

# A Story of Change: How Ecuador Seeks to Sustain its Development Agenda through Large Scale Education Reform



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## Colophon

### Paper

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## Abstract

**Latin America's main challenges in education policies** are:

- state reform to overcome the tradition of a hierarchical-bureaucratic and centralized state and reorganize it based on principles of decentralization and transparency;
- policy reform to transform and strengthen public education;
- policy reform to revalorize the teaching profession;
- firm policies to ensure the right to a quality education for all;
- mainstream internal and external evaluation in the sector for accountability and learning purposes.

These policies should tackle the remaining issues on access to education and they should also drastically improve the current poor learning outcomes of children and youngsters.

Ecuador's experience is exceptional in this regard. The country decided to embark on a rarely seen change process of large scale education reform. This was done within the framework of a very concise national development agenda and was embedded in a more regional approach.

The 'National Plan of Good Living' and the 'Ten Year Education Plan' are the main policy tools orientating the education reform. They play a key role in emphasizing education to achieve poverty reduction and national development. In this context the objective of the paper is threefold. It analyzes the connection between the change process of large scale education reform and the national theory of change towards development. Secondly it assesses critical factors of success and failure in the accomplishment of the large scale reform and draws lessons for the future. Thirdly it will assess the alignment of the supply of the aid sector and Ecuador's cooperation demands.

## 1. A large scale education reform and the theory of change towards development

### 1.1. New horizons

In the light of the profound crisis Latin America experienced the last decade, political processes in the region are currently characterized by a hunger for profound change and reform. Since 2003, in many countries leftist progressive governments came into power. These originated in movements that range from those characterized by rebelling against neoliberalism to movements committed to changing society (León, 2010). These governments designed new constitutions through broad participative processes (Laforcada, 2011), and initiated diverse and profound transformation processes. The fact is that Latin America for the first time in a long time, even if not never, experiences an unpublished situation (Acosta, 2010), and that within and from the continent new rationalities (re) emerge, from the people who were colonized (Quijano, 2010). Out of the new rationalities also follow new proposals: new in the sense that they originate in a paradigm shift, rather than being about simple reforms or adjustments of content (Huanacuni, 2010).

In this case study we focus on Ecuador that, since the second half of the last decade, put in motion profound transformation processes in terms of its political and institutional frameworks. Starting from a policy presented as a 'change project of the citizens' revolution' (wherein revolutions were projected in terms of constitution and democracy, ethics, economy, productivity and agriculture, dignity, sovereignty and Latin American integration), a new constitution (2008) was established and in the year 2009 also the National Plan for Good Living 2009-2013 was passed. This plan conceptualizes a new development vision by introducing the concept of 'Good Living' (Buen Vivir).

#### **Good Living**

*"covering needs, achieving a dignified quality of life and death; loving and being loved; the healthy flourishing of all individuals in peace and harmony with nature; and achieving an indefinite reproduction perpetuation of human cultures. Good Living implies having free time for contemplation and personal emancipation; enabling the expansion and flourishing of people's liberties, opportunities, capabilities and potentialities so as to simultaneously allow society, specific territories, different collective identities, and each individual, understood both in universal and relative terms, to achieve their objectives in life (without causing any kind of material or subjective dominance over any other individual). Our concept of Good Living compels us to re-build the public sphere in order to recognize, understand and value ourselves as diverse but equal individuals, and in order to advance reciprocity and mutual recognition, enable self-advancement, and build a shared social future."* (Ramírez, 2008)

Perhaps even more fundamental in this plan is the assumption that the plan aims at a **conceptual rupture** with what the planners of the Washington Consensus consider as development. In this sense, the concept of Good Living also is a quest for an alternative way of living. It is a **paradigmatic transformation** of the concept of sustainable development, which differs from the one that neoliberalism has in mind (the accumulation mode, a system of socio-economic, political, social relations) (Larrea, 2010, Huanacuni, 2010). In this paradigm, development is not related to a 'status' following on underdevelopment, nor is it a condition for a desirable life. It involves creating material and spiritual conditions for a harmonious life in the permanent process of building a good life. Because the concept has set itself as an alternative *to* development and not as an alternative *of* development, it is sometimes referred to as 'post-development' (Escobar, 2012).

