Ley N 18.830.
18. Cardemil, Cecilia; Latorre, Marcela, **El Programa de las 900 escuelas: ejes de la gestión y evaluación de su impacto**, UNESCO, Santiago de Chile, marzo de 1992.
19. Cardemil y Latorre, Op. Cit.
20. Ministerio de Educación, División de Educación General, **Manual de supervisión técnico-pedagógica**, 1992.
21. Filp, Johanna, **Evaluación del Programa de mejoramiento de la calidad de las escuelas básicas de sectores pobres, resumen ejecutivo**, CIDE, Santiago de Chile, 1991.
22. Cardemil, C., **El proceso pedagógico en el aula. Evaluación del Programa de mejoramiento de la calidad de las escuelas básicas de sectores pobres en Chile**, Vol. 3, CIDE, Santiago, 1991.
23. Data obtained from Cardemil, C., **Atribuciones de sentidos y significados de los Monitores a la Propuesta de Talleres de Aprendizaje**, Ministerio de Educación, Santiago de Chile, enero de 1993. Monitors were not interviewed due to their early incorporation to the Programme in selected schools.
24. Cardemil, Cecilia; Latorre, Marcela, Op. Cit.

25. Ibid.

26. Allard, Raúl; et. al., **Gestión del Desarrollo Social Chileno. El primer año del Gobierno Democrático 1990–1991**, Santiago de Chile, octubre de 1992.

27. Allard, R., Op. Cit.

28. Términos de referencia: **Evaluación del Programa de Mejoramiento de las 900 escuelas en Chile.**

29. República de Chile, Ministerio de Educación, Programa de mejoramiento de la calidad de las escuelas básicas de sectores pobres, **Listado de escuelas participantes**, 1993.

30. Waiser, Miriam, "Lo que revelan los indicadores de la educación en Chile", En **Cuadernos de Educación**, Año XXIII, N 213, agosto de 1993.

31. Unfortunately it was not possible to hold a personal interview with the Director of the Centro de Perfeccionamiento, Experimentación e Investigaciones Pedagógicas, CPEIP.

32. Minister and Undersecretary who initiated the Programme, respectively.

ANNEX 1

Objective of the Evaluation

This evaluation aims at examining the origins, characteristics and development of the 900 School Programme. Its objectives are particularly referred to the extent in which the Programme coordinates itself with prevailing educational policies, its continuity in time, the degree in which it articulates with the regional, provincial and local administration systems and its linkages with other policies and programmes which aim at improving the quality and equity of basic education. Lessons learnt and the contribution of the Programme to similar projects in other countries is also considered of analytical importance.

Sustainability and replicability are the main issues under consideration. Sustainability has to do with the continuity of the programme once external support is over as well as with the extent in which the guiding principles in the project have been incoorporated as an integral part of plans and policies. Replicability is mainly referred to the possibilities of adapting or transfering the programme to other countries, in or outside the region.

Specifically, the evaluation will:

- Describe the programme in its innovative characteristics and identifying the contexts in which the project is originated and developed,

- Examine the internal organization of the programme, its management and coordination with the different levels in the administrative structure of the educational system,

- Examine the tensions which arise among traditional and modern structures and management and the way in which they may be integrated in the future.

- Examine those aspects related to commitments, leadership and adscription to the programme.

- Examine the sustainability of the programme seen from the standpoint of its continuity and integration to the structures of the Ministry of Education,

- Identify those elements which may of use for those wanting to replicate the experience in other contexts,

- Formulate recommendation for international cooperation agencies on the actions to promote for a more effective use of existing resources in support of those projects which aim at improving the quality and equity of basic education.

ANNEX 2

Methodology

The methodological approach used for this evaluation was based upon interviews to key persons in the formulation, planning and installation of the programme; interviews to national, regional and provincial authorities and review of secondary data, mainly external evaluations and documentation produced by the Programme.

Interviews were 32 in number. Some were done on individual bases, some on collective bases. These were done during August and September 1993. Analysis of the information was done during September and October. Time limitations were due to the need of completing the evaluative report for mid-November as its results were one of the main inputs for the International Seminar on International Aid and the Development of Education.

In order to validate the collected information an effort was made to diversify the number of interviewed people. More than 93 persons participated in this process and they were selected on the bases of the following criteria:

- Relevance in relation to:
    - position occupied in the educational structure,
    - participation in the formulation, installation and development of the programme.
- Diversity in relation with:
    - location at the different levels of the structure (national, regional, provincial, local)
    - role or position in the structure (minister, undersecretary, director general, ministerial regional secretary, provincial director, supervisor, headmaster, teacher, administrator at local level)
    - territorial division, three of the 13 Regions in the country were selected on the bases of number of schools participating in the Programme. These regions were Region IV, IX and Metropolitan. In terms of ensuring geographical diversity schools were selected from a list elaborated by the Programme in 1993 and their main characteristics including geographical variables. Rural schools predominated in the IV and IX Regions which also concentrates the highest rates of poverty in the country (30).

The figure which follows synthetizes the above criteria
illustrates the characteristics of interviewed people during the evaluation. Their position and region in which they work are also considered:

FIGURE

Interviews according to selected informants

Level	Position	Regions			Total
		Metrop.	IV	IX	
National	Ex-Minister	1			1
	Ex-Undersecret.	1			1
	Division Head	1			1
	National Coord.	2			2
	Central team	7			7
Regional	Regional Secret.	1	1	1	3
	Head of Area	1		1	2
	Regional Coord.	1	1	1	3
Provincial	Prov.Director	4	1	2	7
	Prov. Coord.	1	1	2	4
	Supervisors	14	11	4	29
Local	Headmasters		11	1	12
	Teachers		14	5	19
	Head DAEM		1	1	2
TOTAL		34	41	18	93

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