

WOORD EN DAAD EDUCATION PROGRAMME

EVALUATION REPORT

2004-2007



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Akkrum, The Netherlands February 27th 2009

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WOORD EN DAAD'S PREFACE

Woord en Daad has the honour to present you the report of the evaluation of her education programme over the years 2004-2007. Woord en Daad focuses strongly on learning outcomes of evaluations and is therefore glad that this study has given considerable input for learning and improvement.

Woord en Daad developed its evaluation policy about three years ago, in 2006. According to this policy, annually at least one of Woord en Daad's programmes will be evaluated. The evaluation of the Education Programme has been the second programme evaluation, following the evaluation of Woord en Daad's Relief Programme in 2007. The evaluation of the education programme started in March 2008 and lasted until March 2009. The process of the evaluation was prepared and steered by the Department Advice and Research of Woord en Daad, which is responsible for implementation of the evaluation policy. Dr. Bert van de Putte contributed as an independent external referent during the whole process. The evaluation itself was carried out by drs. Jenze Fokkema and dr. Rogier van 't Rood.

In the policy of Woord en Daad the Education Programme covers a wide variety of education projects, running from support on the level of nurseries through schools and colleges up to university. Vocational training projects are placed in Woord en Daad's Job and Income programme.

Woord en Daad's response to this evaluation report addresses specifically each of the conclusions and recommendations mentioned in the report.¹ In this way, we hope and wish to be accountable not only for actual programme outcomes, but also for programme improvements and further policy development. The response is published as the first part of this document. The evaluation process itself brought points to be taken into account when new evaluations are started. These have been documented in an internal learning document.

The evaluation is based on the documentation of a sample of the projects supported by Woord en Daad. The selection of this sample has been made in consultation with the external referent and the involved consultants. Another important source of information has been the evaluation reports of the various projects run by partner organisations during 2004-2008. Thirdly, interviews with nearly all partner organizations have taken place, during Woord en Daad's annual partner conferences of 2008.

Woord en Daad works with local partner organisations in Africa, Asia and Latin America. This report tells that story on various levels. For any positive conclusions with regard to implementation and outcomes of education projects, Woord en Daad wants to congratulate its partner organisations for their efforts made.

Woord en Daad also thanks all colleagues and partners who contributed to this evaluation for their available time and energy. I am convinced that this experience will be useful for learning and improving and in that way opening doors for children all over the world to enter the world of education.

Jan Lock MSc
C.E.O. Woord en Daad

¹ The response follows the numbers and structure used in the Synthesis Report.

WOORD EN DAAD'S RESPONSE TO THE EVALUATION

- A. Validation of conclusions and recommendations with partner organisations
- B. Response Woord en Daad to shortlist conclusions / recommendations
- C. Response Woord en Daad to synthesis of findings – conclusions / recommendations

A. Validation of conclusions and recommendations of the Education Programme by the partner organisations represented in the Partner Conference in Nairobi on 26th March 2009

Validation was done on the basis of a shortlist of findings/conclusions and recommendations as presented by the consultant during the conference, in combination with the synthesis of the report prepared by the consultant.

The conclusion is that almost all conclusions and recommendations were considered applicable to their situations by the large majority of the partner organisations and thus acceptable.

The conclusion, that “the Programme attention for education content and process is negligible while these pose most significant problems” needs to be adapted as many POs do not recognise this. Nine (9) representatives of partners out of 23 present in the validation session said that this is their case. It is therefore clear that this conclusion has to be nuanced on the one hand and partly adapted on the other, in the light of this comment.

In terms of investments curriculum development projects may still and correctly be labelled “negligible” (see table 4 in the main report), as there are as such only two projects in the sample as well as overall. This conclusion is further described in paragraph 2.4 of the synthesis report and more extensively in various paragraphs of the main report. In fact the formulation in those documents is already more nuanced.

Partners want to emphasize however, that there is a considerable attention for education content matter and also the education process according to the partners:

- Some partners, especially those with their own schools, may insert elements of curriculum development in existing curricula.
- Attention is given to content matters as part of other activities like caretaking (after school, in the homes or boarding facilities that offer extra teaching), which do not appear in budgets as such.
- Attention to content and to especially also personal development is above all taking place through extra curricular activities and teaching like sports, other competitions, camps, etc. This is especially the case in which the partners say they have little or no possibilities to change the official government curriculum.
- There are a number of partners, amongst them the AMG Philippines which have a comprehensive approach to teacher quality improvement and the inclusion of new methods as well as the organisational follow-up.

Jenze Fokkema, consultant

B. Response Woord en Daad to shortlist - conclusions / recommendations

Partner organisations considered that almost all conclusions and recommendations from the shortlist of the Programme Evaluation were applicable and acceptable (see memo validation Nairobi conference). This is underlined by Woord en Daad as well. The programme evaluation is a useful source of input for development of the education programme policy in 2011-2015.

Conclusions:

C 1. The education programme (growth) policy has been realised

C 2. The programme as such has been implemented (very) efficiently at PO level

C 3. PO service delivery is good in many cases but can be improved significantly in others

As this study is the first extensive programme evaluation for the education programme of Woord en Daad since the start - on small scale - in 1973, we are pleased to underline these conclusions which

are the result of a period of long-term partnerships in difficult and unstable contexts, characterized by poverty.

To maintain the level of efficient and effective implementation, exceptions of projects that perform insufficient need to show rapid improvement, also to avoid a negative image for the whole programme.

Recommendations:

R 1 Preparation of SMAPs to be done jointly

Woord en Daad underlines the need for mutual communication during the development of Strategic Multi Annual Plans. In such a process a better understanding of the local context, specific knowledge regarding the education sector and requirements of donor organisations can be combined in a satisfactory way.

There are positive experiences with jointly development of proposals and SMAPS by Woord en Daad and partner organisations in 'Annual Plan Workshops' and Regional Conferences with Woord en Daad and partner organisations (2008). These experiences will be enhanced in the to be set-up 'regional alliances' which will include both partner organisations (for peer reviews) and Woord en Daad (in an advisory role).

R 2 Services improvement plans to be made ; in some cases their follow up should be made conditional for further financing

Woord en Daad, in co-operation with its alliance partners, will become more strict if quality standards are not met by partner organisations: a certain level of quality is conditional for further financing or extension of the programme, because (persistent) underperformance constitutes a risk for the alliance. Besides, Woord en Daad should be more consequent in making concrete action points with partner organisations based on outcomes of project evaluations. These action plans – and their proper implementation in case of major shortcomings - are conditional for further financing of the follow-up SMAP and should be reflected in new/renewed programmes.

Conclusions

C 4 The programme attention for education content and process is negligible, while these pose most significant problems!

As partner organisations indicated, this conclusion is not recognised by them and therefore Woord en Daad does not agree with it as stated.

Probably it is the case that attention for education content and process is not extensively described in the documents in the Woord en Daad office, but it is not absent in partner organisation's programmes. The fact that content and process of education in developing countries pose significant problems is actually true. Woord en Daad and partner organisations have to reconsider how attention is given to this problem, as focussing on quantity (e.g. number of children in school) is an easier but not always the most effective way to reach poverty alleviation.

The conclusion is correct when it comes to visible budget allocations to projects in the category of e.g. curriculum development and teacher training.

Recommendations:

R 3 Curriculum development, contextualised child-centred learning, and specific measures for children at risk are to get priority attention;

R 4 Make systemic improvements at the level of teacher capacity (individual and overall resources) and conditions

R 5 Make more use of networks in the respective countries

Although the general conclusion is to be nuanced, these recommendations are considered as useful and they are included in policy objectives for the education programme in 2011-2015 as developed during the partner conference in Nairobi (March 2009). The general focus of the education programme is shifting from quantity towards quality, although a certain balance will be maintained.

Specific attention (increased budget allocations) will be given to teacher training, curriculum content and learning processes, especially on the level of civil society strengthening and policy influencing, to improve the quality of education.

More research needs to be done to make further policy decisions about the balance between quantity and quality in daily practice. Quality of teachers tends to be a crucial key-factor in this regard.

Conclusion:

C 5 The target group is mostly chosen properly, and in line with MDG and EFA

Positive. Woord en Daad continues to emphasize this aspect for the future as well.

Recommendation:

R 6 POs to work out a complete guideline and criteria for selection of the target group, to increase transparency through triangulation

Selection of the target group is a very important step in the programme implementation. Several partner organisations have a careful selection procedure in place, involving different stakeholders (e.g. community representative; NGO representative; government representative), but others need to improve certain aspects. During the conference in Nairobi, all partner organisations agreed on the value of triangulation.

For Woord en Daad this is a serious discussion point during working visits and a condition for project (SMAP) approvals. In their Strategic Multi Annual Plans, partner organisations need to include information about the criteria and method of selection – in which transparency and participation of different stakeholders (to create ownership and to gain trust) is essential. This is a continuation of the present policy, although it will be added that partners should have a written document (guideline) which describes selection procedures and decision making mechanisms.

Conclusions:

C 6 The chain approach focussing work and income is:

- *coherent in itself*
- *relevant for the targetgroup*

Positive and to be continued, but as part of a broader (new) Woord en Daad Theory of Cha(i)nge.

C 7 The chain approach presents a narrowed down vision on the function of education as sight is lost of:

- *“Personal development”*
- *The contribution of education to changes at family level, community and society at large*

The elements of ‘personal development’ and ‘changes at family, community and society level’ are included in the new Woord en Daad Theory of Cha(i)nge.

Recommendations:

R 7 Develop a broader and in-depth vision to make choices clear, and make clear what the value added of Christian education is

This is further taken up in the current development of the chain approach towards a Theory of Cha(i)nge, which poses ‘sustainable transformation into responsible and empowered persons’ as overall objective and explicitly mentions the individual, family, community and regional level. Activities on civil society strengthening level will be identified, based on this elaborated concept. An explicit objective of the 2011-2015 education policy (still in process) will be ‘communities are empowered through involvement of parents and other actors in education’.

Further a vision paper on the added value of Christian education is to be developed (2009).

Conclusions:

C 8 Increased participation of poor and marginalised is a major effect that is to be treasured but not sufficient an effect,

C 9 The long term empowerment in terms of personal development and increased opportunities for work and income should be maintained as overall perspective of the education programme.

C 10 The opportunities are clearly and increasingly grasped by the children in the programme but the evidence on which effects are based is too scant still.

We agree with these conclusions. Especially evidence of long-term impact is difficult to provide yet. It is agreed with partner organisations that there should be more focus on to which degree the programme helps children to continue their education and in the end having a better living. Tracking studies of ex-students (in a sample) can also be used for this goal.

Recommendations:

R 8 Measurement of key-figures in a unitary way to increase comparability in the programme and with others

Partners need to report on certain monitoring indicators which is clearer in the new progress report format. This recommendation will be taken up - with partners and within Woord en Daad - when monitoring indicators are to be revised. We agree that easy to quantify key-figures should be measured in a unitary way, but this is more difficult with qualitative data and indicators on the level of

civil society strengthening and policy influencing. These indicators are much more contextualised and tailor-made for a specific situation.

R 9 Applied research for specific policy questions and follow up

This recommendation is followed up in the further development of the Knowledge Programme for Education, which incorporates research on different policy questions for Woord en Daad and partner organisations.

C. Response Woord en Daad to synthesis of findings – conclusions and recommendations

This response follows the set-up and numbers of the synthesis of findings from the programme evaluation. In general Woord en Daad agrees with the conclusions (C) and recommendations (R). The programme evaluation is a useful source of input for future policy development. This is put into practice during a conference with all partner organisations (Nairobi, March 2009) when an outline for the new policy of the education programme in 2011-2015 was developed. Some issues from the evaluation ask for further research and discussion before concrete actions can be taken. This will be taken up in the coming years.

A summary of prioritized conclusions and recommendations is available separately (see above).

2. Relevance and coherence of the programme

2.1 At programme policy level (C1 – C10 + R1 – R3)

We agree with these conclusions. A better distinction of objectives at output and outcome levels and the better quantification through indicators makes a better monitoring and evaluation possible.

Regarding the limited attribution of interventions to Civil Society Strengthening and Policy Influencing strategies (2,2%), it can be noted that these interventions are not always separated in our administration from the budget lines for Direct Poverty Reduction (in line with the MFS-proposal for 2007-2010), which could cause a small difference. This situation will be changed so that budget allocations for the different strategies can be clearly distinguished in future annual reports. Further, as indicated, the new MFS financing signified a shift in attention for these intervention strategies, which is to be continued with (much) higher budgets to be allocated for interventions on Civil Society Strengthening and Policy Influencing level in 2011-2015 (policy in process)).

We agree that Woord en Daad should develop a broader vision on education. The elements of 'personal development' (complementary to economic development) and 'changes at family, community and society level' are not excluded in the present chain approach, nevertheless they can receive more emphasis and justification. This is further taken up in the current development of the chain approach towards a Theory of Change, which poses 'sustainable transformation into responsible and empowered persons' as overall objective and explicitly mentions the individual, family, community and regional level. Activities on civil society strengthening level will be identified, based on this elaborated concept. An explicit objective of the 2011-2015 education policy (still in process) will be 'communities are empowered through involvement of parents and other actors in education'.

Research and exchange of information support for the education policy of Woord en Daad will be organized through input from the 'Knowledge Programme'². Woord en Daad sees obtaining further advice from specialist organisations in education as an opportunity. Recently a trajectory with a Dutch specialized education institute (Driestar Educatief) is initiated. A Christian identity is no precondition for cooperation and therefore cooperation with non-Christian institutes is not excluded. Yet, out of our core values and objectives Woord en Daad matches more easily with Christian organisations. Especially when it comes to the development of a vision on education (which was the case during the execution of the evaluation) or with topics as transfer of Christian values in education, as recommended. In any case, collaboration between organisations should be result oriented and have a clearly defined added value for each trajectory.

According to the evaluation, the focus of the education programme tended to be of a 'technical-economic nature' in the documentation of Woord en Daad. We expect this is only a part of the whole

² In 2009 Woord en Daad started with the development of a so-called Knowledge Programme for Education in order to develop knowledge in relation to the Education Programme in a more structural and coherent way. Themes defined within the Knowledge Programme are: competencies of teachers and school leaders, approaches for education in different contexts, sustainability of education

picture, as many partner organisations do use a more holistic concept of education in practice. In Nairobi, 2009,³ a common vision on the education programme was formulated and validated with all partner organisations. Four Biblical principles were formulated and practical implications were drawn from them. This common vision will be integrated in a vision document on (Christian) education, being developed in 2009. In this document also attention will be given to contextualized education and the link with own culture and context.

Woord en Daad and partners are working on an improved analysis of the context, including a problem analysis of the education sector. In 2009 context analyses will be conducted in all regions Partner Organisations are working in. The outcomes of these analyses need to give more insight in the specific (educational) needs within the region in order to attune the interventions on these needs and to fill gaps.

2.2 In the choice of Partnerships in education (C11+C12 + R4)

We recognize ourselves in these conclusions and see the added value of having education specialists on the staff. In the new policy period 2011-2015 having specialist education knowledge will be made conditional for those partners who set up separate programs for teacher and school management capacity building and/ or curriculum development. Furthermore, emphasis will be laid on linking up with specialist education organisations in the country/ region organisations work in.

2.3 When appraising projects (C13- C19 + R5 - R9):

We recognize ourselves in these conclusions. Woord en Daad strives for well worked out proposals from partner organisations and wants to treat all projects in a fair and equal way so the same project criteria are used for all projects. At the partner conference in Nairobi, five overall objectives for the education programme were developed on which was general agreement by all partners involved. Each partner will still have its own focus within these objectives, but the common agreement on these objectives implies that all project proposals will be linked to these objectives. In these objectives we strive for an integrated approach (combination of intellectual and physical aspects with the spiritual identity). and not just focus on economic empowerment, but also on social empowerment. Woord en Daad and partner organisations should develop SMART indicators. More attention for indicators on impact (measured through evaluations) need to be given in development and appraising of Strategic Multi Annual Plans.

Questions on relevance of ongoing projects are not or hardly asked each year which is understandable, but especially in the appraisal of the SMAP the relevance question is very essential. New SMAPS are in all cases the right moment to review the 'mechanistic response to day-to-day problems' and to reflect if the programme needs a changed emphasis. Input from research and analysis of the context is very valuable for this process.

The first initiative of a Strategic Multi Annual Plan always lies with the partner, to guarantee ownership. Woord en Daad underlines the need for mutual communication during the further development of Strategic Multi Annual Plans. In such a process a better understanding of the local context, specific knowledge regarding the education sector and requirements of donor organisations can be combined in a satisfactory way and lead to mutual capacity building.

In practice this should receive explicit attention in planning and realisation of working visits. There are positive experiences with jointly development of proposals and SMAPS by Woord en Daad and partner organisations in 'Annual Plan Workshops' and Regional Conferences with Woord en Daad and partner organisations (2008). These experiences will be enhanced in the to be set-up 'regional alliances' which will include both partner organisations (for peer reviews) and Woord en Daad (in an advisory role).

At the conference in Nairobi, all partners concluded that access and quality are always connected. When is a satisfied level of quality reached and can we focus on expanding the programme (= offering more children access to education)? The suggested approach is to have clear as an organization which objectives you have with your education programme. If you reach these objectives the quality of your programme is on a satisfying level. Then you can define if and how far you can expand your programme.

³ In March 2009 a conference was held in Nairobi with all partner organisations of Woord en Daad in order to formulate new policies for the period 2011 -2015

Woord en Daad strives for 'improvement of access to and quality of education, which leads to poverty reduction and empowerment of individual, family and community and regional level'. However, the recommendation (R 7) to prescribe very concrete conditions on the process level, does not fit in the way Woord en Daad and partner organisation (choose to) work together. Although Woord en Daad and partner organisations have a shared vision and mission and share development principals, at the same time partner organisations are independent organisations which have their own approaches and work in very different contexts. For Woord en Daad the most important is to accomplish the set goal for the Education Program, but we cannot and do not want to prescribe the way this should happen - as this very much depends on the context and the specific needs in this context. However, together with the partner organisations common goals related to the relevance and quality of education are set for the coming policy period (as teacher training, curriculum development, involvement of parents and community).

Furthermore, Woord en Daad does have an advising role in this, so obviously can have input in the way these goals will be accomplished. As roles and responsibilities of Woord en Daad and partner organisations are changing (through the set up of a new model of alliances), the 'advising role' of Woord en Daad will become more visible in the coming years.

More research needs to be done about the consequences in terms of financing as more attention will be given to the quality and content of education than before. Based on this information Woord en Daad and partners need to take decisions about the balance between quantity and quality in daily practice. In its new policy Woord en Daad regards 'quality of teachers' as a crucial key-factor, more than the recommended focus on class size or computers (which we see as less crucial in this regard).

Through the knowledge programme there will be more attention for the Christian identity in education, as well as the role of parents and teachers in this. In the knowledge programme we make use of specialist knowledge in this area. Teacher training is an explicit objective for the policy period 2011 – 2015. The common biblical principles imply there is attention for special needs of the children, this is still in the process of awareness raising / creating but it is a step in the right direction.

Information about the functioning of parent teacher associations in schools is an issue to take up further in monitoring and evaluation.

2.4 Of content, methods of education and literacy training (C20-C27+ R10-R13 + R40)

Education has its place in the chain approach, with explicit links to other programmes (mostly Job & Income), while there is also a growing attention for work skills and life skills complementary to the 'normal' curriculum. Often partners have to go with the government curriculum, so there is none or little influence on that. However, we agree with the conclusion that there needs to be more attention for relevance of the education in relation with empowerment. It is important to look at possibilities to create space for this within or around the government curriculum (methods of teaching, through extra curricular activities, etc.).