Why is Ecuador betting so heavily on a conceptual rupture that has to lead to structural changes? They could have also opted for the improvement of the structures within the existing paradigm. Like François Dubet (IIPE/UNESCO, 2004) nicely phrased: 'there is also an interest not to confuse everything and place it under the realm of a unique 'principle of evil' (neoliberalism). Not only because of intellectual reasons, but also for practical and political reasons that invite us to have more control over change, than happily resist this change. The legitimacy to be able to continue to change what the political project proposed, required a conceptualization that socially motivates and connects. The need for re-conceptualization has deeper roots and is sometimes explained by the emergence of a moment in which, for the first time in over 500 years of subservience, silence and colonialism, the possibility grows on another horizon of historical awareness. This horizon grows from a radical critique on eurocentrism, on the 'coloniality of power', which works on a basis of rediscovery and a rejection of the racist epistemology, which secularized along the medieval Christian theology, which generated the radical duality - to which we are still prisoners - with its positivist evolutionism, since the late nineteenth century (Quijano, 2010).

## 1.2. New scenarios for education

The transformation processes in Ecuador are associated with profound repercussions for redefining both the role of the State and that of education. The country has an unprecedented revitalization of 'the public domain', a clear rupture with earlier neoliberal policies that weakened the state and eroded the role of the state as guardian of fundamental rights. This revitalization has to restore the primacy of the state in the light of the new social pact that the 'National Plan for Good Living' has in mind.

Also education in Ecuador experienced an unprecedented boom and became a priority public investment sector. The social dimension of 'Good Living' in the Ecuadorian Constitution indeed seeks the universalization of quality social services (e.g. education, health...) to guarantee and maintain the fundamental rights.

This makes sure the country distances itself from the concept of education as merchandise (*mercancia*). Quality education is also considered a priority challenge, because on the one hand it should boost structural changes, but on the other it should also legitimize them. In this new framework the aim is an education system that will abandon its 'reproductive' function and will change to one that plays a strategic role in building new models of society, based on the principles of equality, fairness, national sovereignty, multiculturalism, multilingualism in function of the Latin American integration and strategic integration in the international context (Crespo, 2012).

No doubt that stepping away from education as merchandise is correct in the context of a country where privatization of education grew over the last decades, but Dubet (IIPE/UNESCO, 2004) still warns that care should be taken not to blame all evil on the merchandising of education. Schools are faced with mutations that are very different and only some of these changes are caused by neoliberal policies, while other changes enrol in much longer and deeper mutations in the same educational institution (What is their value in society? What is the vocation of professional capital working in education? How worldly is the school? To what contributes education of children?).

At first sight, that is what the Ministry of Education of Ecuador has understood. Consequently, this ministry focuses on **20 specific 'ruptures** (Ministerio de Educación del Ecuador, 2012) with the status quo in education' and **splits these ruptures into four groups**: (a) ruptures that should contribute to the re-conceptualization of education as a right of individuals and communities, (b) ruptures aimed at a profound change in the structure of the national education system, (c) ruptures that strive to transcend the old paradigm of quality education and equal opportunities to guarantee better learning for students and (d) ruptures that contribute to the revalorization of the teaching profession.

**A. Contributions to the re-conceptualization of education as a right of individuals and communities:**

1. Seeing education as a public service, as part of Good Living.
2. Legal prohibition of the suspension of the activities of the educational service.
3. Guarantee free, universal and secular public education.
4. Protection of the rights of students in private schools and *fiscomisionales*.
5. Promotion of active participation of the educational community and families in the educational processes.
6. Economic resources for the education sector are guaranteed.
7. Ensures schooling for students in vulnerable situations.

**B. A profound change in the structure of the national education system:**

8. Reinstate the role of the State on the national education system.
9. Organize a new educational management model to bring services closer to citizens and provide complete and relevant educational services in each educational circuit.
10. Encourage citizens' participation in decision-making processes of educational management, as well as in processes of monitoring and accountability.
11. Strengthen intercultural bilingual education to ensure an educational service that is culturally and linguistically appropriate for all nationalities and all indigenous people.

**C. Strive to transcend the old paradigm of quality education and equal opportunities, to guarantee better learning for students:**

12. Reverse the traditional dynamic of improving the quality of education, to ensure that the schools and actors in system themselves become the main agents of change.
13. Seek to overcome racism, discrimination and exclusion, through mainstreaming of interculturalism in the entire education system.
14. Introduce significant changes to some traditional school practices.
15. Allow all students access to the same educational opportunities through the *Unified General Baccalaureate*.
16. Strengthen the national system for education assessment with the creation of the *National Institute for Educational Evaluation*.

**D. Revalorization of the teaching profession.**

17. Reframe the public teaching career so that the teacher develops as an education professional.
18. Aim at excellence in teachers with a truly meritocratic salary scale that ensures fair and decent pay.
19. Ensure the selection of the best teachers with opposed merit rigorous and transparent competitions, based on merits and competences.
20. Create the National University of Education (UNAE) to contribute to the initial training of teachers and other education professionals.

### **1.3. The chicken or the egg?**

The transformation processes that the Ministry of Education initiated and for which policy was developed, were however not focused on these ruptures from the beginning. Spurred on by social movements, the first National Agreement "Educación Siglo XXI" was established in April 1992. Through this agreement a path was sought that could bring **change in education with a long-term perspective**. This perspective was lost in the nineties due to persistent minister changes and political deadlocks.

A second and third agreement followed in June 1996 and November 2004, that eventually led to a *Ten Year Education Plan* with clear objectives. These objectives (with a duration of ten years, i.e. until 2015) were approved on November 26<sup>th</sup>, 2006 through a **national referendum**.

- Making early education from 0 to 5 years of age universal.
- Making basic general education (BGE) from first to tenth grades universal.
- Increasing registration in the high school diploma program until at least 75% of the population for that age group is reached.
- Eradication of Illiteracy and strengthening Adult Education.
- Improvement of physical infrastructure and equipment for educational institutions.
- Improvement of quality and fairness in education and implementation of the national evaluation system and social reporting of the education system.
- Re-evaluation of the teaching profession, professional development, working conditions and quality of life.
- The 0.5% annual increase in education's portion of the GDP until it reaches at least 6%.

This popular mandate meant that the new government had to take into account this ten-year plan. In itself, this plan does not contradict the concepts of 'Good Living'. It only contains a much less clear positioning as a conceptual rupture in terms of a structural change. The Plan puts more **emphasis on evolution** rather than revolution, which means focusing on the improvement from the existing paradigm. After years of almost no policy development, the Ministry of Education initially started to develop new policy from the ten-year plan, but later, in the context of the paradigm shift, that policy was linked more clearly to the 20 ruptures.

The education policy also received a **new legal framework**; the new '*Ley Orgánica de Educación Intercultural*'. It came into practice on March 31<sup>st</sup>, 2011. The regulations that arrange the organizational operation of the law came into effect on July 26<sup>th</sup>, 2012.



## 2. An analysis of the large scale reform: accomplishments and challenges

It should be noted that in the context of this paper it is not possible to discuss all the reforms in Ecuadorian education. We therefore focus on the most important ones. To make an analysis, we divide these most important reforms in three domains. The three domains we use are:

1. Reforms aimed at breaking with the tradition of a hierarchical-bureaucratic, centralized state and the reorganization of the state based on principles of decentralization and transparency.
2. Reforms aimed at ensuring the right to quality education for all.
3. Reforms aimed at revitalizing the teaching profession.

We discuss the **accomplishments per domain** and then present the overall **most important challenges** for all domains. We use thereby the following **criteria**: relevance, efficiency and effectiveness of implementation, sustainability and impact.

### 2.1. Accomplishments

#### 2.1.1. *Breaking with tradition*

*Reforms aimed at breaking with the tradition of a hierarchical-bureaucratic, centralized state and the reorganization of the state based on principles of decentralization and transparency*

To break with the traditional hierarchical-bureaucratic, centralized education structure, a **renewal of the legal framework** was deployed (to restore the responsibility of the state for education). Secondly, the government worked on a total **reorganization of the educational management model** based on the principle of 'high deconcentration, low decentralization'. The low decentralization is justified by the strategic importance of the education sector in the context of the development of the country, which requires a certain precedence of the central level. Conversely, a more efficient implementation of the management and implementation of various educational programs are needed, which means 'high deconcentration'. In practice, provincial departments are abolished and replaced by an educational structure that divides the country in 9 zones, 143 districts and 1,200 circuits. The transformation is especially relevant because it aims to bring the services closer to the schools and also aims to rationalize the provision of education to ensure a pertinent and full range of courses in each district. This should also benefit the transparency of the system in the long term. Thirdly, **citizens' participation of the whole education community** in the educational system was explicitly included in the new legal framework.