The new model of regional alliances will stimulate networking and knowledge and expertise sharing among partner organisations. Furthermore, per region specific education related themes will be chosen for the period 2011-2015 to develop further expertise on. This can also include studies which analyse the curriculum contents in a certain country.

For the new policy period (2011-2015) it is a good recommendation that partners form strategic alliances in their respective countries (such as CRECH and FONHEP in Haiti at present). This asks however for more research of the local situation. As Woord en Daad is planning to allocate a higher percentage of funding towards activities on the level of civil society strengthening and policy influencing, it is advisable to select a number of countries to use this strategy.

We recognize ourselves in the conclusion about literacy training, although some programs outside the sample specifically focus on 'functional literacy' (such as MKC-RDA in Ethiopia and CREDO since 2008). There is a need to look (more) critically to current and new literacy training programmes in order to make sure that they are functional with a clear link to already existing programmes (e.g. parents of the children in the education programme). Having sufficient expertise (within the own organisation or through cooperation with another organisation/ network) on functional literacy will be made conditional for organisations to provide literacy training.

There will be more attention for teacher training and teaching methods in the policy period of 2011-2015, it will be a specific objective on the level Civil Society Strengthening. As already mentioned before, having specialist education knowledge will be made conditional for this objective. Teacher

training also needs to have a more structural place within the education program of partner organisations. It is needed that partner organisations have a vision on capacity building of teachers and develop a capacity building plan in accordance with this vision (e.g. within the SMAP). A proper follow-up of trainings needs attention for each partner organisation, as this highly influences the final impact of the efforts.

Quality of teachers and school leaders is also one of the themes within the Knowledge Programme on education.

The social side of education (counselling and coaching) is indeed a clear need of the target group that needs to be addressed. In next SMAPS an inventory from the partner organisation is asked to see what is already present in this regard. This might be more than we know, as this has not had specific attention in the past.

In the coming years Woord en Daad will also give more attention to quality of care within education and boarding schools. E.g. more expertise will be developed through participation in the working group 'Alternative Care' (related to the 'Better Care Network'). A trajectory of Woord en Daad in cooperation with Driestar Educatief, will also focus on 'social development' in education (through specific trajectories with partner organisations).

2.5 Matching of the target group and activities

Beneficiaries (C28 – C32 + R15)

We recognize these conclusions. Selection of the target group is a very important step in the programme implementation. Some partner organisations have a careful process in place, involving several stakeholders (e.g. community representative; NGO representative; government representative), but others need to improve certain aspects for transparency reasons, or describe them at least. For Woord en Daad this is an important discussion point during working visits and a condition for project approvals. In their Strategic Multi Annual Plans, partner organisations need to include information about the criteria and method of selection – in which transparency is essential. This is a continuation of the present policy, although it will be added that partners need to have a document which describes the selection procedures and choices to be made.

Activities (C33 – C38)

We recognize the conclusions, although conclusion 34 - which mentions that attention for education content matter is almost negligible - is to be nuanced (see memo validation with partner organisations). Probably it is the case that attention for education content and process is not extensively described in the documents in the Woord en Daad office, but it is not absent in partner organisation's programmes. The fact that content and process of education in developing countries pose significant problems is actually true. Woord en Daad and partner organisations have to reconsider how attention is given to this problem, as focussing on quantity (e.g. number of children in school) is easier but not always the most effective way to reach poverty alleviation. Further response regarding the attention for education content and process is given under 2.3.

In Nairobi we have discussed policy influencing with our partners. We concluded that at local level, local advocacy can be and should be an activity for most of our education partners as it will strengthen the current programmes, as well as the sustainability of the programmes. On national level not all our partners have the position and/or capacity for lobbying and making a difference in the education sector. More often linkage with/membership of specialized networks may have preference.

Increasing ownership and social accountability is not directly addressed as specific activity in the education programme of Woord en Daad, but needs to be integrated. Application from ownership 'as development principle' (as discussed in Nairobi, March 2009) will make this more visible in future.

R14-R15

Woord en Daad mission statement should be executed and the reference system of the POs has to be transparent for Woord en Daad.

3. Efficiency of the programme and its implementation by the Partner organisations

3.1 Efficiency at overall and Education Programme policy level (C39 – C41)

We agree with the conclusions. Currently we are developing a cooperation trajectory with Driestar Educatief, to get more specialist knowledge that can help us with developing vision on education

content matter and/or approaches for children with particular problems. Further Woord en Daad does approach relevant institutes to search in which ways possible cooperation could take place. An inventory of specialised education organisations in the regions partner organisations work in, needs to be part of the SMAP for education.

R16-R18

“Research and exchange of information should continue” - a very general recommendation. When it comes to specialist knowledge we should work in concrete trajectories (e.g. HIV/Aids mainstreaming, capacity building, etc...) Currently a knowledge programme is set up, this is to be elaborated; focussing on relevant and concrete issues of research, being directly linked to policy making for or the implementation of the activities in the field.

3.2 Efficiency of partnerships (C42-C47 + R19-R21)

We recognize the conclusions; the commitment of our partner organisation is highly valued.

There will be explicit attention for networking in the new model of cooperation in alliances, as well as attention for OD/ID, which will be included in the SMAP as well.

The new model of co-operation will ask more attention for networking and a regional focus on different issues, such as teacher training, lobby, curriculum development etc. Some of the partner organisations are too small to do these kind of things on their own, so a regional network will have an obvious added value as it will cause partner organisations to look further than their own organization, and see issues in a broader context.

Partner organisations indeed receive continued support. In case of withdrawal of Woord en Daad, a tailor-made phase-out trajectory is or will be developed by Woord en Daad and the partner organization. In such a plan the development of alternative funding can be incorporated (e.g. by setting-up income generating activities, restructuring or linking up with other donor organisations, etc.).

4. Overall Programme implementation by Woord en Daad

Overall expenditure (C48)

We recognize the conclusion and are happy with it.

Funding (C49 - C53 + R22)

We recognize the conclusions about funding.

Dealing with the risk profile of Woord en Daad is a responsibility of Woord en Daad. Partner organisations can be assured of our support and of our commitment. Presently Woord en Daad is putting a lot of effort into minimizing the consequences of this economic crisis but together with partners we have to face the reality. Information in this regard is shared with partners as early as possible.

At the partnerconference in Nairobi (March 2009) we have come to a shared understanding to work on new ways of partnership and fundraising – including generation of more own resources by partner organisations. We hope these efforts will make our organisations stronger and less dependent on one source of income.

Activities (C54)

Recognize the conclusion, no remarks

5. Education Programme planning process

Decision making (C55 – C 58)

We can find ourselves in the conclusions, SMAPs and innovations have to/will get more attention.

Monitoring and Evaluation (C59-C66 + R23-26)

We can find ourselves in the conclusions; there already is a new progress report format which makes it easier for the partners to report on results and indicators, as well as on management questions. We are also looking into making a difference between a progress report and the end of year report, so that it even becomes clearer for the partners and easier to fill in. The importance of really addressing learning points in the reports is something to keep bringing forward in discussion with partner organisations, e.g. during working visits.

In context of the new model for cooperation an 'organizational capacity assessment' (OCA) will be carried out for/with each partner organisation. This should give us the necessary insight in the strengths and weaknesses of our partner organisations and their roles in the alliance to be formed.

Woord en Daad, in co-operation with its alliance partners, will become more strict if quality standards are not met by partner organisations: a certain level of quality is conditional for further financing or extension of the programme, because (persistent) underperformance constitutes a risk for the alliance. Besides, Woord en Daad should be more consequent in making concrete action points with partner organisations based on outcomes of project evaluations. These action plans – and their proper implementation in case of major shortcomings - are conditional for further financing of the follow-up SMAP and should be reflected in new/renewed programmes.

6. Implementation by partners

Performance and cost-efficiency (C67)

We recognize ourselves in this conclusion, no further remarks.

Selection of beneficiaries (C68-C72 + R27 – R30)

Selection of the target group is a very important step in the programme implementation. Several partner organisations have a careful selection procedure in place, involving different stakeholders (e.g. community representative; NGO representative; government representative), but others need to improve certain aspects. During the conference in Nairobi, all partner organisations agreed on the value of triangulation.

For Woord en Daad this is a serious discussion point during working visits and a condition for project (SMAP) approvals. In their Strategic Multi Annual Plans, partner organisations need to include information about the criteria and method of selection – in which transparency and participation of different stakeholders (to create ownership and to gain trust) is essential. This is a continuation of the present policy, although it will be added that partners should have a written document (guideline) which describes selection procedures and decision making mechanisms and includes a complaint procedure (with different forms in different contexts).

Very few partner organisations do re-checks for changes in the family situation during the school period. This will be part of discussion with partner organisations in the coming years, to see if this could be a relevant procedure to include.

Service delivery by the Partner organisations (C73 – C80 + R31- 34))

We recognize ourselves in the conclusions. Issues regarding follow-up of progress reports and evaluations and strengthening of the quality of service delivery are already mentioned under 5. For the conclusions about network organisations, see under 3.2.

A clear action plan for capacity building/ teacher training needs to be part of the strategic planning of partner organisations. It will be considered to spend a certain percentage of the budget of running costs on capacity building.

On organisational level, the Organisational Capacity Assessment (OCA) trajectory, as initiated at the Nairobi partner conference and started in 2009 will be followed up by further attention for capacity building of partner organisations (including reservation of more funds).

For a further response regarding literacy, see under 2.4.

Collaboration/empowerment (C81- C 86)

We agree with the conclusions. Cooperation with other actors receives more attention in the recently developed Theory of Cha(i)nge. There are multiple gaps to be filled, in order to come to a 'process of transformation'..In this process various actors present in a context could play a role. Together with the actors present it is important to see what can be done, who can be of added value in the transformation process and in which way. They should all identify and work on their roles and responsibilities. This will be an important discussion point with partner and while assessing new Strategic Multi Annual Plans.

More involvement of parents is part of the 2011-2015 policy. It is phrased like this: "Communities are empowered through involvement of parents and other actors in education" and the aim is to: "improve parent involvement in education and/or community development." Partner organisations recognize the importance of parents' involvement and are working on improving this. Concrete goals, on the level of partner organisations, will be set related to this overall goal.

7. Effectiveness at programme and project level

Participation (C87 – C92 + R39)

We recognize ourselves in these conclusions. There should be a clearer policy for drop out prevention. In the analysis of the reasons for dropping out the role of partner organisations, the management of schools, the attitude of teachers, the implementation of the sponsorship programme, etc has to be taken into account. .

Opportunities (C93 – C102 + R36)

We recognize the conclusions. Conducting evaluations in a structural way, is very recent for Woord en Daad and partner organisations. Differences between day scholars and boarders, difference between boys and girls, differences between by Woord en Daad supported schools and other schools have been point of attention in evaluations conducted. However, not all evaluations have been of sufficient quality. Besides this, differences in context and methods used for the evaluations, make it difficult to compare outcomes. Measuring impact has been formulated as an objective for different evaluations, however, this object has been reached insufficiently. Insufficient information is yet available related to impact. In Nairobi, it is agreed upon with the partner organisations to focus more on (measuring) impact the coming years. There should be more focus on to which degree the programme helps children to continue their education and in the end can make a living, this includes having a better insight in chain flow figures. Also tracking of ex-students (both drop-outs and successful students in samples) would give valuable information on the effects of the intervention.

The recommendation regarding improved definitions of basic indicators and their measurements will be taken up - with partners and within Woord en Daad - when monitoring indicators are to be revised. We agree that easy to quantify key-figures should be measured in a unitary way, but this is more difficult with qualitative data and indicators on the level of civil society strengthening and policy influencing. These indicators are much more contextualised and tailor-made for a specific situation.

Personal Development (C103 – C104 + R37)

We recognize these conclusions. The chain approach stays important and shows its relevance. At the same time there should not just be attention for economic development, but also for personal development. This is happening with the increasing attention for life skills in the curricula, as well as business/ work skills as to prepare the children to be responsible citizens. In the policy for 2011-2015 the overall objective on the level of direct poverty reduction (DPR) is: "Empowerment of children/youngsters/adults by applying acquired knowledge and skills in further education, for earning an income, for personal development and for responsible citizenship". This shows a shift from education with the goal of just economic empowerment to more personal empowerment. To guide this move Woord en Daad will make use of the possibility of doing research. One of the methodologies used for this will be 'applied/action research' meaning that research will be based on questions that arise during implementation in the field. Links with specialist organisations are very useful here, as not all research has to be carried out on the spot or can be done by Woord en Daad itself.

Families/general society (C105 – C108)

We can find ourselves in these conclusions. In evaluations there could be more attention for the impact on the family/community. What are the effects education on a family/community and what is the impact of financial support on this?

8. Sustainability

In the programme evaluation, the concept of sustainability is mostly limited to 'financial sustainability'. A bit of confusion comes through the link with 'internal risk management of Woord en Daad' – to that issue a response is written under 4, funding.

Woord en Daad values sustainability (as written in its policy papers developed after the Nairobi conference) as a main development principle. *'The respective self-responsible person or community should sustain self-responsibility over a longer period of time. This does not necessarily mean that every intervention we work on with the community needs to be sustainable. However the 'effects' of the interventions (a person/community that assumes responsibility for themselves and those around them) ought to 'live on' after a project period has ended. This way people can rely on themselves and the community as a whole to sustain their newly reached level of well-being. Part of the discussion on sustainability also has to do with the sustainability of partner organisations. In order to make sure that the 'effects' of interventions are able to continue it also requires that partners can sustain these effects*

until the moment that the community can support themselves completely. Sustainability plays a role in different types of project and has different dimensions: economic, social, environmental and institutional.'

Partner organisation level (C109 – C111)

We recognize these conclusions, although it should be added to C 109 that the 'financial aspect' of sustainability has received rather limited attention.

It is expected that – due to more attention for networking in the North and South – cases of co-financing will increase in coming years. Further the new model of cooperation in alliances will be set-up to increase sustainability on the level of partner organisations.

Project level (C112 – C113 + R 41)

We recognize these conclusions.

At programme level there is attention for more involvement of parents and the community, this would certainly contribute to "ownership" of the projects by local people.

The (decrease of) financial dependency will be an issue of discussion in coming years, especially for countries in which Woord en Daad is planning to decrease its financial support to the education programme (such as India and Colombia). If relevant, partner organisations will be assisted to develop local fundraising strategies. In Colombia, this already started in 2008.

End Beneficiary level (C114 – C115 + R42)

In the 2011-2015 policy there is explicit attention for responsible citizenship and personal development. There is an obvious link to the chain approach here, not only in the sense of economic empowerment: from education to the world of work, but also a personal development chain from individuals to families to communities to regions, etc.

The relevance of education (content and process) becomes more important in the education programme – see further under 3.2.

SYNTHESIS REPORT

1. Characteristics of the Education Programme

The Education Programme is the largest programme of W en D. The programme budget is generally around 50% of the total annual budget over the 2004-2007 period. For the same period, expenditures under the programme are around 12 million euros annually. Education activities, including sponsorship, are executed by 29 POs in seventeen countries in 2007.

The origins of the Education Programme lie in adoption-sponsorship and this is also today the largest source of finance. Additional financing was obtained through a programme of the Netherlands government called MFS.

The sponsorship funding is used for basic care (provision of meals, health services etc.), taking care and raising children in residential and in day care facilities, payment of access to schooling at primary, secondary and tertiary academic education levels and the running of the schools and care-taking facilities owned by POs. These are activities directed at the individual child. Part of the sponsorship funding is also used for the daily running of the organisations and facilities of POs.

Improvement of the quality of education by creating better conditions for education are largely in infrastructures and facilities for schooling and care-taking, and to some extent in capacity building. Curriculum development is almost exclusively done in order to include Christian education. Other sources of funding are also directed at improvement of conditions, as well as specific and cross cutting themes like HIV/Aids, the participation of girls/ young women, capacity building, literacy training and policy influencing.

The ambition of W en D to grow was realised during the evaluation period:

- For the primary, secondary and tertiary education activities alone, an increase from 30.400 in 2004 to 45.000 beneficiary children was foreseen by 2007. With actual figures estimated at 56.000, this target has been more than reached;
- Increasing the number of countries and POs, especially in Africa. This implied a relative shift from Latin America, where a few large partners had been supported with almost half of the budget in 2000, to new partners in Africa. The number of partners increased from 24 to 29 and all new partners were identified in Africa. The impact on the budget consumption has not yet materialised as new partners are phased in gradually;
- The planned growth of the budget from 11 million (2000) to 22 million euros per year, was more than realised in 2007.

The evaluation of the Education Programme has been carried out following the DAC criteria. An analysis has been done at five levels:

- a. W en D policy and programming;
- b. W en D relations with partners and collaboration with others;
- c. W en D program implementation and management;
- d. Partner implementation and management (of education projects);
- e. The effects and impact at beneficiary level, which is after all the finality of the programme.

The main questions of the TOR are answered in this summary using the DAC evaluation chapters, differentiated for different levels of operations and themes. The complete findings, analysis and detailed conclusions, recommendations and observations are given in the main report per level of analysis.

2. Relevance and coherence of the programme

Relevance and coherence of the programme has been analysed for different levels and aspects of the Education Programme. Findings, conclusions and recommendations are:

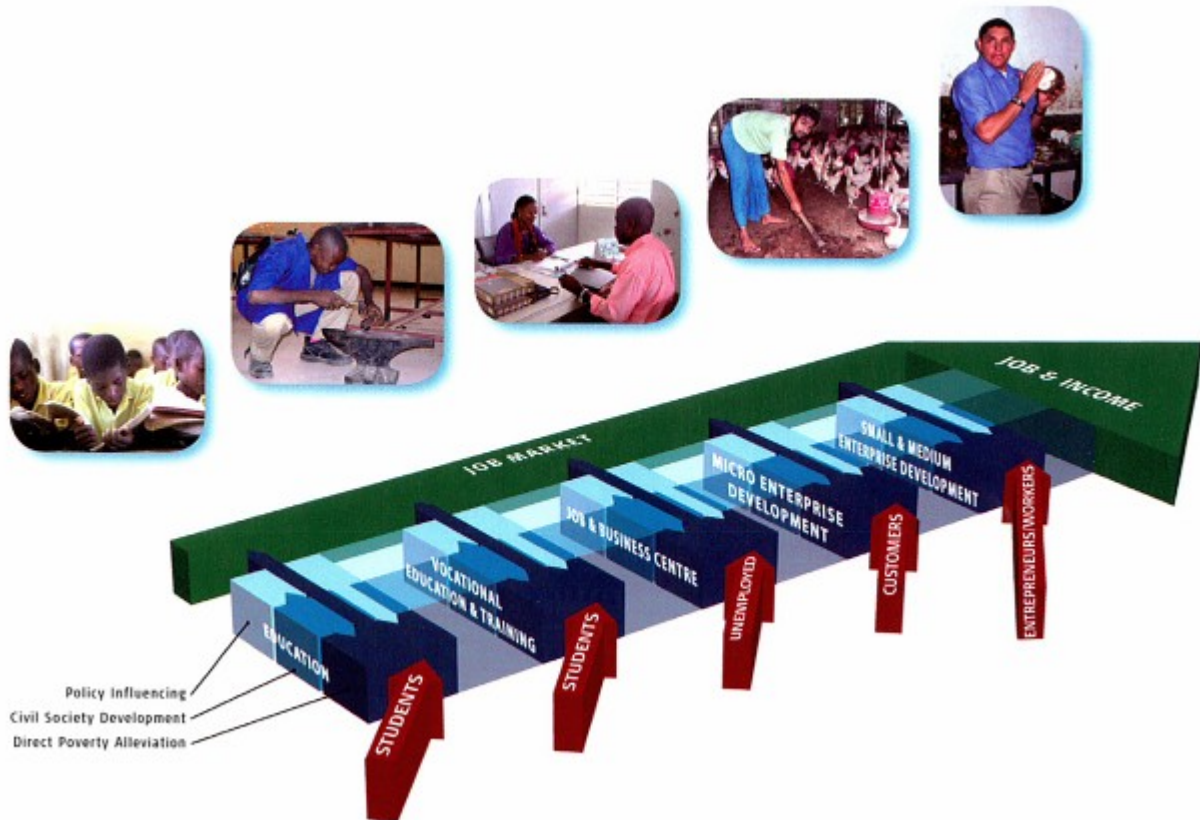
2.1 At programme policy level

Findings/ Conclusions:

- C.1 The overall policy of W en D has continuously been adapted to the changes in the policy environment, requirements of institutional donors and as a result of continuous and systematic learning in the W en D organisation. A better distinction of objectives at output and outcome levels and the better quantification through indicators makes a better monitoring and evaluation possible.
- C.2 The Education Programme policy takes into account most of the major principles of the Education for All (EFA). At programme level the focus is on a substantial increase of the number of children, finalising at least basic education (Millennium Development Goals, MDG 1). The target-group of the poorest of the poor and of specific groups are in principle chosen in line with MDG and EFA, in practice also combining economic and other vulnerability criteria for their selection;
- C.3 The mix and type of activities done under the programme have as such not changed following a re-orientation of the Education Programme just before and during the evaluation period:
 - a. The overall orientation on direct Poverty Alleviation, one of the three major themes of the MFS financing, was in fact already the major orientation of the programme and of the mission of W en D. That orientation has remained predominant.
 - b. The so-called “chain-approach”⁴ was introduced to put more emphasis on effects of the Education Programme in terms of target groups being (better) able to earn a living, instead of access to schooling. The implication was a more explicit linking of the Education programme to the Job and Income programme.
- C.4 The validity of the classification of education activities in three strategies is reduced, as almost all interventions fall into the Poverty Reduction strategy. The attribution of interventions to the remaining two strategies of Civil Society strengthening and Policy Influencing is in some cases arbitrary. A very skewed programme in terms of allocated budget has been the result: The Poverty Alleviation activities take almost all the budget: 97.8%, whereas there is relatively very little attention in terms of budget for the other strategies: 1% for Civil Society Development, 1.2% for Policy Influencing (advocacy/lobbying). The volume of activities of the latter strategies is consequently also small during the period evaluated. Nevertheless, it signifies as such a shift in organisational attention (before there was hardly anything in this regard) and more emphasis will be put on Policy Influencing towards the end of the present policy period (2010);

Figure 1: Chain approach of Woord en Daad

⁴ Chain approach: Primary education (including pre-schooling) is at the start of the chain, from which children stream into secondary education, be it academic or vocational training. Education and training are in turn followed up by providing better possibilities to find employment (job mediation) or to become self-employed (enterprise development/micro-credit). “Basic needs” provision (Water, Food, Health, Agriculture) are considered (pre-) conditional for Education and Work and Income programme to be successful.



Source: Annual Report Woord en Daad 2007

- C.5 The focus on the chain approach is coherent in itself. It puts into perspective the function of (basic and secondary) education, the need to have follow up at other education levels and vocational and technical training and also linkages with interventions of W en D geared at entering the labour market in order to earn an income. Consequently, the focus of education is very much one of a “technical-economic” nature. Possible additional and integrated interventions, other than providing for basic care and pay for access to schools, have not been formulated. Education is approached rather as a sector in itself, combined with basic child care.
- C.6 The chain approach is also very relevant for the target group for whom access to education is not sufficient in the long run. Their increased opportunities for further studies or for work and income do signify a more sustainable change for them, considering their background of being poor or very poor or being marginalised in many other ways;
- C.7 Nevertheless, the choice for the chain approach has not been made on the basis of a more holistic vision on education, which relates opportunities of the child not only in terms of work and income, but also to “personal development”. A possible broader function of education for society at large has also not been weighed (see also fig. 1);
- C.8 “Personal development” has been mentioned as an objective in the Education programme policy, but has insufficiently been worked out, especially the sub-strategies that should be followed:
- a. Transferring Christian norms and values through Christian Education has been mentioned but its value added, its limits or distinction from evangelisation have not been specified. An exception is what the position of W en D and POs is in respect of HIV/Aids ;

b. The socio-cultural environment of the child is as determinant for its personal development as the economic background. There are two sub-strategies applied by the POs:

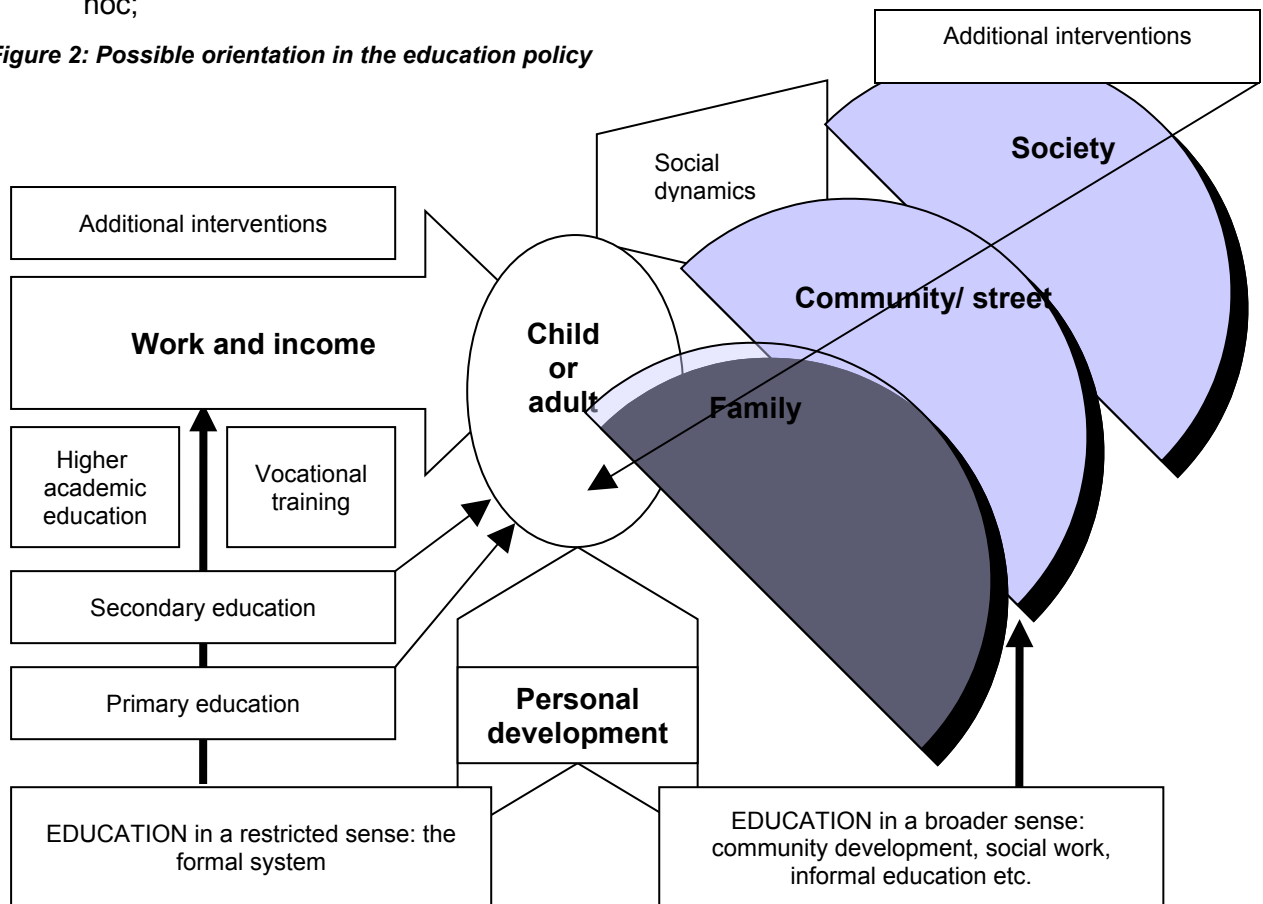
- to either educate the child in its own socio-cultural setting while staying with its family or caretaker (if not orphaned),
- or isolated from that environment in residential facilities and taking over the raising of the child.

Both strategies have been followed but out of habit and not after weighing the pros and cons.

C.9 The function of education interventions for society at large, has been narrowed down to the setting up of participative structures around schools. How education in a broader sense (including literacy training) can contribute to changes at family, community and society levels has not been worked out, and so also not the possible combination with other interventions like social work that would lead to positive socio-cultural dynamics. The positive spin-offs of education are just assumed to take place through the individual's direct or indirect mostly financial contributions. So it is also not fully explained why the focus is on the chain approach only. The consequence is also that the Education Programme is directed at the individual child (or adult) and not the family, the community or society at large;

C.10 W en D has only made a very limited problem-analysis of education problems and possible solutions. It has hardly prioritised the problems to solve, although in the policy documents the main activities give indications. Going by the problems as presented by the partners, make interventions therefore rather local context specific, may show a wide range of problems to tackle and may for the same reason look ad hoc;

Figure 2: Possible orientation in the education policy



Source: Consultant Mr. Jenze Fokkema 2009

K.1 W en D should develop a broader vision on education, including a broader problem analysis and a scan of the function of education for community and societal

development, so that the choice for a focus on the chain approach and economic empowerment is better justified (or broadened). Especially the validity of not intervening in the socio-cultural domain, while educating children in their family and local situations should be questioned and the possibilities of broader education concept researched. Activities fitting into the Civil Society Strengthening chapter should (then) be identified;

- R.2 Research and exchange of information should support the formulation of the education policy and choices made. It should be carried out by, or under the coordination of the department of Advice and Research of W en D together with the education specialists of W en D. The possibilities to collaborate in this regard with other organisations specialised in education, also outside the networks of exclusively Christian organisations, could be an option especially if more sector wide approaches would be chosen;
- R.3 W en D should better specify what the transfer of Christian values can be in line with its mission, but also what other common cultural and moral values are emphasised, in order to harmonise with the EFA article 3;

2.2 In the choice of partnerships in education

Findings/ Conclusions:

- C.11 Almost all POs are rather project (or evangelisation) organisations that are “traditionally” geared towards providing access to education through sponsorship. There are hardly POs that have education as their major activity, that specialise in education or that have education specialists in their organisations. Nor do most POs have explicit links with other specialised education organisations in their respective countries. None of the POs has been selected as a (potential) partner on the basis of specific capacities in education;
- C.12 Even W en D itself has only started to have education specialist staff since a few years. Its collaboration with specialised education organisations does not concern education content matter and education methods, but rather harmonisation of procedures and a joint search for financing;

Recommendation:

- R.4 If W en D intends to lay more emphasis on education content matter, methods, teaching and policy influencing it will have to differentiate between POs (and countries) in this respect.

2.3 When appraising projects

Findings/ Conclusions:

- C.13 Intentions of POs are reasonably clear when they present project proposals and some project proposals are very well worked out;
- C.14 Most project proposals are of varying quality, as far as the write up of its logic is concerned. Some proposals do link with the programme objective of “increased opportunities for children to continue their education and/or to find work and income”. Others do not, and focus on access to education or there is a mix-up of indicators, activities and results. In the latter case it is difficult to determine the indicators for effects and impacts in a coherent way;
- C.15 In line with the chain approach the project agreements include indicators for (increased) opportunities, synonymous to economic empowerment. This signifies already a large break with the recent past when POs were largely reporting on activities completed. There has been a large effort to change the perspective also at the level of POs, by giving this systematic attention especially during visits, in making the agreements and during conferences as well as through evaluations. Increased opportunities are now measured by the number of children passing exams and that

do get a job/more income. More is done on setting up tracking systems. The targeted contributions of the projects to personal development, nor to the community or society are however hardly specified so far. This may also be due to the fact that especially personal development is difficult to measure in a SMART way;

- C.16 W en D uses a complete set of project criteria for the appraisal of proposals; the criteria are the same for all projects;
- C.17 All projects are screened for relevance for the target group and its context. Most projects concern the setting up of sponsoring of children, so that they can go to school. As these are prolongations of activities that have been done for a long time, the relevance is not or hardly questioned. Relative changes of the usual are screened more closely from the initiative stage onwards;
- C.18 The concept of "ownership" and participation have been used in a limited way, reducing it to the existence of structure for contacts between parents and teachers like Parent Teacher Committees. To what extent these structures function well/how their functioning can be improved and contribute to better Social Accountability is not indicated;
- C.19 Over the evaluation period, specific triggers on the part of W en D, to come forward with really new types of education projects or activities could not be identified. POs have however been made aware of shifts in programmatic emphasis in W en D policy and they have reacted to such changes, among others by including work and life skills in some of the curricula, there is a larger attention for parenting and participation in running schools, capacity building of staff and teachers, HIV/Aids awareness and knowledge building, as well as new initiatives for vocational training. Except for attention for HIV/Aids these aspects were not really new for the programme, as it was already done before as well. Attention for these items may be more systematic now ;

Recommendations:

- R.5 As W en D says it will steer more on results and objectives⁵ and through risk management, more attention has to be given to formulating projects and programmes in a logical way and in view of an overall perspective. In the framework of the preparation of Strategic Multi Annual Plans (SMAPs) more such attention can be dispensed, as the effort is valid for a number of years to come. In order to harmonise, it would be best that the SMAPs are elaborated jointly. So it is also an instrument for mutual capacity building.
- R.6 The traditional but also mechanistic response to day-to-day problems of people that characterises the PO programmes today, could be reviewed. The overall programme could opt for a shift in emphasis, focussing the structural problems of the education sector and Christian education in the different countries, as well as the education process and content matter. Such a shift would imply cooperation with and in networks of organisations instead of focussing on individual POs that are (too) small to make a difference in the sector.
- R.7 The present way of working does not call for more direct steering and interference by W en D. On the contrary W en D has expressed it wants to depart from the demand of POs and the needs in the field, and steer on results (while limiting risks). Steering should then not only be on project criteria but also on content matter. In order to do so, the existing set of criteria and derived indicators or standards set may be further developed in conjunction, also to increase relevance and effectiveness of education services. For example:
- Overall education quality improvement is now measured in terms of the number of children promoted to a higher class at the end of a school year and /or passing their exams, the number of drop outs. W en D has set thresholds for this, that are rather widely accepted and relevant to the context of most POs.

⁵

- In line with the observation made on the degree to which the proposals challenge existing education practices, this element might be scored through e.g. indicating the innovative character at output level: the number of teachers that master and apply alternative approaches in teaching, curriculum revision and implementation etc.
- From an education point of view, W en D should work with POs on changing teaching to new insights in the medium run; so-called “archaic” methods should be replaced by new teaching techniques that are child centred and participatory as quickly as possible. Such notions should be considered as criteria and made conditional to financing. POs should then be asked to explain in their proposals (if applicable) what trajectory of change they will follow in this respect and to what extent external assistance would be needed;
- W en D and the POs should give special attention to taking into account future changes and ambitions. E.g. If a child centred approach will be introduced, many classrooms that respect today’s minimum government standards will appear to be too small. Small or narrow rooms do not allow for working in small groups, which is a prerequisite for implementation of the child-centred approach (along with the availability of other facilities and access to information). The same applies to catering for new ambitions e.g. in case of introducing the use of computers in primary and secondary schools, which will be an inevitable development in the few years to come.
- W en D should, from the education point of view, fix a standard for physical class size, certainly for schools owned and run by the POs. POs should also verify this with government or other private schools in which significant numbers of sponsored children are present and help search for alternatives in those cases otherwise the sponsorship may be ineffective after all;
- In combination with the criterion of space available per child, W en D should certainly put a maximum to the number of children per teacher for both PO schools and schools that are privately owned or of the government. There is no EFA/ UNESCO criterion yet.⁶ E.g. the standard could be set at max. 35 children/teacher or less; national accepted standards that go up to 40 or figures of 50 and higher in practice, should not be accepted any longer.;
- Likewise, the level of education-training of teachers and other staff should meet with minimum requirements in the particular context. The number of teachers with a diploma (defined in the local context) is now taken as a criterion by W en D. But one could be more specific on additional competencies they need (like modern teaching style-learner centred);
- The minimum levels or marks or scores to be achieved by the children, per education level could be specified in proposals, instead of just accepting “government curriculum” as the general standard; this is especially relevant for contexts like Nicaragua where such standards are not even available, but also where government or other curricula are known to be outdated;
- As part of the empowerment concept, “What children learn” and how they learn, should be described in all proposals: it should be made clear in what way children develop key capacities, like the capacity to analyse and solve problems/draw their own conclusions instead of just learn to reproduce. The simple reason is that such competencies prepares them better for life and for work or for follow up education;

⁶ The pupil-teacher average ratio per MDG region (source: UNESCO Institute for Statistics, Data Centre, May 2008) mentions an average of 13.7 for developed countries, Eastern Asia 23,4 Southern Asia 37.8, Sub-Saharan Africa 40.7 and Latin America and the Caribbean 21.3. PO s have reported cases going over 90 per teacher in schools with supported children.

These criteria will emphasize quality in education, while “traditionally” care-taking and providing access are predominant.