#### 2.1.2. Ensuring the right to quality education for all

*Reforms aimed at ensuring the right to quality education for all*

Efforts are made to ensure free, universal and secular public education. Several policy programs support this transformation and often focus on the **removal of barriers that impede school access**. Payments by parents to the school (in 2011 estimated at 40 million USD) were banned and the education ministry is now making an enrolment bonus (*bono matrícula*) available so that schools have no more need of support from families. The program for school meals (breakfast) has been increased from providing school meals for 80 schooldays to 200 days, the nutritional value has been improved and the number of eligible children increased significantly. The government also started to provide school uniforms (locally produced) for primary school children in the Amazon region, a cost that was previously borne by families. Since 2007, school text books are made available to all primary school

children (with the exception of those attending private education). Pupils in the intercultural bilingual education subsystem also receive school text books in their mother tongue. Before the year 2007 this cost was also borne by the families. Another problem that was solved was the creation of new budget lines for recruitment of teachers (*partidas*). Before 2007 recruitment was only possible after a budget line was released (by retirement or passing away).

There was no delay in the realization of the results of these policies. The net enrolment in primary education increased from 91.2 to 95.4% (between 2006 and 2011 - Instituto Nacional de Estadísticas y Censos (INEC)) and reaches the limit of what is technically considered as a full enrolment. In secondary education, the increase went from 47.9 to 62.1% (between 2006 and 2011). The progress with regard to equal opportunities in education access, are remarkable. This also applies to gender equality: concerning access to primary education equality exists between boys and girls, but on secondary level currently more girls than boys go to school.

But there were also great investments in **school infrastructure and equipment**. Between 1999 and 2005 an amount of USD 51,849,148 was invested in 1,996 schools. Between 2007 and early 2011 this was USD 468,892,269 for 4,839 schools. There was also a focus on more sustainable investments and through processes of deconcentration the equal distribution of these investments is monitored.

A second set of programs focuses on **improving what is being taught**. A school system needs coherence and quality in what is offered as content from the moment the pupil enters the school system until he/she leaves. Since 2007, early childhood education is formalized (previously there was only child care) and the curricula of primary and secondary education were reviewed. Regarding the latter, a more common set of courses was programmed, based on the idea of equal opportunities, so that there is less difference in what is learned between the various subsystems of general scientific secondary and technical education. Also efforts are made to integrate ICT in education more firmly.

A third set of programs focuses on **specific groups whose educational challenges require specific attention**. Strategies for improving education quality are not integral if they bear no specific attention to the specific needs of the groups in the overall student population. Firstly, the government focused on strengthening the intercultural bilingual education system (e.g. via textbooks in own language, adapting the teaching model in the Amazon that allows a more flexible curriculum). Secondly, the attention to those groups of children and young people who drop out of school has increased (efforts are made for specific literacy programs and currently a new policy framework is developed for young people who leave school early). Finally, for the first time in the history of the country, a strategy is developed for people with special educational needs (whether or not linked to a disability). Attention is given to early diagnosis, teacher support and specific methodologies and this attention is also integrated in the teacher training.

A fourth set of programs focuses on **installing an evaluation and support culture**. The path of improvement is complex and requires a robust monitoring that detects what works and what (and where it) does not work. Such a system should generate the information that should enable policy makers to act in terms of improvement and change. The first parameters are of course the learning outcomes of the students and the results of the assessment of performance of teachers and principals. To give this mission a structural place, a *National Institute for Educational Evaluation* was set up next to the education ministry.

Next to evaluation, of course also support is required and for this aim the inspection was fundamentally reformed. The old scheme of a hierarchical inspector who visits the school with only a control perspective was abandoned during the reform for a support perspective. In each circuit and each district, an assessor and auditor will be working in support of the school boards, to meet the immediate needs for support and follow-up. At institutional level, this is completed with the support of the teachers by a mentor. Both assessors as mentors support the school based on an institutional plan. On the basis of this plan schools go on the path of improvement through self-evaluation.