- R.8 It should be realised, that application of the extra criteria mentioned above has enormous consequences in terms of costs/financing per child and higher relative overhead cost. It will mean that POs have probably to refuse children, given existing capacity in schools. Proposals should reflect the application of such a criteria. At the same time, it requires from W en D and the POs to develop more of knowledge and a vision on education in the different contexts and of content matter;
- R.9 In view of the EFA principle, that all children have a right to good education, and given the fact that POs work often with children at risk, with a particular background or handicap, the standards mentioned and already established may have to be adapted for them or added on to. Likewise, more attention should be paid to specific requirements (and risks) in the teaching process when working with these groups, like the need for special counselling of children with traumas;

2.4 Of content, methods of education and literacy training

Findings/ Conclusions:

- C.20 Following the shift in emphasis in the Education Programme policy to “opportunities for children”, the relevance of education has been more explicitly translated into the degree to which the child can do something after finishing education at a certain level: either further education or finding work and an income. Consequently there is an increased attention for project activities that are leading children to further education, like attention for the reduction of drop-out. Children/ youngsters are increasingly offered opportunities through scholarships for higher and specialised vocational training. Indicators/standards to measure these effects have been developed. Some POs have checked the curricula on the degree to which these prepare children that stop their education early, and that enter the labour market or become active in a household. The inclusion of “work and life skills” in the mostly “academic” curricula has thus been proposed by some POs like partner O in Haiti;
- C.21 (Relevance of) Education content matter and education methods that go along with it, are as such hardly given attention, nor at programme nor at project and activities level. In some PO organisations there is very little information available at all on the curriculum. The limited attention for education content matter and methods and their innovation, might be explained by the fact that almost all POs are rather project- or evangelisation organisations. They focus on organising access to education through sponsorship. Most POs do not have the capacity and specialisations required and would be dependent on other, more specialised organisations. W en D policy has not made it into a priority either until now;
- C.22 The government curriculum is in most cases followed in government schools as well as schools owned and run by the POs, as this is an obligation in many countries. It is mostly followed as it is, even if shortcomings have been identified. An exception is the degree to which Christian education finds its place. This has been the reason for partner T in Colombia to develop a totally new curriculum and to set up organisation M as a network organisation of Christian organisations to develop Christian education materials for schools in Haiti. For other organisations like partner K in Guatemala it has been one of the major reasons to organise day-care in which children get Christian education in addition to support in homework. The teaching on HIV/Aids is more a matter of whether something is done than what exactly is done, even though content has been worked out in a policy paper. There are incidental initiatives from POs to insert such subjects like “environment”;
- C.23 Relevance of literacy training is difficult to determine as information in the documentation is very limited. There are indications that functionality is sought in better reading of the Bible (partner B in Burkina Faso) and on the other hand the

positioning vis à vis those in better positions (e.g. tish-traders in the case of partner E in India). The impression from the cases studied is however that functionality for development is not a major pre-occupation;

- C.24 The school curricula, their underlying assumptions and applied teaching are both in some proposals and in evaluations criticized: labelled “archaic”, not contextualised, not always or insufficiently relevant (e.g. work and life skills are lacking). They are in the end not empowerment oriented: making children think critically, able to identify and solve problems in a creative manner etc. in order to take their lives in their own hands. Future competences needed for such empowerment, if at all identified, are formulated in an abstract way and not made operational by formulating concrete learning goals, methods and lesson-content. This runs often hand-in-hand with teaching that is teacher-centred instead of child-centred, following strictly the textbooks and geared to the ability of the child to reproduce what has been written in the textbooks;
- C.25 Teacher training has been taken up as part of the capacity building projects of POs. These trainings treat the subject of planning and management and teaching methods. They receive very positive comments from the participants as the effectiveness of alternative teaching methods is shown. Teacher training has however too incidental a character in most cases, although some POs (partner B in Burkina Faso) do provide for possibilities every year. The follow up regarding the actual application of the new methods learnt falls short, the few exceptions identified being partner I in India and partner B in Burkina Faso. The latter has organised inspection and feedback visits by an external consultant for the teachers that had been trained, the first one is centred on education and has very experienced staff. Attempts for follow up concern both own schools and schools of others;
- C.26 Most evaluations point out an urgent and increased need for counselling and coaching, especially for children with a multiple problem profile, who are highly represented in the target group;
- C.27 The choice of the medium of teaching at school seems to be a rather “mechanistic” one, while it is very determinant a factor for effectiveness of teaching in a particular context and for opportunities created. Literacy training is looking for possibilities to do training in the local language but not all languages used in the particular areas where POs work are described and/or literacy packages may not be available so that training is also in the more common regional or the official language;

Recommendations:

- R.10 The need to be critical on what is learned should be emphasised and for that reason curriculum development, contextualised learning and teacher capacity training should receive strategic priority in the programme. The “distance” between the present situation and teaching for empowerment is enormous and needs a systemic change. Therefore, POs should form strategic alliances in their respective countries. Setting up such networks in selected countries could be a major strategy for W en D, supported both financially and through research and knowledge exchange. The education specialists and the research department of W en D may be instrumental to conduct a series of studies to analyse curricula and the way its development can be taken up in a limited number of countries, preferably where POs capacity and positions are relatively strong.;
- R.11 The functionality of literacy training has to be sought more, and in relation to the daily life of participants and important development themes like HIV/AIDS;
- R.12 Capacity training should more systematically be followed up by the organisations by providing continued opportunities for staff at different levels and teachers but also by a clear trajectory to introduce changes considered worthwhile and to coach personnel in this respect;
- R.13 The present counselling and coaching by all POs should be inventoried and evaluated, so that proposals can be made for its systematic inclusion in the short run.

2.5 Matching of the target group and activities:

Findings/ Conclusions (beneficiaries):

- C.28 The profile of the end beneficiaries of both the sponsorship providing access to schools or residential facilities and literacy programmes corresponds to a very large degree to the criterion of poor or poorest of the population. The income criterion is not sufficient; other criteria to determine the economic status of a family or household have been taken into account as well, like the number of dependents, ownership of land and other assets etc. The additional or even prevailing criterion for selection is the extent to which families and children are marginalised in society (multi-problem families, race, creed, etc.) of handicapped or orphaned and semi-orphaned. The groups thus identified are very much helped by the sponsorship and care-taking, which takes away a burden of families that have nothing or next to nothing. Therefore the activities of the projects are very relevant to the target-groups;
- C.29 In the group of beneficiaries the presence of better-off families can not be totally excluded as well, due to a combination of reasons like insufficient checking and rechecking, as well as decision-making taking place under pressure of influential people, in some cases. Also situations may differ from one sub-area to the other and between rural and urban areas;
- C.30 The poverty profile of participants in the literacy programmes could not be determined, although there is indirect evidence that the poor and poorest sections are represented. The centres are set up in areas that have a high illiteracy rate and illiteracy correlates generally with poverty;
- C.31 In many PO activities (poor) Christians and other denominations do participate. In some cases the percentage of non-Christians is higher than Christians. To some extent poor or poorest non-Christians and very marginalised people both in the sponsorship programme and literacy training may not be represented proportionately compared to the context. Some mechanisms lead systematically to self-exclusion. One is that the social and political environment in some PO contexts does not accept Christian organisations and their activities and so families may not want or dare to apply. At the same time Christians may identify with the PO and its activities, and so preferably apply. In some cases POs give some degree of priority (e.g. through a reference system) or total priority to Christians. In the case of partner R in Bangladesh, the priority given is motivated by the fact that Christians are marginalised in that society and do not have (equal) access to existing education systems;
- C.32 Considering that the target group is poor and marginalised, just helping families and children that are in need by creating favourable conditions through sponsorship and other investments is understandable. It enables the target group to go to schools while this would otherwise not have been the case. Other activities like the setting up and running of residential facilities including the raising of children in some cases create a conducive environment for learning, and especially for OVCs. Both categories of activities helps indirectly in alleviating poverty also in the short, medium and long run, as it takes away the financial burden from families or caretakers. These activities are therefore very relevant in terms of Poverty Alleviation, be it that the perspective is foremost short term;

Findings/ Conclusions (activities):

- C.33 A second large part of the activities (infrastructure, facilities, capacity building of teachers etc.) is meant to create favourable conditions for a conducive learning and teaching environment, which in turn aims at quality education. These activities are relevant as well, considering the shortage/availability and quality of education services provision in the various regions;
- C.34 The attention for the education content matter is recent and still almost negligible in numbers of activities and in terms of investments. The curriculum development is mainly aiming at integration of Christian education and extra curricular activities;

- C.35 The activities do not envisage Policy influencing and advocacy in the education sector in a region or country, with one exception being the policy influencing activities of partner N in Haiti. This experience is foreseen to be extended in the framework of the MFS policy influencing chapter, but had as yet to materialise by the end of the evaluation period;
- C.36 None of the activities is directly geared towards increasing Ownership and Social Accountability;
- C.37 Network organisations partner M and N in Haiti were still being set up and are to some degree experimental endeavours, to test to what extent such networks can be effective. In view of the position of most POs the functioning of such networks is strategic for contributing to Policy Influencing, making changes in the education sector of a particular country or to position Christian education;
- C.38 Programmes of POs are sometimes diverse, sometimes more specialised. They vary in volume from very small to considerable. They are cut-to-measure to the capacity and context of each PO and the problems the PO identifies. In all cases the individual PO programmes are however small or very small in scale in their respective contexts, with a few exceptions only. The value added of activities being cut to measure may be counteracted by insufficient power, volume and position to make structural changes possible in the education sector and to make changes in the education process and content matter;

Recommendations:

- R.14 The further separation of what are meant to be development programmes from evangelisation should be discussed with the POs concerned. If possible criteria have to be built into the selection procedure to assure equality of access so that this part of W en D mission statement that people are selected irrespective of creed, race etc., can not be questioned;
- R.15 The criteria for selection of the target group do in practice already include composite indicators for (economic) poverty but do in many cases also take into account other factors of vulnerability. This is realistic. The POs should however work out a more complete set of both types of measurement sticks, that are applicable and cut-to-measure for their respective situations and should make better guidelines for their use, including the process of decision making. The procedures should countercheck for implicit mechanisms that lead to self-exclusion or systemic inclusion of certain groups.

3. Efficiency of the programme and its implementation by the POs

3.1 Efficiency at overall and Education Programme policy level

Findings/ Conclusions:

- C.39 W en D is using a large variety of instruments to learn from past experience and to keep an open mind for changes in the aid environment, which result in updating and adapting its overall policy. These instruments include the annual and multi annual policy planning cycle, the annual reporting system, conferences with the support base and now also partner consultations and conferences with the POs, the systematic evaluation of all programmes preceded by evaluation of projects and themes followed by a management reaction, the representation in different forums and networks, the writing of vision papers, the writing of end-memos to projects and evaluation. At this level of overall policy planning the claim of being a learning organisation is quite justified and it reflects on the education policy as well;
- C.40 W en D makes a limited but much valued use of relations with Christian organisations in the Netherlands, to support in the Education Programme implementation, though this is related to some punctual interventions like Hope University in Ethiopia. The wider network is mainly used for harmonization of approaches, fundraising or a joint search for institutional funding, and coordination, including education. W en D has no contacts with specialised Dutch or European organisations on education content matter nor on approaches for children with particular problems;
- C.41 POs have increasingly called upon specialised organisations in their countries or regions for capacity building and evaluations of education projects;

Recommendations:

- R.16 The full set of learning instruments seems sufficient to adapt policy at the general and at Education Programme level. For the latter the SMAPs are a useful instrument that will assist POs to orient their policy and to provide a framework for the collaboration with W en D. Preparation of the SMAP may best be done in combination with a more strategic plan for the organisation in order to verify ambitions with the capacity and outlook of the organisation;
- R.17 W en D and the POs could make an inventory of specialised education organisations in their respective countries or regions, to exploit better the knowledge and experience that is available in the sector and see how further collaboration can be set up. The Advice and Research Department and the education specialist of W en D could do this inventory in the Netherlands, which might need to go beyond the networks of exclusively Christian organisations. The POs could make such an inventory in their country;
- R.18 Research and exchange of information should continue, in order to support the formulation of the education policy and choices made. It should be carried out by, or under the coordination of the department of Advice and Research of W en D together with the education specialists of W en D. If W en D is to (also) play a role of “knowledge broker” specialist knowledge of education has to come from the education specialists in W en D, but use should be made also of specialist organisations in its networks.

3.2 Efficiency of partnerships

The decision to support POs and their activities has been made long ago in most cases, as most education partners have a Partner Agreement since a long time already. During recent years new education partners have been identified especially in Africa, in line with the

general policy of W en D. Partnerships in Latin America and Asia have continued all except for the gradual phasing out of partner H in India.

The partners should have a Christian – evangelic identity, but should assure that their services are open to anyone. Their internal organisation should give sufficient assurances that funds will be used properly and that there is a good reporting. The POs should be development organisations before all as they should have similar objectives as W en D.

Findings/ Conclusions:

- C.42 The process of identifying and working towards a partnership agreement with POs is well designed and effective. The criteria and process have been largely the same for old and new POs. Organisations qualify on general organisational criteria and not because of their education activities. The relationship is gradually, if not “organically” construed;
- C.43 POs receive continued support for their projects and their functioning based on their track-record. Phasing out after a set period is not envisaged, also because withdrawal, especially of the sponsorship funding, would mean the collapse of quite a few of the POs. The W en D policy provides for an exceptional financial security, compared to most other financing sources. This long term financial support is important for the POs organisational development (see also sustainability);
- C.44 POs and their leaders have shown enormous commitment to do their work, know their context best and have generally developed as an organisation over the years, also through continued assistance from W en D;
- C.45 More than half of the POs are very small organisations, with a small volume and range of activities, limited number of managing and coordinating staff and hardly specialised education staff, a restricted overall budget. Though very important for the beneficiaries and meaningful, their work is mostly localised. Because of additional factors of also often being young organisations, one amongst very many etc. the small organisations hardly have an influence on the education sector and its actors;
- C.46 The relatively large POs have a large volume and larger range of activities, larger numbers of management and coordinating staff and in some cases specialised education staff, a considerable budget. Their role in local networks may be important, but they are still too small to influence the sector at regional/state and national levels of their own. Increasing their size by adding on to their activities (in volume and diversity) may be seen by POs as a main strategy to gain more influence in general and in the (Christian) education sector;
- C.47 In all cases POs are formally recognised by the government. However, actual acceptance of Christian organisations differs from one context to the other. Likewise the role of Christian education institutions differs per country. These are significant factors that influence the way in which POs can work, and make the W en D approach to partnership the more relevant;

Recommendations:

- R.19 Small organisations, that have a potential to develop further, have been identified by W en D. A long term W en D assistance, as well as measures of organisational and institutional development, can be instrumental in their organisational development, as also “old” POs have demonstrated. It can not be expected from these organisations to have an important role in the sector and in (Christian) education content matter;
- R.20 Larger organisations should look at alternatives to influence the sector and to develop education content matter. Establishing or becoming active in existing networks in order to provide for more “critical mass”, like partner M and N networks in Haiti, should get priority. This is also recognised by W en D and it has become part of its policy already. W en D should continue to insist on such networking and can be more proactive, probably together with other likeminded financing organisations, to get such networks working in selected countries and thus mobilise for change;
- R.21 Organisational performance in the execution of W en D financed projects should be specifically mentioned in Terms of References (TORs) of evaluations. Likewise, POs

should better use the opportunities offered by an evaluation to learn, by showing the follow up that will be given by the management.

4. Overall programme implementation by W en D

Findings /conclusions (overall expenditure):

C.48 During the evaluation period a total of just over 46 million euros has been spent in the Education Programme. The total expenditure per year has considerably increased every year during the evaluation period: the reference year being 2004, this is respectively for 2005 +16%, for 2006 +20% and for 2007 +28,5%. The shift in expenditures per continent, themes and to African countries (POs) is visible in numbers of POs that are active in the sector and amounts spent. This confirms that W en D has succeeded in its overall objective of growth, and expenditures are in line with projections in the multi-annual planning;

Findings /conclusions (funding):

C.49 Over the evaluation period, the relative share of sponsorship funding for the whole programme (all continents) has decreased (from 65 to 57% of the totals of year 2004 and 2007), while project support has increased (from 35 to 43% for the same period). This is logical, as more funding through institutional donors has become available, especially through MFS. Africa (thirteen percentage points) and Latin America (seventeen percentage points) show a very strong increase of projects financed from other sources, while Asia has benefited even more from sponsorship (an increase of three percentage points).

C.50 Fundraising has followed suit to the planning, with a relatively larger part funded from other sources than sponsorship. Fundraising has been possible also due to W en D co-financing possibilities and its basis in society, the effective shift to countries that are prioritised by institutional donors, i.c. failing states and attention to specific themes like HIV/Aids;

C.51 The very good performance of W en D at the level of fundraising, both through increasing the sponsorship and institutional funding, has provided a "luxury" position; the total budget has increased considerably and constantly and has made it possible to continue with the programmes, as well as to realise the shift in emphasis to Africa.

C.52 W en D and POs have been able to formulate, agree and implement projects that have consumed the significant increase in funding;

C.53 It is not clear from W en D policy papers what would happen if the overall budget stabilises or worse, decreases substantially and for a longer period. It creates some degree of uncertainty on the part of POs;

Findings /conclusions (activities):

C.54 Analysis of the importance of activities in terms of volume and amounts shows the following:

- Primary and secondary education are the predominant activities. Most POs are involved in these activities. Investment wise, primary and secondary education - including scholarships and day care- account for more than 70% of the total budget per year;
- Own schools at primary level have been given priority by POs, representing more than 60% of all investments on the average during the implementation period (61, 62, 65 and 60% annually). At secondary level own schools are given a high, although decreasing priority investment wise (89% in 2004 and 78% in 2004). This confirms that POs tend to give own schools priority, although it should be taken into account, that some POs do have many own schools, while others have none;
- The number of POs active in pre-primary education has increased slightly, but not significantly;
- In primary education, the number of POs with own schools and day care has stabilised in absolute numbers, while the number that let children

attend other schools has increased. The latter is partly due to the fact that the new POs⁷ generally did not have their own schools;

- The number of POs providing scholarships to children has increased also, especially from 2004 till 2005. At secondary level, the number of POs providing scholarships has also increased while own schools, other schools and day-care have largely stabilised;
- Infrastructure, including new constructions and facilities, shows a doubling of POs that are active. However, in absolute terms the investment has been rather constant over the 4 years, meaning that there is a relative decrease in attention given to this type of investment and of investment per project;

Recommendation:

R.22 W en D could share its risk profile as a financing partner with POs in order to give POs the opportunity to integrate this in their risk management strategy. This might be an extra impulse to POs to include provisions in their own strategy development, including the continued attention for generation of (more) own resources;

⁷ At least, those in the sample.

5. Education programme planning process

Findings /conclusions (decision making):

- C.55 POs are asked to take the initiative and propose projects for financing. The actual identification and formulation process is very much one of a two-way communication between W en D and the POs in which dialogue plays an important role and additional information is sought. W en D does not show an attitude of pushing or demanding certain types of projects, instead POs are recognised for their knowledge and closeness to their contexts. This is in line with how W en D approaches partnership and ownership at the level of POs;
- C.56 The overall process of identification – formulation and especially the appraisal-financing decision steps are very clear and adhered to. Associated procedures and the division of responsibilities are clearly embedded in the W en D organisation. The set of criteria used and other conditions for financing, are clearly defined as such and also applied in general. It is also clear what the POs may expect in response to its proposal in terms of timing and recourse. Very few projects that have been financed were after all not implemented, or had to be changed substantially after all;
- C.57 Once a proposal has been submitted it will take W en D 6-8 weeks on the average to do the appraisal, draft the Project Agreement, have everything signed internally and inform the PO of its decision. This is a very acceptable period. Substantial delays in decision making were exceptional and not systemic;
- C.58 Working towards a result, that is a financed project thought worthwhile by POs, is part of the accommodating attitude of W en D. The bulk of the projects in the Education Programme being a continuation of what (and how it) was done before, may explain to some extent such an attitude. The other is, that the actual increase of funding has given a margin to accommodate the plans and projects, as long as these were also foreseen in the annual plans. The same margin allowed for some flexibility as well;

Findings /conclusions (Monitoring and evaluation):

- C.59 W en D has a balanced set of monitoring instruments like the progress reporting by the POs, the annual and five-annual visits and frequent other contacts. It is also important that the relation is longstanding so a lot is just known, including part events. In combination these instruments give sufficient information to know the situation per project, including expenditure justification. The internal protocol for monitoring and control describes clearly the processing of progress reports and responsibilities at different levels.;
- C.60 Progress reporting conditions and requirements are clearly outlined to POs and in the Project Agreements. They are cut to measure for the various types of projects. For different types of projects, a number of key-indicators have been formulated on which reporting has to take place. This is done to increase the comparability of projects and in response to requirements from external funding sources, notably MFS. These formats look most functional for annual reports;
- C.61 All POs active in education send in narrative and financial reports after all. Narrative reports generally come in timely or almost timely. Exceptionally they come in late or very late. There are indications of a correlation between timeliness or lateness and adequacy of the monitoring systems of the POs. Once a PO reports well, it does so for all its projects;
- C.62 Narrative progress reporting shows some shortcomings:
- a. Reports are often too detailed and not consolidated, thus not responding sufficiently to management questions. Additional information has to be acquired through the other instruments;
 - b. The potential to learn from monitoring reports is reduced, because very few POs include an analysis of learning points and reports may be biased in relating internal organisational matters;

- C.63 Financial reports are regular and consolidated and show that expenditure is generally in line with budgeting.
- C.64 Visits by W en D of all POs (annual and five-yearly) are the core instruments for project monitoring and follow up, both of management related topics and education content matter. In addition it makes quick decision-making possible in selected cases, as the CEO and heads of departments are participating frequently. Visits are functional for the mutual (personal) contacts which bring the organisations closer together and gives “a signature” to the type of partnership W en D envisages. It also makes it possible for W en D staff to keep feeling with projects and people responsible for it, as well as to learn themselves from discussions and verify their points of view;
- C.65 The new W en D evaluation policy materialises quickly over the last two years; the present evaluation can be based on a considerable number of project evaluations and additional research organised by the POs;
- C.66 In all, there is however very little consolidated information on each project or all projects of a particular PO. The forthcoming SMAPS and reporting on the those same lines may serve the purpose to also consolidate information.

Recommendations:

- R.23 W en D and POs should continue to work through dialoguing as they do, as it is a strong point of culture, together with the accommodating attitude of W en D;
- R.24 POs should be better made aware of the precise management questions posed by W en D, so that data are consolidated at the appropriate levels. POs may use the same reporting to answer their own management questions to a large extent, if and when W en D is the major financier;
- R.25 POs should also look more and better at weak and strong points, including those in their own organisations, so that the learning effectiveness is increased . More can be done to improve the reliability of data ;
- R.26 W en D might want to make follow up from monitoring and evaluation on major points conditional to further financing, in addition to sharing and discussing results during different occasions and waiting for POs to act;

6. Implementation by the partners

Projects consisted of:

- payment of costs for access to primary, secondary and higher education.
- provision of scholarships
- basic care
- education in their own schools
- boarding and taking over the total care and raising of children
- day care
- other activities like sports days, camps and giving presents
- literacy training
- the construction of infrastructure and installation of facilities
- capacity building of staff and teachers
- policy influencing.
- curriculum development

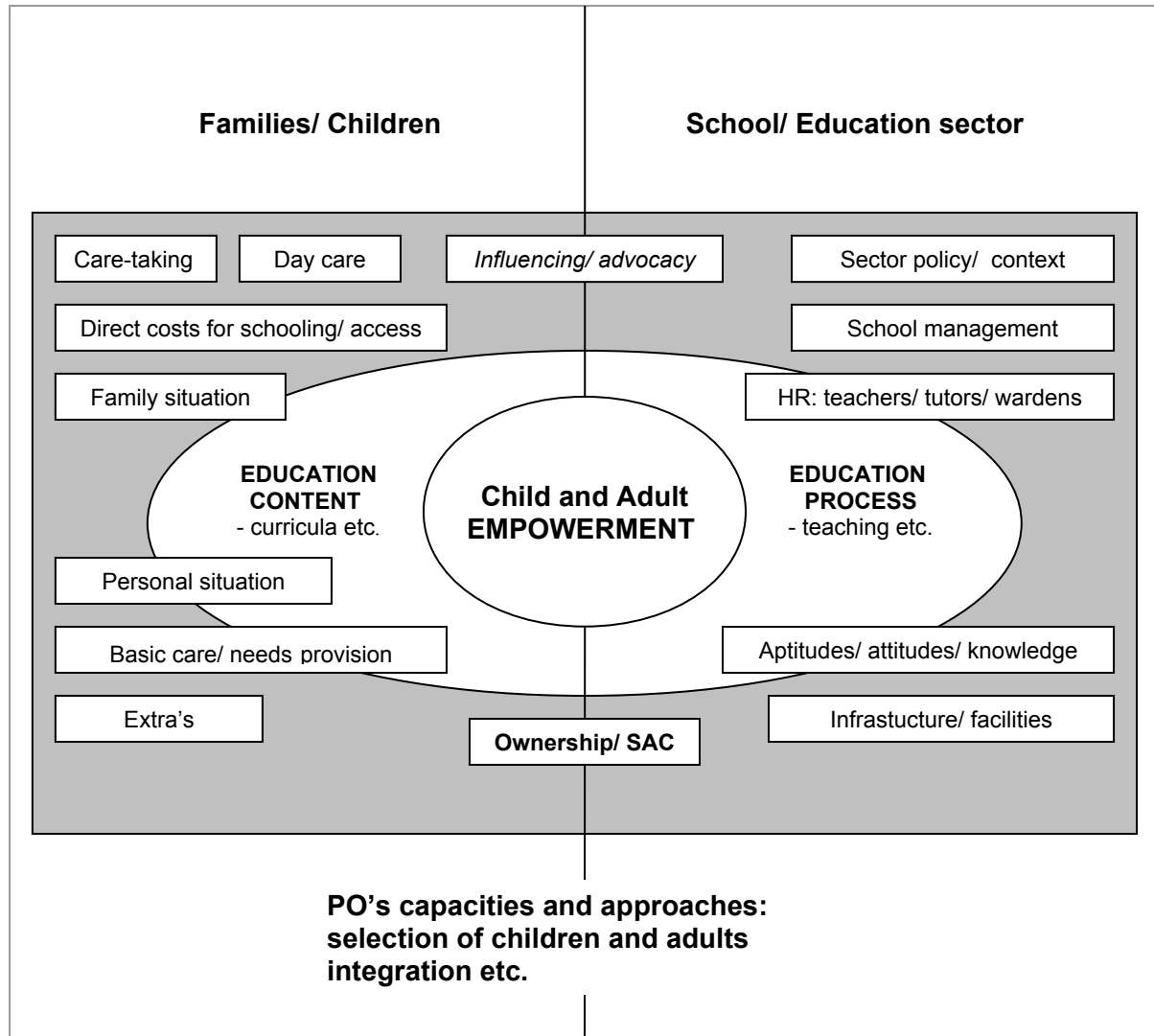
From the general picture of the intervention presented in figure 3 it is clear that most interventions are geared towards the improvement of conditions either at the level of the individual or in schools/facilities. The relative attention for education content matter and the education process as such is limited, certainly in terms of investments and numbers of activities.

Findings/ conclusions (performance and cost-efficiency):

C.67 The implementation of the projects, by the partners, has been very efficient overall:

- a. Partners carry out the projects proposed and as agreed to. Only in a few cases delays in implementation were registered;
- b. Planned and actual figures are generally in line. The volumes of children that are supported through the sponsorship programmes are actually of the same magnitude as planned. The exception are the literacy activities that have run behind, notably because of lower effective enrolment and attendance;
- c. The infrastructures are all realised and, like the facilities that were acquired, put to use right after;
- d. POs execute the schooling projects generally within the planned budget. Under- and over expenditure occurs, but is within acceptable margins;
- e. Infrastructure and facilities projects have been executed within the limits of the planned budgets;
- f. Literacy training demands a huge organisational effort but absolute amounts are low. The degree of voluntarism that is expected from animators may be one reason why their performance and commitment is low and may after all be a wrong departure point for such a programme;
- g. This evaluation can not determine to what extent costs have been within limits in the absolute sense. There is little comparison possible also because detailed figures of market prices in the different contexts are not available;

Figure 3: Schematic representation of important education interventions by the POs of W en D



Source: Consultant Mr. Jenze Fokkema 2009

Findings /conclusions (selection of beneficiaries):

- C.68 The participation in decision making by end beneficiaries and other stakeholders is generally not organised. Experience in partner P in Nicaragua shows that PTC type of organisations potentially have a valuable advisory role and may insert a degree of social control, which is a result of felt ownership;
- C.69 Procedures may be open through wide advertising or mouth-to-mouth communication, but in many cases of selection for schools and residential facilities use is made of an informal referential system through local pastors, village leaders or other prominent persons in the area or in the PO. For literacy training, applications are rather open and there may be provisions for sanctioning of the proposed list by the government;
- C.70 In cases of own schools and residential facilities, final decision making is very much and solely the affair of the POs leaders and representatives of the churches. For other schools (government or other privately owned), the teachers or headmasters may be the sole persons to advise on admission.
- C.71 Some POs do, but most POs do not avail of a transparent procedure to do the pre-selection and the final selection. Clear and complete guidelines do generally not exist or existing guidelines and criteria are differently interpreted in the same PO. In none of the POs a complaint procedure seems to be included for parents that are not admitted. In practice, selection may be open to manipulation by influential people,

which may in turn lead to a bad image of the PO. Procedures to sanction for misinformation have not been identified in the documentation;

- C.72 Once selected, children remain in the programme. This is to some extent logical, as continuity is an insurance in part that the initial investment is capitalised upon. However, very few POs do re-check for changes in the family situation after a number of years, which could be a reason to review an existing sponsor relationship or include children that were not admitted earlier on.

Findings /conclusions (service delivery by the POs):

- C.73 Quality of the implementation process is insufficiently discussed in progress reports and evaluations and if so, only factors external to the PO organisation are mostly analysed;
- C.74 Service delivery performance of POs schools and residential facilities has been indirectly measured. In all, performance varies between extremes of some POs performing well and doing so in almost all respects, to other POs not performing well at all and doing not so in almost every respect:
- C.75 As far as the satisfaction of parents and students has been measured, schools supported through the W en D programme receive overwhelmingly “good” or “very good” scores, although points to be improved were identified. Evaluators join these positive qualifications for a number of schools and POs. They are in a number of cases also critical to very critical of the way facilities are used, students are treated, teaching is done and of the way things are organised internally;
- C.76 The appreciation by parents and current or ex-students as well as evaluators of residential facilities is generally positive or mixed-positive in terms of the provision of basic care and physical environment (food, facilities, cleanliness etc.), caring (behaviour and attention of wardens or home parents), as well as catering for religious and spiritual life. There is scope for improvement in most facilities but these are generally known to the management and so progressively catered for. In one case in the sample there are major risks due to ineffective management and organisation, as well as perception of what care-taking is;
- C.77 Literacy training in the two major programmes has met with significantly inadequate management and organisation on the ground, which had a major effect on the results. It is not sure that adaptations in programming, if at all made, will have the desired effects;
- C.78 Capacity building/teacher training has been implemented through short workshops and on an incidental basis on the basis of perceived needs. The trainings have met the expectations of participants.
- C.79 Christian curriculum development improvement has been set up along two organisational models, one in which one PO takes on a holistic curriculum overhaul and one by a network- organisation working on aspects of the Christian curriculum. The network-organisation model is also used for policy influencing in Haiti. The setting up of the network-organisation is a process in itself, demanding a lot of effort and a medium or long term perspective. Coordinated donor effort has been instrumental and is conditional for setting up such networks as POs tend to be too much inward-looking organisations and do not have a position amongst that permit them to organise such networks by themselves;
- C.80 The past organisational immaturity of the network organisations in Haiti has hampered the achievements so far and to some degree, but a number of targets have been reached. Most importantly, recognition has been obtained from both government and other organisations in the education field;

Findings /conclusions (collaboration/ empowerment):

- C.81 Explicit and structured collaboration with other organisations – the government or other NGOs- is occurring. Many organisations find reasons for some collaboration in the execution of daily activities and for specific reasons, (e.g. the government in order to organise exams);

- C.82 The general outlook is however that POs work rather much on their own when implementing their activities and that structured and strategic alliances are virtually inexistent. This is also due to the often localised character of the activities;
- C.83 Very few POs have an active policy to involve parents (in Parent Teacher Committees) or community organisations in the decision making and communication, although existing experiences of some POs are promising. POs do not seem to assist in setting up or strengthening organisations that have an above-local advocacy and communication function;
- C.84 There are indications that many parents feel little ownership towards the education of their children. It is quite well possible that existing approaches develop some kind of dependency syndrome. They also do not prepare parents for taking up responsibilities (achieving empowerment, ownership and the Social Accountability);
- C.85 There are frequent one-to-one contacts possible between parents and teachers or homes to discuss performance of the children and matters of discipline. Teachers/ POs do hardly ever outreach to families though.
- C.86 Parents are not specifically stimulated to support their children in homework, the distance to bridge being too wide: there may be no parents, parents are often illiterate, not conversant with the medium etc. Also the literacy training would have to be of another level and differently organised if parents would effectively be able to contribute;

Recommendations (beneficiary selection):

- R.27 POs that do not avail of guidelines for the selection of end-beneficiaries should develop a clear and complete set. In the guidelines a combination of criteria for the socio-economic status of families to which children belong as well as particular criteria to determine the vulnerability of the individual child should be included. The procedure to measure these criteria should be outlined and should include possibilities for open application, reference, checking as well as rechecking on the spot.
- R.28 The selection should make use of similar exercises done under other components of the PO programmes in the same area, respecting however basic rules of privacy;
- R.29 Decision making on selection has to be made more transparent. Triangulation, including a representation of parents and other local representatives, teachers or pastors that have frequent contacts with families, as well as staff of the PO is advisable. These parties can use a scoring-list to determine acceptability. The scoring list should be filled out by people that have sufficient knowledge to present a realistic picture of a family situation like social workers for example. These people should not have a vote in decision making;
- R.30 POs should widely publicise criteria for admission and the ways open to parents/families to apply;

Recommendations (Service delivery):

- R.31 In progress reports (through the analysis of performance and self-evaluations) and external evaluations the quality of the implementation process and actual service delivery at the level of POs should be more extensively treated. Both internal and external organisational and management factors should be considered. In all cases where evaluations point out major problems, the management reaction by the PO should be followed by an improvement plan;
- R.32 The quality of the service delivery, including the way in which POs are organised, has to be strengthened in a number of POs. How POs will do that and them actually doing it, should be made conditional for further financing or for the extension of programmes.
- R.33 W en D may have to reserve more funds under its capacity building programme for an integral improvement of the quality of service delivery and professionalism on a case-by-case basis, as overhead provisions on activity programmes of POs are insufficient for such an investment;

R.34 Conditions for a good organisation of literacy training have severely been underestimated and are not always fulfilled. The present literacy programmes should be reviewed and conditions are to be set for their organisation. The first concern should not be to increase volume, given PO capacity and knowledge. It is advised to consider implementation by or with specialised institutions on contract basis, instead of just adding this type of activities on to the amalgam of activities already executed by the POs.

7. Effectiveness

This concerns the effects of the programme at end-beneficiary level as it has been executed and specifically the education and literacy activities as such. The intermediate effects of infrastructure activities, the adding on of facilities etc. in terms of better conditions for education (quality) is assumed to contribute indirectly to the major effects and impact at the level of end-beneficiaries. The data base measuring the effects is as yet insufficient to fully substantiate most of the effects and with-without analyses are difficult to organise. Consequently the difference education or literacy training makes at the level of the family or community is not easy to establish. Perceived changes by different stakeholders can however also be taken into account.

7.1 At programme and project level

Findings/ Conclusions (participation):

- C.87 W en D and POs have been very successful in increasing the numbers of participants in schooling; in absolute terms the increase for all regions from 2004 till 2007 is from 45.000 to 58.000, which is a 29% increase, taking 2004 as the reference year:
- The largest increase is in Africa (+115 %), where both old POs (partner B in Burkina Faso and partner Q in Ethiopia) and new POs notably GCDPO-Zambia have shown a considerable increase;
 - Asia increased with 11% but increases per country and per PO were not drastic;
 - Latin America increased with 18%, where partner T in Colombia and partner P in Nicaragua showed the largest increases.
- C.88 The reported numbers of beneficiaries of literacy projects might be estimated as high as 20.000 or more, as partner E in India alone reports more than 11.000 participants. These figures should be regarded critically as there may be double counting for people that do the same course again or who do follow-up courses, but above all because the actual enrolment and attendance has been significantly lower than reported figures;
- C.89 For both schooling and literacy training the very fact of participating signifies a major effect, as it means not only acquiring knowledge and aptitudes (and attitudes), but also and may be in the first place, socialising and interaction with peers and being recognised for it. Groups that had minimal chances because of often combined factors of poverty, multi-problem situation at family and personal levels, discrimination etc. have been given at least equal chances to enter and stay. A high percentage might otherwise not have studied;
- C.90 The access of boys and girls in most projects is more or less fifty-fifty on the average for different levels. Decreasing participation of girls in higher levels is apparent because of general priority is given in some contexts to the education of boys and because of early marriage;
- C.91 A large percentage of the children continues to participate once they enrol up to a certain level as is shown by promotion figures for such levels.
- C.92 Drop out percentages are approaching standards set, but tend to be higher still. Reasons are multiple and mostly explained by contextual economic and cultural factors, less by personal factors. The underperformance of the PO organisation and management, the school or teachers/animations are systematically not taken into account while it may be the major reason for increasing or decreasing trends;

Findings/ Conclusions (opportunities):

- C.93 Most of the primary, secondary and tertiary education is academic and so does not prepare for a particular type of job. However, reaching a certain level is for most jobs

conditional. The greatest effect lies in the degree to which children can continue their education at a higher level or can get access to specialising training;

C.94 Promotion figures differ considerably for different levels, with the highest percentages

(up to 100% for some schools) in the lower grades where attendance is the more determinant factor and in the highest education levels where individuals have assumedly a stronger focus. Other schools are lower but none of the POs for which percentages were available showed lower than 80% figures except for one PO. Promotion rates may show trends of increasing or decreasing per PO, but reasons are not explained. Groups with a special profile (e.g. children from tribal areas) do not necessarily show lower rates, but this has not been sufficiently analysed;

C.95 Chain flow figures calculated on the basis of reports of POs suggest that small percentages tend to continue from primary to secondary education, but these figures do not take into account all factors. Additional research done by W en D in the framework of sponsorship programme, would indicate a percentage as high as 90%. For continuation to higher level education little data are available in the evaluations;

C.96 Once children enter secondary school a percentage of 85% succeeds in passing the

exams, which is high. These are however figures that are based on two cases only for which these data were available.

C.97 A lot of children succeed at their exams in schools for certain levels. This means in principle that they have acquired the knowledge and aptitudes required at the levels set in the particular context. Quite a number of schools reach percentages above or at the standards set (95%). Most schools are as yet underperforming below standards set, some show improvements over the years;

C.98 Most schools in the programme are significantly better compared to average minimum standards and to average rates achieved in a given country for the same exam. This means also that in addition to it being an indicator for performance of the POs and the schools, comparatively more children grasp opportunities in supported schools compared to other schools. At the lower aggregate level, the levels reached by the schools in the programme compared to "similar" schools in the vicinity may be

higher, but also lower.

C.99 There is not enough evidence:

- a. to state to what extent a difference exists between boarders and day scholars
- b. nor between schools owned by the PO or by others, c.q. government schools or other private schools;
- c. day care does not seem to make the difference in achieving good results.

C.100 Boys and girls may show alternating better results also depending on the level reached. Once reaching higher levels or when doing specific courses, performance tends to increase;

C.101 Knowledge tests of children in the programme give restricted added value overall as

numbers and conditions differ. In one case, the results were rated poor to very poor and in another case the children of one school scored according to average levels in

the country, one was significantly higher;

C.102 The effectiveness of the literacy programmes is low compared to initial enrolment.