### 2.1.3. Revitalizing the teaching profession

#### *Reforms aimed at revitalizing the teaching profession*

It is known from broad scientific research that it is the teacher who makes the difference (Hattie, 2003). The quality of any education system depends on the quality of the teachers (Barber and Mourshed, 2007 (McKinsey report)). Despite this knowledge, it seems that in practice, the improvement of the training and performance of teachers is a difficult issue and a rather complex and long-term task. The Ecuadorian Ministry of Education focuses on:

- The revalorization of the teaching career. The principle of seniority was abandoned and a new principle was applied: merit (*meritocracia*). there was also a sharp increase in wages and by means of a career plan, professional growth into other educational functions within the system was made possible.
- Formulating national standards.
- The establishment of a National University of Education (UNAE), which must deliver better and highly trained teaching staff.
- The installation of a national selection system for access to the education system.
- The reform of the provided opportunities for professional development for teachers and other educational staff (SiProfe). These opportunities can be called massive. Between 2010 and 2011, 363,112 training places were offered and 171,970 teachers took part in at least one course (AMIE - Archivo Maestros de Instituciones Educativas).

### 2.1.4. Conclusion: a profound transformation

In other words, Ecuador is profoundly transforming its education system. The relevance of the reform is nowadays beyond discussion. But besides former declarations about profound ruptures, the country does what is prescribed in the broad scientific literature: it proves that a system can gain significantly regardless where its starting point is and focuses on what is known as the typical recipes for improvement: focus on improving teaching skills of teachers and the management skills of school management, evaluate the learning outcomes, improves its data systems, facilitate improvement by introduction of policy and legislation and review its standards and curricula (Mourshed, Chijioke, Barber, 2010). The impacts that are directly measurable and visible are obvious and confirm that the education in the country is going in the right direction. The impact of other reforms will require a longer time in order to make the results visible. Nevertheless some impact will take a while; change is already felt and receives broad acceptability by the Ecuadorian society.

## 2.2. Challenges

The implementation of such broad and profound reforms is of course also characterized by challenges:

- Ensuring **permanent economic resources to the education sector**. Achieving such reforms cost money. Based on the results it is clear that the country opts for education. The provision of these financial resources is a fundamental aspect that determines the sustainability of the transformations. This guarantee is legally anchored in the new constitution. Still, given the profound nature of the transformation, a considerable investment will be needed for a long time.
- Such transformation requires a **good and sufficient basis of available professional capital** and this for all levels and functions within the system. This need is very high considering both the increase of the school population but also the processes of reforming the teaching corps. Although the government is aware of this situation and for example in higher education reforms are designed to meet these needs, this professional capital is temporary unavailable. The main strategy in the short term is to import professionals from other countries and the procurement of consultancy.

Hargreaves and Fullan (2012) confirm the importance of expertise and commitment of education professionals and point out the risks associated with tolerating high numbers of young and inexperienced professionals.

### 2.3. Lessons for the future

*Is Ecuador moving away from neoliberal educational solutions to more pluralistic directions? And will new education solutions and innovations emerge?*

The basic question that can be asked is to what extent the conceptual rupture is really a rupture. Social processes have dynamics that obey to the logic of their own history. They are complex systems and as explains Garcia (2006), "complex systems are composed of heterogeneous elements interacting, and hence the name of complex - which means that its subsystems belong to the 'material dominion' in many different disciplines." Modify this dynamic is extremely complex because, besides another condition of complex systems is that they have several levels of depth, which means that a change in the surface (phenomenological) does not mean changing its dynamic. Only changes that affect the depth (the level of the structure) produce sustainable changes that alter the dynamics of the system. In any case, the quality of the proposed change in Ecuador depends on the idea whether the proposal is to bring education back to the nineteenth century model (and produce only improvement to make things better) or does the proposal conceive a newly 21 century education. This latter necessarily implies not only improvement but a paradigm shift, a true mutation (i.e. a 'genetic' alteration without return).

It appears that the proposed changes align, in discourse, with the idea of mutation (with the concept of the Good Living meant to overcome the capitalist relations of exploitation). Not without standing in the realizations of this discourse one can observe two levels:

- On the one hand the macro policy framework (the Constitution and general laws) assumes this new discourse and proposes changes that are quite ruptures.
- On the other hand the more specific regulations, which deal with procedures, which really have to deal with the structural framework, do not advance so clearly since they do have to make concessions and cannot advance in a more concrete way because they require many practical decisions that affect heavily the status-quo.

Structural changes are only those that touch the basic rules of how the system is organized. This means that changes - in practice, not only in the discourse – must redefine the way the transfer of knowledge is produced, which in modern Western society is called 'school'. This 'way of production' is summarized in what has been called the didactic triangle (learning, teaching, knowledge) (Kansanen, 1999). A structural change implies redefining any of the vertices of that triangle and its organizational conditions (relationship student-teacher; teacher seated at the front of the room and giving lectures, 'front' class model; school with a uniformed format for all, etc).