The figures available for two POs show low success rates in exams in the reasonable rates in the other PO. Nevertheless, the absolute numbers of participants passing exams are still high and this signifies that literacy training has been an opportunity for many illiterates to get an exposure to reading, writing, calculations etc. and the associated gain in confidence and status. The functionality of the literacy training is doubted in one evaluation, as after a number of years even

acquired knowledge or aptitudes are apparently forgotten. An exception needs to be

made probably for exposure to themes like health and sanitation during these training session. It may have produced a higher level of awareness and there is a heightened awareness on spiritual belief observed as well;

Findings/ Conclusions (personal development):

- C.103 It is perceived by actors concerned that education helps in getting a job and more income. Improved access to work as a result of education appears difficult to prove statistically, as is increased income due to measurement problems. It appears that special courses (under the Job and Income programme of W en D and the evidence concerns a few projects with small numbers only) are likely to be an assurance to acquire a job in line with the type of education/training, as is increase in income.
- C.104 Perceptions of almost all stakeholders are that children, educated under the W en D programme, show changed attitudes and behaviour in terms of : increased motivation, self-consciousness/ confidence, self respect/ no inferiority complex, open minded/initiative/more expressive, self determination/ more courageous, cooperative, industrious, sincere. These changes would probably scored in the same way for any other Education Programme that is well implemented; it does not

distinguish the W en D programme from others in those respects. However, a better Christian life as a result of Christian education and the care given in homes and other residential facilities is emphasised by the same respondents as well as being very positive factors (for them).

Findings/ Conclusions (families/ general society):

- C.105 The (extra) contribution to family budget of students who found (better) work and have (more) income can not be proved, but it is clear that ex-students contribute to the family household income in many cases;
- C.106 A general economic effect on society can not be proven on the basis of existing data. In one case the diminished dependence and consequently the diminished exploitation of fishermen in Vaderevu in India on traders is observed The fishermen, have become more capable to judge figures, to read and to write and to critically follow calculations due to literacy training;
- C.107 In combination with other activities of POs the education efforts may have reduced tension in families because the burden that was felt has decreased significantly. Also un-social behaviour of some youths may have diminished;
- C.108 Educated children are active in society, be it as tutors, in the church in other organisations or they start new organisations.

Recommendations:

- R.36 To substantiate conclusions on basic indicators a number of POs still need to introduce the systematic collection of information and present and analyse this in their progress reporting. Definitions of the basic indicators and measurement has yet to be improved and applied in a unitary way in order to increase comparability and relevance. More emphasis should be placed on tracking whether children continue education after having finished a certain level (either in the PO system or outside). The tracking of ex-students (both drop outs and successful students) can give valuable information on effects in respect of follow up education and work and income, but this may better be done on the basis of sampling instead of full coverage. POs may want to create capacity for such monitoring in conjunction with the monitoring of their other activities; doubling of efforts in different departments should be prevented. The W en D capacity building department can further assist in this, in coordination with the Advice and Research Department and the staff from the Projects and Programmes Department, responsible for the Education Programme;

- R.37 The recent policy to execute applied research, cut to measure for questions that arise during the implementation, should be continued and action taken on conclusions. One such action is searching for complementary actions to reduce drop out of girls at certain ages by creating awareness in families on education for girls in certain contexts, like India. Other research in e.g. a limited number of contexts, may focus on questions arising around groups with a special profile like children with trauma, from tribal areas and/or language groups etc. However, basic research is not necessarily to be done on the spot; if such research has been done already in a comparable context literature research would be sufficient and/or it could be coordinated with other actors in the field;
- R.38 The evaluations may zoom in on a restricted number of aspects that are common for all situations and on selected other aspects of education activities of the particular PO. For example a choice has to be made to what extent extra testing is to be done; the relatively limited scale and one-moment testing is probably not representative, especially if children have not been able to prepare themselves like they do for regular exams;
- R.39 In searching for explanations for drop out and under-performance in exams, the influence of under-performance of schools/teachers, general organisation and implementation of the sponsorship programme should be taken into account as well.
- Recommendation (effectiveness):**
- R.40 The need to be critical on what is learned should be emphasised and for that reason curriculum development, contextualised learning and teacher capacity training should receive strategic priority in the programme;

8. Sustainability

Findings/ Conclusions (partner organisation level):

- C.109 The sustainability issue has received rather limited attention in the education programme, or limits are quickly reached.
- C.110 POs have a limited financial resource base. Overall, their dependency on donors is at a 100%. Only a few POs have limited own resources and multiple donors. Many POs depend to a large extent on the W en D sponsoring for their education activities and related basic care for children.. As far as W en D in their relation with POs is concerned, the major risks are covered by the risk management system that is applied (partial commitments followed by full commitment if and when funds are actually available) and the in-built continuity of the partner relationship. Woord en Daad might clearly communicate to POs their risk profile as financing partner in order to give POs the opportunity to make this part of their risk management system.
- C.111 In practically all projects, the initial investments are fully done through external financing by either W en D or other donors. Cases of co-financing are however few and in the case of partner N in Haiti there is joint financing by Tear Fund.

Findings/ Conclusions (project level):

- C.112 Continuity of activities and running of infrastructures, facilities and the PO organisation or the schools and care-centres etc. is solely based on an assumption of continued external financing by W en D (or other donors). Until now W en D has not made this an important issue as well, as it accepts the long run financing of all costs in the framework of partnership:
- a. The financial burden to send a child to school or raise it in a home or hostel is in almost all cases fully borne by the sponsorship funding; parents or caretakers are not asked to contribute, except for a few POs that ask cash contributions (30% of the cases but contributions are very minor). This situation is an accepted fact as the target group is too poor. Important is also, that the mind-setting of both POs and recipients is one of "charity". So this also explains to some extent that initiatives to changes this situation are scarce. Given the situation it must be recognised also, that possibilities are very minor to find alternatives;
 - b. For infrastructure projects the condition is, that legal ownership is assured. There are no further conditions for the (long run) maintenance and reservations to be made for renewal. Contributions may be asked in kind (labour, stones etc.) when the infrastructure is realised but this diminishes the initial investment ;
 - c. The possibilities to run and maintain the schools, hostels/homes or day-care centres financially independently are hardly an issue raised. Contributions by the beneficiaries (children and families) are considered "impossible"; the poorest of the poor are unable to contribute in cash, as their cash incomes are negligible and if asked for, they would not send their children to school or to the homes. The only activity that is considered to have a potential of financial sustainability is the creation of a revolving fund for scholarships for students. In the case of partner G in India this formula looks promising according to the staff interviewed, but it has got to prove itself as yet;
 - d. NGOs themselves do not generate funds and / or have other priorities (use it e.g. for evangelism).
 - e. Some proposals express an intention to finance costs from "economic activities", like the sale of products of a sewing centre, but in the agreement this is not made conditional and in later progress reports this element is no longer mentioned.

- f. Some POs, like partner S in Thailand try to attract also non-sponsored children to their own schools, who are then asked to pay a fee (“cross- contribution”), but those children would still get some additional support and so not realise a margin from which other costs can be paid or a reservation can be made;
 - o The contributions from the governments are not considered an alternative as schools owned by the POs are private schools; recognition of private and in first instance informal schools by the government gives a certain status and government might in some countries take over part of the running costs, although hardly any hard assurances are given. Partner C in Sierra Leone is the only case identified in the sample of proposals which expects that the government contribution will materialise for three schools and so the organisation intends to withdraw its own support in another five years time;
- C.113 “Ownership” at different levels, which may signify an important element for sustainability, is not given priority by the POs nor in the approaches of W en D. It could mean that parents for instance feel thus connected with the school or home that they are willing to sacrifice idle time or put in energy as they consider it to be “their own”. That connection does not seem to be present in most of the cases.

Findings/ Conclusions (end beneficiary level):

- C.114 The overall objective of the programme is to create opportunities for children (and adults) for further education, but in the end also work and (better) income. That income will assumedly be available, not only for consumptive needs but also for further investments in next generations. Therefore sustainability at this level is synonymous to the long term economic effect that is sought after.
- C.115 Likewise, at the level of personal development the “empowerment” competencies that are sought after would signify another ultimate sustained effect. It has been shown, that the education activities are as such not specifically geared towards those competencies as yet. Education is more often not focussing critical reflection, creativity and problem solving abilities which make that individual beneficiaries are better able to fend for themselves in different situations, to make use of opportunities or to create those opportunities themselves.

Recommendations:

- R.41 The (decrease) of financial dependency both at the level of POs and projects should continue to be an issue in the exchanges between W en D and the POs. PO’s may be asked to develop organisational strategies which enable them to generate more and continuous funds themselves.
- R.42 From the point of view of sustainability more emphasis should be placed on child centred learning which emphasises competencies for increased empowerment and ownership. As this is possible only in conjunction with the development of the overall education systems, POs should look for alliances at their levels to make such changes.

Table 1: Overview of POs in the sample and selected characteristics

Country	Partner	Description, in short	Total amount/ partner	Sample in %	Number of projects
Burkina Faso	AEAD	Literacy and infrastructure	€ 77.405		2
	CREDO	Pre and primary, secondary and higher education (sponsorship) with capacity building, infrastructural projects and literacy projects	€ 3.600.776		10
Total			€ 3.678.181		12
Sierra Leone	CTF	Pre and primary and secondary education (project support) with infrastructure and capacity building	€ 411.832		4
Total			€ 411.832		4
Zambia	GCPDO	Pre and primary and secondary education (project support), with infrastructure and literacy	€ 84.004		1
Total			€ 84.004		1
TOTAL AFRICA			€ 4.174.017	49	17
India	AMG India	Pre and primary, secondary and higher education (sponsorship and project support), informal education (for street children), literacy, infrastructure and capacity building	€ 5.280.119		15
	COUNT	Pre and primary, secondary and higher education (sponsorship and project support), infrastructure and capacity building	€ 787.665		8
	GSPI	Pre and primary (also for street children) and higher education (sponsorship and project support), infrastructure and capacity building	€ 540.530		4
	HBI	Pre and primary, secondary and higher education (sponsorship)	€ 103.534		2
	IREF	Primary, secondary and higher education (sponsorship) and capacity building	€ 1.057.985		4
	W en D India	Pre and prim., sec. and higher education (sponsorship and project support), infrastructure and capacity building	€ 2.321.465		11
Total India			€ 10.091.298	100	44
Total ASIA			€ 10.091.298	64	44
Guatemala	AMG Guatemala	Pre and primary, secondary and higher education and infrastructure	€ 6.809.379		6
Total Guatemala			€ 6.809.379		6
Haïti	AMG Haïti	Pre and primary and secondary education, literacy, infrastructure, overhead and capacity building	€ 422.301		9
	CRECH	Curriculum development, capacity building and infrastructure projects	€ 207.300		6
	FONHEP	Policy influencing and capacity building	€ 31.613		2
	P&A	Primary, secondary and higher education (sponsorship), literacy, overhead, capacity building and infrastructure			
Total Haiti			€ 661.214		17
Nicaragua	INDEF	Pre and prim., sec. and higher education (proj. support) and cap. building	€ 555.577		1
Total Nicaragua			€ 555.577		1
Total LATIN AMERICA			€ 8.026.170	37	24
End total			€ 22.291.485	49	85

Source: Preliminary research by Woord en Daad

ACRONYMS

AP	Annual Plan	
CBF		Centraal Bureau Fondsenwerving
CSS		Civil Society Strengthening
DPR		Direct Poverty Reduction
EFA		Education for All
HR(D)		Human Resources (Development)
IDP		Internal Displaced People
INGO	International Non-Governmental Organization	
MDGs	Millenium Development Goals	
MFS	MedeFinancieringsstelsel (2007-2010), a subsidy from the Ministry of Foreign Affairs/	Development Cooperation, Netherlands
PI	Policy Influencing	
POs		Partner Organizations
PR		Public Relations
PRSP		Poverty Reducation Strategy Plan (or Paper)
PSO	Personele Samenwerking Ontwikkelingslanden	
SMAP	Strategic Multi-Annual Plan	
SMART	Specific – Measurable – Applicable – Realistic - Timebound	
SMED	Small (and Medium) Enterprise Development	
SWA	Sector Wide Approach	
SWOT	Strengths – Weaknesses – Opportunities - Threats	
TMF	Thematische Medefinanciering (2003-2006), a subsidy from the Ministry of Foreign	Affairs/ Development Cooperation, The Netherlands
TOR		Terms of Reference
UNESCO	United Nations Educational, Scientific and Cultural Organization	
UNDP	United Nation Development Programme	
USAID	United States Agency for International Development	
VET		Vocational Education and Training
WFP		World Food Programme
W en D		Woord en Daad Netherlands

1. INTRODUCTION AND METHODOLOGY

1.1. Background of the evaluation

The Foundation Woord en Daad (W en D) is a Protestant Christian inter-church organization working in international development cooperation and based in the Netherlands. W en D finances activities of its Partner Organizations (POs) with whom a long term collaboration has been established by way of a partnership agreement. There are special arrangements for collaboration with other organizations, that work in the same field and with new partners.

W en D distinguishes three programmes of activities: Education, Work and Income and Basic Needs. The Emergency Relief and Reconstruction activities are now part of the Basic Needs programme.

In 2006 W en D decided to carry out a programme evaluation every year. The present evaluation of the Education programme is the second such evaluation. In this way there will be a major input available for the review of the W en D overall policy every four years, although policy development is a continuous process in W en D.

The Education Programme is the largest programme of W en D. The programme budget is generally around 50% of the total annual budget over the years 2004-2007. For the same period, expenditures under the programme are around €12 million annually. Education activities, including sponsorship, are executed by 29 POs in 17 countries in 2007. The number of beneficiaries of the education activities has grown considerably over the years.

1.2. The evaluation process and methodology

Preparations of the evaluation started from March 2008 onwards with the drafting of the Terms of Reference (see Annex 1). The Terms of Reference (TOR) gives a detailed overview of the questions to be answered at 4 levels of analysis:

- f. W en D Policy and programming
- g. W en D relations with partners and collaboration with others
- h. W en D program implementation and management
- i. Partner implementation and management (of education projects)

In this report a 5th level has been added, in order to distinguish the effects and impact at beneficiary level.

The study has been commissioned to Common/ Mr. Drs Jenze Fokkema en Van't Rood Educational Services/ Mr. Dr. Rogier van 't Rood.

The core of the evaluation concerned a sample of POs. The sample has been chosen by W en D on the basis of their preliminary research (see table 1). Criteria, like the importance and duration of the collaboration with the partner (all partners in India have been included due to longstanding relationships, but also recent partners like GCPDO in Zambia), small and large partner organizations, coverage of the various education activities financed, coverage of all continents and thus different contexts were used. The sample represents a substantial amount out of the total investments. At the same time evaluation reports of education projects of these POs were available.

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India	AMG India	Pre and primary, secondary and higher education (sponsorship and project support), informal education (for street children), literacy, infrastructure and capacity building	€ 5,280,119		15
	COUNT	Pre and primary, secondary and higher education (sponsorship and project support), infrastructure and capacity building	€ 787,665		8
	GSPI	Pre and primary (also for street children) and higher education (sponsorship and project support), infrastructure and capacity building	€ 540,530		4
	HBI	Pre and primary, secondary and higher education (sponsorship)	€ 103,534		2
	IREF	Primary, secondary and higher education (sponsorship) and capacity building	€ 1,057,985		4
	W en D India	Pre and prim., sec. and higher education (sponsorship and project support), infrastructure and capacity building	€ 2,321,465		11
Total India			€ 10,091,298	100	44
Total ASIA			€ 10,091,298	64	44
Guatemala	AMG Guatemala	Pre and primary, secondary and higher education and infrastructure	€ 6,809,379		6
Total Guatemala			€ 6,809,379		6
Haïti	AMG Haïti	Pre and primary and secondary education, literacy, infrastructure, overhead and capacity building	€ 422,301		9
	CRECH	Curriculum development, capacity building and infrastructure projects	€ 207,300		6
	FONHEP	Policy influencing and capacity building	€ 31,613		2
	P&A	Primary, secondary and higher education (sponsorship), literacy, overhead, capacity building and infrastructure			
Total Haiti			€ 661,214		17
Nicaragua	INDEF	Pre and prim., sec. and higher education (proj. support) and cap. building	€ 555,577		1
Total Nicaragua			€ 555,577		1
Total LATIN AMERICA			€ 8,026,170	37	24
End total			€ 22,291,485	49	85

Source: Preliminary research by Woord en Daad

The team's evaluation activities (see Annex 2) consisted of:

- A detailed desk-study during the latter half of 2008, which included:
 - o an analysis of projects carried out by different POs. The project files included the proposals, assessments by W en D, the agreements, progress reports, and if available the so-called end-memos;
 - o sector Multi-Annual Plans (SMAPs) of some POs;
 - o reports of annual visits by W en D staff to POs;
 - o as part of the TOR, the results of an extensive preliminary desk study done by W en D staff. This described the major characteristics of the programme and helped in the formulation of the TOR as well as the sampling;
 - o the results of 4 partner conferences held in 2008, during which also the education activities of partners, policy and approaches were discussed;
 - o baseline surveys and specific research done by W en D staff (see Annex 3);
 - o policy plans (Multi- Annual and Annual Plans of W en D);
 - o annual reports of W en D;
 - o other literatures (see Annex 3).
- The reports of 17 education project evaluations⁸ carried out by the POs (see also Annex 3);
- Face-to-face interviews with staff of POs during three partner conferences and with staff of different departments of W en D. The evaluation team sent also an additional questionnaire to the POs on organization aspects to which most POs responded.
- One meeting has been held with the W en D Netherlands internal reference group to discuss the progress of the evaluation study. The first draft report was made available to W en D by the end of December 2008 and was discussed on January 12 2009. A second draft was presented in the beginning of February 2009;
- A validation meeting was held on February 19 2009, after which this document was finalised.

The present evaluation reviews the education programme of W en D for the period 2004-2007. During this period W en D has reformulated its general policy and approaches, including the education programme. Notably the participation in the Dutch International Cooperation Ministry's so-called TMF- followed by MFS subsidy- has induced considerable changes in its presentation. It lead to a reformulation or adaptation of the presentation of the intervention logic. The MFS requirements and response have been the basis for the W en D policy plan 2007-2010. The evaluation of the education programme had to deal with such and similar changes. Recommendations are therefore focussing on the ongoing policy period 2007 until 2010 and the preparation of an education policy paper.

The evaluation has been greatly facilitated by the preliminary research done by W en D staff and their continuous availability. The enormous number of pages (an estimated 7,000) have been copied for both evaluators and other material was available digitally.

W en D staff as well as PO staff have made themselves available throughout and following the conferences. The discussions and exchanges were very open. Access to additional information requested has been given without questions asked.

8

As part of its overall evaluation and monitoring approach, W and D had asked its partners earlier to also prepare their own evaluation plans. Proposals by the partners have been followed up in 2007-08 by preparing TORs and carrying out a number of external evaluations at project or thematic level in the education domain.

1.3. Limitations of the research

Because of its nature, the way in which W en D works (project-by-project and partner-by-partner, context specific) and the fact that the information on projects and POs is “scattered” in numerous documents and pages, it took a disproportionate effort to reconstruct what has been done and how, the discussions that took place (or not) etc. and not to miss out on nuance, which is also part of W en Ds way of working.

For a vision on its Education activities and financing, reference had to be made to the general policy papers of W en D; a separate vision paper on education was not yet available, although a very first draft of a working document could be consulted.

A large effort has been made by W en D and the POs to evaluate the education projects and this has provided substantial and important information, not in the least to the individual POs themselves. These evaluations were started already in 2007 but most reports became available during the evaluation period; a few were not ready yet. The evaluations showed however a large variation in quality and usefulness. Some of the finalised evaluations were of poor quality in terms of reliability of data used and/or conclusions were not substantiated by data. In other evaluations it was difficult to determine on what recommendations had been based. Also the management responses of POs were not (yet) available. Evaluations only partially discussed outcomes and effects of projects. Efficiency and sustainability aspects were touched upon briefly, if at all. Some evaluations concentrated on one education activity only⁹ and comparability of results was limited. Partner organizational capacity and performance of POs in executing the projects is hardly touched upon in the evaluations. In all, the information had to be used with utmost care.

The TOR further asked the evaluators to only go into the mechanisms of sponsorship in so far as it would be directly influencing the programme execution at PO levels; the sponsorship as such is not an object of this evaluation and has therefore been left out. Also the Vocational Education and Training (VET) is not part of this programme, as this will be evaluated in conjunction with the upcoming evaluation of the Work and Income programme. Likewise, public relations activities and campaigns, the functioning of W en D networks in the Netherlands and the organization of fundraising¹⁰ were not included, although the success of these activities determines to a large extent also the financial possibilities in the education programme.

1.4. This report

The report follows the structure proposed in the TOR, which coincides with levels of operation. The analysis makes a clear distinction of the more global programme approach of W en D, in its role as overall policy maker, organiser and financier and of what POs do in their role as intermediaries, implementers and in part as service providers to the end beneficiaries. The end beneficiaries which are individuals, families or the community at large, derive direct and indirect benefits of the programme. Thus the document describes and analysis the data at five levels:

- W en D's policy and programming discusses the general policy objectives and more in particular the education policy and programming, including changes over the evaluation period (level 1);
- W en D's relations with partners and collaboration. In the first place relations with POs have been analysed as far as education activities are concerned. It has been

⁹ E.g. The evaluation of partner T concerned the content matter of a first experience with the introduction and utilisation of a new education model.

¹⁰ These activities of W and D might also be subjected to evaluation as it would be very interesting to see how it developed over the years and how it has determined the success of the activities in different fields.

tried to characterise PO's organizational potential to make a success of projects and more in particular of education projects (level 2);

- Programme implementation at W en D level shows the results of the overall programme in terms of outputs and financing as well as the volume of beneficiaries reached in the four years studied. In addition the adequacy of the application of its internal processes in respect of education proposals made by POs, financing and implementation/progress reporting and follow up have been scrutinised (level 3);
- The implementation by the partners zooms in on the essential characteristics and volume of PO's activities and achievements. The implementation processes of the PO organizations have been analysed and more in particular the way beneficiaries are selected and the resulting profile of beneficiaries (level 4 , Ch. 10 and Ch. 11);
- As POs themselves do work partially with the finances provided by the programme as service providers,- notably through their own schools and residential facilities for children and the literacy programmes for adults-, the quality of the services is described as well as aspects of service delivery. This is followed by some important quality aspects of the implementation process itself (level 4, Ch. 12 and Ch. 13);
- Major effects and impact, described largely on the basis of the evaluations at PO level. To be able to compare effects and impacts, definitions and measurement have been discussed, before outlining the character, indicative volumes or degree to which beneficiaries do grasp opportunities provided by education (level 5, Ch. 14).

In all chapters, in part conclusions are drawn and recommendations formulated. In the synthesis these have been combined also, to draw some more strategic conclusions and recommendations for the future orientation of the education programme.

Level 1: Woord en Daad policy and programming

2. WOORD EN DAAD POLICY AND PROGRAMMING

2.1. Learning in W en D

W en D not only claims to be a learning organization, but is also putting it into practice at policy level. Learning, as a basis for policy changes, received increasingly more attention in W en D during the evaluation period:

- the department of Advice and Research was established a few years ago to carry out research and evaluation. For the Education Programme nine (9) project evaluations were planned of which six (6) were set in motion and three (3) studies were started of which one (1) was finalised in 2007¹¹. In 2008 additional education evaluations were carried out (see Annex 3);
- throughout the evaluation period but also before that, W en D has made it leading what POs propose (project proposals, visits). In this way the different contexts of partners/per country are taken into account. Visits to partners play a large role in this (see also chapter 8). Partner consultations and conferences are held, like the 2008 conferences in the four continents, to have more exchanges on common aspects and to learn from each other. The result has been, that the programmes are rather PO- and context specific at execution level;
- at the same time, W en D takes into account the general way of thinking within its support base through a combination of:
 - o the membership composition of the W en D Council. Council members who take on a specific field of attention;
 - o conferences with the support base, e.g. the conference celebrating the 25th anniversary where also POs and the support base were both present;
 - o the work of and with the local Committees in the Netherlands;
 - o functioning/representation in a large number of networks, a.o. networks of Christian organizations in the Netherlands like Prisma or with the Ministry of Foreign Affairs as well as at European levels;
 - o contacts with individual sponsors of children and groups of sponsors like the network of entrepreneurs, which also function as a way of “signalling” the appreciation of changes or needs to change (or not to change);
- adaptation of internal procedures, like the writing of end-memos that review a project and indicate learning points;
- an open and pragmatic attitude of the staff towards changes in general, while sticking to the major principles laid down in the W en D mission statement.

Since 2002, W en D has decided to prepare general policy documents¹² for a period of 4 years¹³. The plan is renewed every year, which make it into a rolling plan. The policy plan lays down major orientations and the interventions and ambitions for the period studied. The most relevant policy plans for the period studied are the “Beleidsplan 2004-2007” and “Beleidsplan 2007-2010”. The W en D “Project Manual”¹⁴ specifies project assessment

¹¹ See also Annual Report 2007, paragraph 3.1., p. 53.

¹² See for a list of consulted documents Annex 3.

¹³ It was decided in 2000 to make multi-annual plans, in first instance for 5 years.

¹⁴ Project Manual W and D, version September 2005 This version accommodates the new orientations that came along with the Thematisch Medefinanciering (TMF) and in particular the integration of the themes Education, Basic Needs en Work and Income (p. 5).

criteria that were still in use at the start of the evaluation period, but this needs updating, as criteria that are in use, actually have changed (see also Chapter 8).

Every year, the W en D policy plan is detailed in Annual Plans. Objectives, results and major activities per partner are specified along with the budgets per major intervention and per budget line. POs are asked to make multi-annual plans as well as annual plans from 2007-2008 onwards, so that a match can be made. The overall annual performance is reviewed in the W en D Annual Reports.

In addition W en D formulated so-called Vision Papers for particular themes like partnership or sponsoring. These documents trigger discussions on policy matters internally and with the partners. For the Education programme such a vision paper has not (yet) been completed. One major objective of the Nairobi general Partner conference in March 2009 is to discuss education on the basis of a draft vision paper, for which this evaluation functions also as an input.

Only a few years ago it was decided to place a large emphasis on systematic evaluation and research. It is surprising indeed, that such systematic evaluations have hardly been done before. The department for Evaluation and Research was set up, also in response to the requirements of institutional financing demanding more and closer evaluation. However, this decision had no influence on the policy already in place for the period evaluated, or for the policy plan which runs until 2010.¹⁵

2.2. General policy developments

2.2.1. Policy at the start of the evaluation period

The policy plan for 2004-2007 confirmed the ambition of the first multi-annual plan of 2000 to grow¹⁶ considerably:

- In terms of the total annual budget a doubling in 6 years time from 11 million up to 22 million euros was foreseen. By 2004 the trend indicated that this could be realised. The financial means increased through the continuous increase in financial adoption/ numbers of children sponsored. However the most significant increase was through external institutional funding. The Thematische Medefinanciering was obtained for the period 2003- 2006, which signified around 16% of the total annual budget¹⁷. Furthermore, linking with the Dutch private sector was to boost attention and funding for small and medium enterprise development;
- The number of countries would be increased, especially in Africa. This implied a shift from the “traditionally” few large partners in Latin America (partner K in Guatamala and partner O in Haïti which took almost half of the total budget in 2000), to a larger number of partners, especially in Africa and a stabilisation of the percentage expenditure through partners in India;
- The main development objective and long-time mission of W en D was likewise confirmed, it being “poverty reduction”;
- The poorest sections of the population and marginalised groups- children, women, young people at risk etc. - were to be targeted. In preceding plans this had also been the case.

¹⁵ It would e.g. have been interesting to see to what extent the 1990-ies idea of making projects more self-supporting or generated extra means for financing (part of fixed) costs has succeeded. Similarly, why systematic tracing studies of former students or of school drop outs have not systematically been done before.

¹⁶ In fact, W and D has grown almost continuously since its establishment in 1973.

¹⁷ Beleidsplan 2004-2007, p. 9.

Important policy elements, - therefore serving as criteria for projects as well-, were:

- A programmatic way of working. This had more explicitly been initiated since 2002, to foster an integrated approach¹⁸:
 - o Education : at primary (including pre-school or day schools) and secondary levels and in some cases at tertiary levels;
 - o Work and Income: including Vocational Education and Training (VET), helping people to start a Small or Medium Enterprise (SME) and Micro-credit;
 - o Basic Needs: initiatives integrating efforts at community level (and) in health, (drinking) water/sanitation, agriculture, environment, as well as HIV/Aids.
- Awareness building in the Netherlands, but this has also been a part of W en D's way of working since a long time;¹⁹
- Collaboration with other organizations and the government in the Netherlands and abroad, in order to have more and better influence on government policy;
- To do more on advocacy and lobbying in the respective countries, best done through collaboration in networks at different levels.
- Chain approach (see also figure 1 paragraph 3.2.2.). Integration of programme activities was emphasised and for education more explicitly presented as a "chain": the result of the different education programmes is in the end that the target groups are (better) able to earn a living. Primary education (including pre-schooling) is at the start of the chain, from which children stream into secondary education, be it academic or vocational training. Education and training are in turn followed up by providing better possibilities to find employment (job mediation) or to become self-employed (enterprise development/micro-credit). "Basic needs" provision (Water, Food, Health, Agriculture) are considered (pre-) conditional for Education and Work and Income programme to be successful. The result has been that much more efforts were made to work on the last part of the chain, but the logic was not new as such; it was worded similarly in earlier documents.²⁰
- Christian values. The Christian identity, linked to the evangelic and reformed denominations was confirmed and re-emphasised. Education is to play a large role in changing attitudes of the individual. For W en D and its POs this means the transmission of Christian norms and values, while respecting context;
- Empowerment. Relatively new was the use of the principle of "empowerment", which underlined the need to focus all programme interventions on "positioning" of the target groups and individuals. W en D uses empowerment in a general sense, meaning that the target group and individuals arrive at taking initiatives, decide on their future and do have more and better control²¹.

The use of "empowerment" was partly induced by the requirements put forward by the TMF financing framework. One recognises also, that it is in line with general views on development of the 90ties. The explicit integration of empowerment was therefore rightly seen by W en D as a possibility to (better) generate outside funding. So it was also part of a pragmatic response to changes in the aid environment²².

¹⁸ In 2000 the projects were classified as to their very nature under the chapters Education, Water, Food(security) and Health and Employment (at individual and project level). In 1998: Financial adoption, Emergency aid, Basic needs and Structural Development.

¹⁹ A.o. the so-called local committees in the Netherlands (over 50) have such a function but also a lot of PR activities have been geared towards that, in combination with trying to get more attention for its adoption programme a.o.

²⁰ E.g. The annual report of 2001 mentions vocational training and preparation to enter the labour market was seen as "a follow-up" of the financial adoption programme, c.q. education activities at primary and secondary levels.

²¹ The PO partner P in Nicaragua adds: "(...) that people become more independent and can not be manipulated (...) also for women to be more independent from men (...)" interviews October 2008.

²² Beleidsplan 2004-2007, p. 13.

As W en D translated empowerment more specifically into “better positioning (of the individual) on the labour market in order to earn a (better) income”, it is a notion that had been part of its policy since a long time already²³. W en D has never had the pretension of a more political approach of also changing power structures. In its past it has even explicitly distanced itself from such interventions²⁴:

- partnership. W en D emphasised “partnership” as a principled approach to participation, based on equality, recognition of the independent status of POs and reciprocal feedback and policy influencing. This had been the way of working already since a long time. From 2002 onwards W en D decided to withdraw from the last 2 PO-councils on which it sat, in order to make that position even more clear;
- other important elements mentioned:
 - o working in a complementary way with others, especially the government, in order to prevent doubling or frustrating other efforts;
 - o to give more emphasis to good governance and quality of the implementation process and organization;
 - o the need to produce (hard) data on achievements was recognised;
 - o “capacity building” found a more precise place in the policy of POs, to better assure efficiency and minimising costs, effectiveness and transparency and to help them assume a more independent position.

The multi-annual and annual policy plans of 2004, 2005 and 2006 were drafted on the same lines.

2.2.2. Changing the perspective for 2010

W en D presented its policy plan 2007-2010²⁵ in line with the MFS application²⁶, so distinguishing also the three “strategies” that are part of MFS:

- Direct Poverty Alleviation through the improvement of living conditions. In the logic of W en D these conditions are improved, especially by interventions that enable the target groups to generate income and on the basis of that, to cater for their basic needs. Nevertheless just “helping people”, by transferring material means (healthcare, food, housing, education etc.), is still also considered conditional for the programmes and the individuals-beneficiaries to succeed;
- Civil Society Development (or “Community development”).²⁷ restructuring and reinforcing organizations and their networks “in order to create social justice, democratic decision making, and empowerment of marginalised groups in society”;
- Policy Influencing, which has to induce changes in overall policies at local, national or international levels as well as changes of processes and structures, that are geared towards maintaining poverty and inequality now. The policy influencing is to be done by individual organizations, collaboration and through networks.

These strategies are considered transversal for the programmes in the chain approach as follows (see table 2):

²³ In the preceding decennium related principles were: “making projects and individuals independent from aid” and/or to build into projects the need to become “self-sufficient”, or even to generate income from programme components that could cover also development and maintenance costs of other components E.g. An agricultural project in India would have to pay for the costs of the project and finance the leprosy centre up to 30 percent of the running costs. But this was at project level mainly.

²⁴ W and D would rather advocate that underdevelopment was caused by breaking with God and so the way to real change would be “*that liberation could be attained only through recognising Jesus Christ*” - Annual report 1981 – p. 4.

²⁵ This is also the duration of the MFS subsidy and so the plan distinguished the strategies parallel to the MFS.

²⁶ Submitted and obtained in 2006.

²⁷ A more often used translation is Civil Society Strengthening, although the Dutch “Maatschappij Opbouw” mentioned in the MFS application is an even wider concept.

Table 2. Relationship between interventions and strategies per W en D programme

Strategy:	Direct poverty alleviation or reduction	Civil society/ community development	Policy influencing
Programmes/ chain of interventions: 1. Education 2. Work and Income/SME Development 3. Basic Needs (4. Capacity Development) (5. Advice and Research)	(Sub)Programme: Objectives Outcomes Outputs Activities/ interventions	(Sub)Programme: Objectives Outcomes Outputs Activities/ interventions	(Sub)Programme: Objectives Outcomes Outputs Activities/ interventions
Education budget (planned under MFS 2007-2010)	51.000.000 euros	546.000 euros	620.000 euros
Overall objective/ mission	Poverty alleviation/positioning in the labour market/income/better living conditions		

Source: Consultant Mr. Jenze Fokkema 2009

In fact the policy formulated earlier did not change that much, but was presented in a different way. Nevertheless, this new presentation changed the way in which W en D and POs work:

- The three programmes were now more explicitly linked. The strategies were worked out for each programme, so that it could be made clear how and how much each intervention would contribute to the overall goal of “poverty reduction”;
- Although the investments and number of activities in civil society/community development and policy influencing remained small, it signified a shift in thinking and attention;
- In addition, the distinction had to be made between the direct results of activities of a project (the outputs) and the use made by/usefulness of the outputs to the target group (outcome). In line with this, new budget lines were presented as per major activity and result;
- More than before, objectives and results had to be presented in a smart way in order to justify the use of the external financing. So, for each output and outcome, one or more indicators or “quality criteria” were specified and quantified;
- Reporting by POs and W en D would have to be more at output and outcome levels and so also key-monitoring questions and data had to be adapted. Until 2006²⁸ the POs described and quantified in rather much detail the (completed) activities and the financial inputs, and not so much the effects and impacts. A number of these data could not be produced through the regular monitoring systems but would have to come from evaluation-research and additional fact-finding, obliging to adapt those systems as well in the PO organizations;
- Although W en D had started such a process already, the POs were asked to make multi-annual plans; until then the larger part of the plans was made on an annual basis and on an (annual) project – by – project basis. Their annual plans would then have to provide better insight in the goals for the year and the quantified results;
- The Work and Income programme got more emphasis and possibilities researched (and found) to link financing by a network of Dutch entrepreneurs to projects for Work and Income. This gave in turn a very strong position to access institutional funding as it is an important additional source for co-financing;²⁹

²⁸ See for example the annual reports until 2006.

²⁹ W and D makes use of a combination of financing sources for which different criteria apply. The strong basis of sponsors that belong to the Dutch and Canadian churches of Christian reformed denominations, is probably secured also, because “*sponsoring a child*” promises an explicitly Christian education. According to the mission

- Some POs saw new possibilities and came forward with types of projects on which they did not work before (f.e. to start vocational training).

Notwithstanding the change in emphasis, the mix and types of projects mentioned under the various policy chapters remained largely as it was in the 1990ties, and even compared to the 80ties. This is so for both individual partners and all partners taken together. In 1992 f.e. partner E in India had a mix of children's orphanage, support to children and schools including boarding, health projects, an agricultural project for small farmers to become self-employed etc.³⁰ The long list of projects reported upon in the 1997 Annual Report shows equally the large variety of projects,³¹ including e.g. integrated projects done by partner O in Haïti. Such a list does not essentially differ from today's long list.

Budget wise there has not been a major change as far as the education programme is concerned (see table 2): most of the projects and sub-programmes have now been included under poverty alleviation.

2.3. Conclusions

- Throughout, the W en D projects have above all been directed at "helping poor people in order to (better) survive" or "better living conditions". It is also the very nature of its financial sponsorship besides paying for the schooling of the children;
- financial sponsorship is the major funding source for W en D until the end of the 90ties when also institutional funding became available;
- the programmatic and chain approach emphasise better the need to show impact on poverty reduction or formulated differently, provide the work of W en D with a perspective of poverty alleviation. Nevertheless, the poverty alleviation by just helping people had always been there;
- the W en D overall policy is presented in a coherent way;
- TMF, but even more so MFS financing obliged to rethink the overall programme and to formulate (better) the objectives and approaches per programme. Especially MFS gave an extra impulse to change the way of working of both W en D and the POs: more objective oriented and more emphasis on providing SMART data on output and outcome levels;
- changes of overall W en D policy consisted mainly of adaptations to changes in the context. The policy is continuously (brought) in line with international and national strategies of poverty alleviation as well as general views on development;
- the organizational attention of W en D has shifted more to the Work and Income programme, and there is an increased attention for policy influencing, but the overall project-mix does not seem to have changed;
- W en D is using a large variety of instruments to learn from past experience and to keep an open mind for changes in the aid environment, which result in updating and adapting its overall policy;
- at this level of overall policy planning the claim of being a learning organization is quite justified and it reflects on the education policy as well, although the problem analysis of education has got insufficient attention.

statement, access to the adoption programme and education is however for "all casts, creed and race". Other funds have been obtained through sponsorship of projects largely by the same support base, which are used to finance activities like the investment in schools and school-facilities, the running costs for the schools and POs that implement projects and that benefit "the environment of the child". The sponsorship funding is a co-financing source for institutional funding, which then make additional investments possible, that go beyond the direct environment of the children. This explains also partly the wide variety in types of projects.