More specifically one may wonder to what extent the 20 ruptures in the Ecuadorian education are really ruptures.

Regarding the ruptures that contribute to the re-conceptualization of education as a right of individuals and communities, we are inclined to say that these ruptures are structural in the sense that they represent in reality a change in the role of the State that formerly had lost capacity to shape society and education while at present the State is currently doing that. We dare speak of a paradigm shift in Ecuador but in a more global context, this is not a paradigm shift but more a retake of what was the original role of the State in the Latin American region. The ruptures aimed at a profound change in the structure of the national education system are not yet structural ruptures as we understand here since they are not structurally redefining the didactical triangle. They are at present rather focused on the

reform of the State and not on deep education reform. Therefore we see in the educational organization too little of the traits that define the web-state (Castells, 1998), like subsidiarity, flexibility, coordination and participation.

The ruptures that seek to transcend the old paradigm of education and equal opportunities for learning to guarantee better learning for students, carry within them the potential to contribute to structural change, if the country succeeds in re-conceptualizing the pedagogical domain.

Finally there are the ruptures that contribute to the revalorization of the teaching profession. These ruptures, in their wording certainly express progress towards a structural change. Time will have to determine whether the implementation is exactly that.

Despite this rather critical analysis, it is not bad to look at reforms in Ecuador in a positive way. Given the fact that education systems function process-oriented, starting with a (phenomenological) change is a healthy starting point. In the first phase they create readiness for change and it is an important prerequisite, and the more phenomenological changes are certainly enforcing that readiness.

### 3. Alignment of the supply of the aid sector and Ecuador's cooperation demand

The new panorama and the status of being a Middle Income Country, brings along reorientations in how the country looks at cooperation. Ecuador prefers working with a more specific and technical approach that meets the ambitions in the areas of transfer of technology, knowledge, innovation and education. Central to this is the need for more intensive technical assistance (TA).

TA is designed to build the capacity of individuals and organizations to achieve desired outcomes. During the past decade TA, like many educational initiatives, has been re-conceptualized as a multi-tiered approach along a continuum from basic to intensive. Basic TA is the most efficient foundation for facilitating change, and includes providing documentation of evidence-based options, disseminating both examples of success and materials that facilitate success, and providing overview workshops that may assist others in the planning, implementation and use of existing tools to achieve desired change. Basic TA is effective in many contexts, but like other multi-tiered models is recognized as insufficient to achieve systems change in all contexts. When the scale is more extensive, Basic TA efforts need to be supplemented with more Intensive TA (Fixsen, Blase, Horner, Sugai, 2009).

As Ecuador needs system change, it requires more intensive TA. More extensive and novel changes in education typically require new knowledge, skills, and abilities among educators and require related changes in school, district, state, and federal education systems to support educators. That is, educators need to learn what to do and how to do it, and structures and functions in schools and education systems need to be aligned to support the new educational methods. Intensive TA includes all elements of Basic TA, but adds considerable on-site direction, collaboration, coaching, and evaluation strategies needed to achieve systemic changes.

This implies:

1. Alignment (agreement about the need, the vision for change and methods to initiate and manage the change process).
2. The goal is to help education systems “make changes that break with the past, operate outside of existing paradigms, and conflict with prevailing values and norms,” and conduct TA activities that are “emergent, unbounded, and complex”.
3. The work will be done in conjunction with a variety of people who are proponents, opponents, and interested observers of the intended changes that are envisioned for the education system. Surprises are expected and valued as part of the process.
4. Planning and preparation are always required and always entail working with and through a variety of people inside and outside the particular component of the education system that is the subject of change.
5. The use of any innovation is not only a design effort but an organization and system re-design effort from the beginning, involving changes in policies, practices, and system functioning.
6. System capacity purposefully must be developed to reach a significant proportion of those who can benefit (e.g., at least 60% of all intended beneficiaries; students, teachers, building administrators, parents) in order to achieve academically and socially significant benefits to students and society.
7. Comprehensive assistance will be provided for an extended period of time (e.g. 2 to 5 years) to help bring about change and install and stabilize the new ways of work as standard practice in education organizations and systems.’ (Fixsen, Blase, Horner, Sugai, 2009)

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