³⁰ See Annual Report 1992, p.12.

³¹ Then for "better living conditions".

2.4. Recommendations

- The full set of learning instruments seems sufficient to adapt policy at the general and at programme level. For the latter the SMAPs are a useful instrument that will assist POs to orient their policy and to provide a framework for the collaboration with W en D, but it may best be done in combination with a more strategic plan for the organization;
- being development organizations, W en D and POs may want to re-discuss their stance in respect of underlying causes for poverty and hence the ways to contribute to empowerment, probably at the cost of the now largely charity based approaches to poverty alleviation.

3. THE EDUCATION PROGRAMME POLICY

3.1. *The information base*

The descriptions of the Education programme policy that could be found are:

- the 2004-2007³² and in the 2007-2010 policy plans, as well as in the annual plans and reports for the period under study.³³ These describe the education context(s), objectives and (intended) results, activities and investments in principle. In the main text of the 2004-2007 policy plan very little information on programme policy matters can be found. However, in the Annex 2 of this document, six (6) major points were distinguished;³⁴
- each one of the consecutive Annual plans enumerates main results or main activities per country and special points of attention. These are then aggregated for different themes, and again differentiated as to the source of financing, to form the budget lines. Also the Project Manual gives some elements of the policy, against which the proposals of the partners have to be appraised;
- the MFS application includes a very short description of education aspects and has been the input for the 2007-2010 policy document;
- there is no finalised Vision Paper on education as yet, which is surprising considering the volume of the programme.

This relatively scant information base is probably due to the fact that it is largely the “traditional” type of activity, that was not demanding much innovation compared to the Work and Income programme.

3.2. *Education policy developments*

3.2.1. **Education sector problem and context analysis**

In formulating a programme policy, one would expect W en D to have done an extensive and thorough analysis of major problems and priority solutions, the role to be played by different actors etc, in order to establish characteristics of “education” and PO-contexts.

In the policy documents of W en D such an analysis is scant or remains implicit. There is a very brief enumeration of problems in the MFS application,³⁵ which further refers to the UNESCO framework and sector analysis. The major cluster of generic problems identified, is that of “low education quality”, which in turn covers a lot of aspects.

Education-related problems can however be inferred from the context descriptions and solutions that are proposed by POs in their proposals. These are accepted by W en D as situations to improve, so one must assume that these complete to some extent the overview of problems.

³² More specifically its Annex 2.

³³ During 2008 W and D is in the process of reviewing its Education policy together with the partners during 4 partner conferences. The present evaluation may serve as an input for the internal work document that outlines a number of themes and principles for the education programme.

³⁴ The Annex describes also “Results” and “intervention strategies” but it concerns largely W and D internal organizational activities, like increasing adoption activities, financing of quality improvement trajectories, the introduction of a better reporting system for improved monitoring etc.

³⁵ See Chapter 4 about context analysis.

Three categories of problems and therefore education policy priorities³⁶ could thus be identified:

- “Low access”:
 - poor and poorest children do not have access to schooling as their parents or caretakers can not afford it and/or they need to work;
 - a large percentage drops out, largely because of all kinds of reasons at the level of the family or caretakers (can just not afford it/they do not see the necessity/they move from one place to the other etc.);
 - girls constitute a high percentage of the latter group;
 - parents are often also not able to support the child in their studies or homework and/or do not connect with the school, because they themselves have not obtained sufficient education/many of them are illiterate.
- “Low quality of Education”:
 - no schools at all, or not close by, or schools do not offer sufficient room, which also makes that there are too high numbers of children per class;
 - insufficient facilities, including computers, labs etc.;
 - too few possibilities to continue education (academic or vocational; only a very low percentage of children out of those qualifying can be admitted to higher level education, because the capacity at secondary levels is low;
 - low percentages for passing from one class to the other and for final exams;
 - teachers have insufficient levels of knowledge and skills in general
 - teachers have low didactics knowledge, poor teaching attitudes and too little teaching experience;
 - “archaic” and teacher centred teaching methods in many countries/curricula;
 - low level of management of schools;
 - curricula that are insufficiently elaborated, not contextualised and poorly tested.
- Low “Relevance”:
 - relevance of curricula, of what is taught/learned for entering the labour market or society at large is questionable;
 - primary education does not sufficiently prepare for the secondary levels.

This list is rather short and might miss out on a number of problems (see Recommendations below). Whether these problems and their solutions are generic or specific to groups of POs/ countries, is not described in the policy papers and other documentation. The problem description provides therefore little support for the distinction between continents, which now is made by W en D. W en D has a project and PO-specific approach that would probably call for a classification of groups of POs. As long as the project approach or approach per PO is maintained and not much is done on influencing or changing the education systems³⁷ in countries, there does not seem to be much of a reason to classify POs by country as well.

The distinction between continents is useful for other reasons; its significance resides in the W en D internal organization of the work: more cost effective (e.g. visits, conferences per continent), language, attention, focus and “feeling” for a particular region by staff etc.

Different elements of the programme policy are mentioned in the documents, which have been compared with the MDGs and EFA articles (see summary in box 1) in this evaluation:

³⁶ MFS application ch. 5 point d.

³⁷ There is only one intervention – Haiti- where changing the education system and influencing the education sector is the main objective, with partner N in Haïti as the network organization.

3.2.2. Programme objective and vision

One would expect that W en D would have formulated overall Programme objectives for each one of its three programmes³⁸. No such objective can be found. In the policy documents used until 2006, the formulation that comes closest is probably:

³⁸ Departing from the idea of “interlinking logical frameworks” this would mean: one at the level of all interventions of W and D, one at Programme and strategy level and then for each one of the projects identified.

- “(a contribution to) empowerment, in order to inverse the poverty cycle”.

This is however unsatisfactory as it should have been made clear what that type of empowerment is. However, taking the general meaning empowerment as it is used by W en D.

- target group and individuals arrive at taking initiatives, decide on their future and do have more and better control (see 2.2.1.) - categories of empowerment might provide a clue:

Box 1: Summary of MDG and EFA elements:

By 2015 all children should achieve primary education (MDG 2), and gender disparities have been eliminated while the empowerment of girls and women is promoted (MDG 3). EFA asks for:

1. Educational opportunities for all (thus including children, youth *and* adults) for achieving their basic learning needs, integrating both formal primary and non-formal (adult) education (EFA Article 1 and III).
2. Empowerment of individuals, through enhancing knowledge, skills and attitudes (EFA Article I).
3. The transmission and enrichment of common cultural and moral values
4. An expanded and enriched vision on educational matters, going beyond existing practices (EFA Article II and V).
5. Elimination of gender disparities in education (EFA Article III).
6. Special attention for disabled people and children at risk (EFA Article III).
7. The introduction of active and participatory approaches (EFA Article IV).
8. A strong focus on educational quality: not only enrolments but also retention and completion figures are important, as well as the contextualisation of learning contents (EFA Article V and VI).
9. Mother tongue as a language of instruction (EFA Article V).
10. Partnerships among all sub-sectors and forms of education partnerships among all sub-sectors and forms of education (Article VII).

a. Improved economic opportunities

Education is the first step in the chain approach. Although not very clearly stated in the policy documents, the overall Education programme-goal could then be worded as:

- “Increased opportunities for children and their parents to enter and stay in the labour market and in the end better possibilities to earn an income”.

The opportunities are in this case focussing the economic aspect. W en D states – correctly so-, that education is not sufficient a condition to enter the labour market and earn an income; other conditions have to be fulfilled also, like actually having better access to work or self-employment. Therefore the Work and Income programme objectives are considered essential and complementary: to create more and additional possibilities for children (and their parents) to access Vocational Education and Training (VET), get assistance/mediation to enter the labour market, micro-credit and business development. This is in line with Article VII of the EFA (though that article emphasises more the partnerships).

“Relevance” of what is taught (the education subject or content matter, including work and life skills) and a smooth and meaningful connection between levels of education are considered important factors. This is to some extent in line with Article I and III of EFA. Art. II emphasises the common moral and cultural values while W en D focuses on the Christian values, which are not common to all contexts by definition.

b. Personal development

“Personal development” has been very important for W en D and the POs throughout. In terms of “opportunities” it would mean that the individual has an improved set of especially Christian³⁹ values, norms and attitudes for use in society at large: be a good citizen, be a better person also “before God”. Linked to the chain concept, personal development is above all contributing to a better functioning in the work-situation.

The MFS proposal mentions briefly personal development (is “also” important): “in the framework of poverty alleviation an important contribution can be made to self-esteem, being able to function (more) independently and a (better) preparation for entering society”⁴⁰.

However, “personal development” is not worked out at the level of education programme objectives nor in the strategies or approaches:

- How education can contribute to e.g. “improved behaviour” of the individual, - assuming a role in society in line with the norms, values and attitudes that have been passed on-, is not mentioned or implicit. The mere mentioning of Christian education transferring Christian values and norms is much too mechanistic and more of a statement; the real value added in the different contexts remains totally implicit as well as the difference compared to other religions or non-religious education. An exception is the worked out policy for HIV/Aids for which a separate policy document⁴¹ was developed;
- It is also a well-known fact that personal development is to a large degree determined out of the formal education setting, by its socio-cultural environment⁴²: the child’s past and present living situation, relations in the family/with family members- especially the parents-, the severe economic circumstances of being poor or poorest, the street or the city-quarter, peer groups, being discriminated etc:
 - one may therefore expect that the function of education in schools and in homes or hostels or through day-care in such circumstances is better outlined. The fact that half or more of the POs opt for taking over care and caring in residential facilities until a certain age and until the moment children have become “sufficiently strong” to face again the outside world, looks to be part of that strategy, besides other considerations;
 - a totally different if not opposite strategy might be to not accept the child’s socio-cultural environment as given, but as the condition to be changed also and along with the child that remains part of that environment. Then the question is how and to what degree the child’s environment needs to be changed, so that there is a conducive or receptive environment. As a result complementary approaches have to be formulated at policy level.

c. Contribution to change in society

In the policy documents until and including 2006 very little is being said on a possible function of education for society or community development as a whole. In the MFS application the possible “value added” for society is briefly hinted at: “(..) it can not easily be described in financial terms. (...) education has a social and cultural value and a positive relation with personal health and educating (their) children”⁴³. In POs project evaluation

³⁹ The adoption manual says that sponsored children going to a school of a PO get “by definition” a Christian education, while if they go to a public school or participate in other ways in the programme (f.e. scholarships) POs generally give complementary Christian education (see..). Integration of Christian education in curricula is one of the types of projects to improve Christian education (see further implementation by W and D and by the partners).

⁴⁰ See MFS application chapter 8.

⁴¹ Oikonòmos Foundation/ J.P. Ouwehand- Prisma Werkgroep: “Aidsbeleid 2002-2005”.

⁴² In terms of logical framework analysis, as long as nothing is done, this constitutes a “killer assumption” to successes achieved in education, meaning that all effects would be minimised again as the environment is not conducive or receptive.

⁴³ Idem.

documents sometimes also other “spin-offs” are researched, like the extent to which more income contributes to boosting economic life in the direct environment i.c. the local community but it is hardly made specific.

The idea, that education itself sense can contribute to changing society and develop also the socio-cultural setting of the child and even more so, bring about social dynamics and other forms of empowerment at different levels (self esteem, co-decision making, identity, social cohesion, social accountability, peaceful living together/less strife/stability etc.) is however not⁴⁴ part of the education programme objectives and has consequently not been worked out. Consequently, education is now perceived very much synonymous to the in-school system and not so much in a broader sense giving also a place to informal education, literacy training and other moments and situations where people learn to look differently at things and take initiatives.

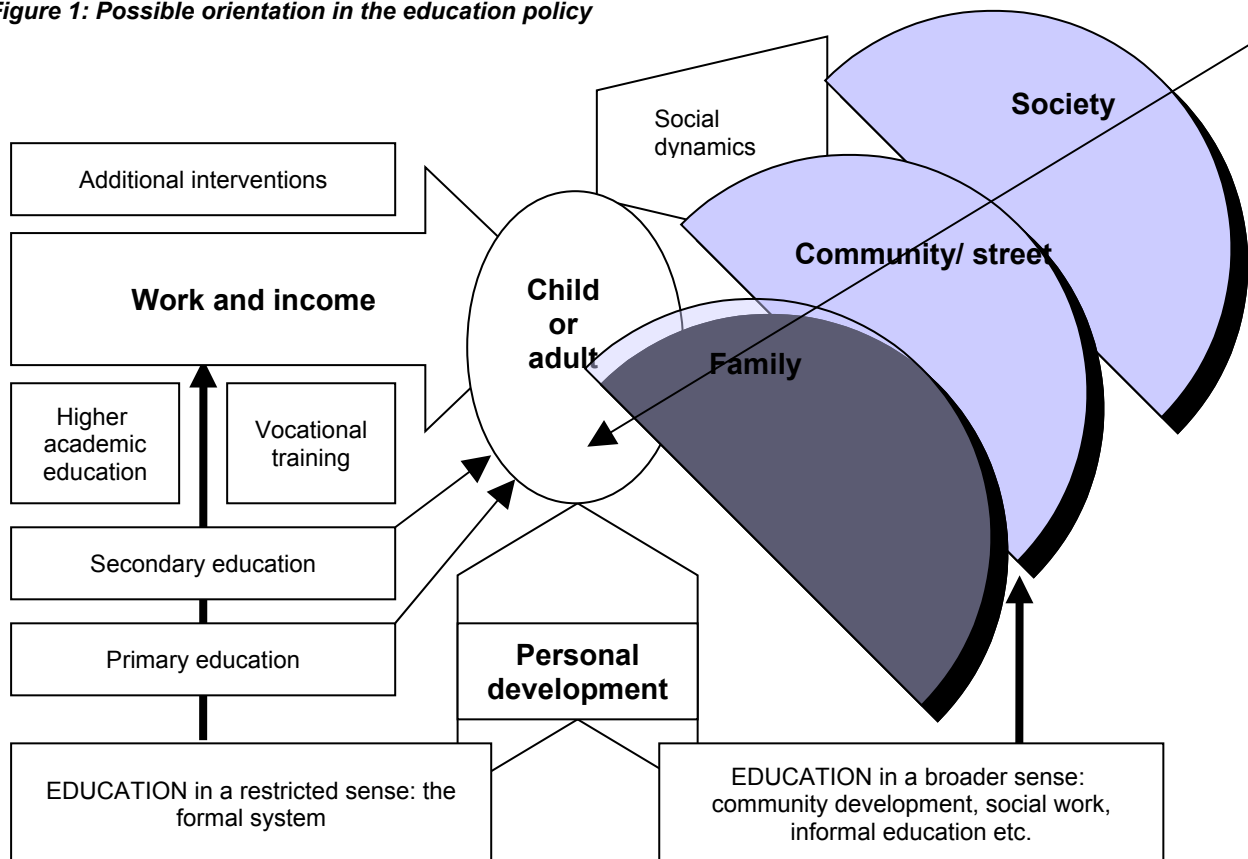
A society functioning better at different levels (family, peer group, village, neighbourhood, civic organizations etc.), in which especially the poor sections of the population would better find their place, would in that case become another overall goal (see figure 1). It would mean that the overall objective of W en D education interventions would be much wider, so opportunities for changing lives of people, creating dynamics that are conducive to the child’s development at large would be an additional one. But also the complementary role of other interventions like social work and health education etc. are then apparent if the strategy is to succeed.

Children being poor(est) means also that their basic needs are not met. W en D policy takes it as given that this will be looked after, through provision of these basic needs by just giving them, and through basic care. It means that care for the children is largely taken over from the family and community as long as they are in school and even more so through homes, hostels and day-care centres. In the policy descriptions mention is made of the need to integrate efforts with other interventions that would structurally improve situations. How this will be done in practice and in relation to education is not described. It would need also choices as to at what level and e.g. geographic area such integration would take place and what type of complementary measure would be emphasized then (social work or rather economic measures?).

The education programme program policy looks at education from the perspective of the individual (child or adult) and not at all from the perspective of the family, local community or the society at large. In itself this is rather logical, because the mainstay of the programme has always been to help children through financial adoption in getting access to education and to take over the care for the child where needed. It has always been the very basis of the W en D education programme and most POs, although some POs in especially Latin American countries look differently upon it and have another tradition to some extent. Their approach to education tends to be broader already by combining in- school education with social work and other outreach programmes.

⁴⁴ Some of the partners do in fact have that ambition or work accordingly already, as will be seen later on (see ..)
JF

Figure 1: Possible orientation in the education policy



Source: Consultant Mr. Jenze Fokkema 2009

3.2.3. Programme activities and strategies

Going by the policy documents that were “in use” until and including 2006, the Education programme would work on three major lines:

- Improvement of access to basic (Christian) education for increasing numbers of students⁴⁵.

That means, paying the school fees, clothes (school uniforms) and other school-charges of children as well as the functioning of the institutions that run the education programmes, both at PO and school levels. In some cases the POs give scholarships to students in tertiary education. This would be done both through increased funds, generated through financial adoption, project sponsorship and project financing from other resources.

As children are from poor en poorest background or e.g. homeless or orphaned, the strategy of W en D is also to provide for necessary basic care in terms of health services and if needed housing, food, etc. The idea is that this creates sufficient conditions for children to function at school and that it takes away a burden from the families to which they belong.

In line with the general growth strategy formulated earlier, the total number of children targeted would still be at 30,500 in 2004. An annual increase of 1,250 children, on the basis of the financial sponsorship programme alone, was foreseen. The total number,

⁴⁵ A spin-off would be the reduction of the number of children that are working while they are still too young.

including also those children and adults financed from project funding, had to increase to 40,000 in 2006. In 2007 the number of children in basic and secondary education would be almost 45,000 financed from both funding sources⁴⁶

It is especially this ambition that brings the programme in line with the MDG goal nr 1 and art. III of the Education for All (EFA) declaration, which focus on education for all by 2015;⁴⁷

- Improvement of the quality⁴⁸ of education. It concerns activities and investments that create better conditions for good education, but also the better integration of important principles in education and education content matter:
 - o the improvement and extension of existing (boarding and regular) school-infrastructure and other facilities, as well as setting up new schools (in areas where there is no school) and inclusion of new partners with education activities- a major investment category;
 - o curriculum development: i.e. especially integration of the Christian education and of HIV/Aids in the curriculum at the level of the schools and sometimes for the sector in a country (e.g. Haiti);
 - o capacity building at school level through teacher training, development of systems for self-evaluation, management improvement and support missions.

It are these concerns that bring the programme in line with EFA, but the notions differ to some extent.

- Attention for specific groups:
 - o Literacy training especially for the parents of the children in the programme. In 2004 these activities were limited to mainly Burkina Faso, Haiti and India;
 - o Prevention, education and reintegration of children and youngsters at risk, including infrastructures for this purpose. Generally these are considered rather specific projects and the amounts involved are relatively minor. In the EFA art. III point 4 also special attention is requested for these groups ;
 - o Other education projects for particular groups like handicapped children. In the EFA art. III point 5 also special attention is requested for these groups;

The payment of a present ("Bundles of Love") and the coverage of a percentage of the overhead cost of the POs and running costs of the schools⁴⁹ is also part of the contribution.

In the policy plans quantitative indications are given as to the number of POs concerned and number and nature of projects that would be done.⁵⁰

Strategies for 2010

The 2007- 2010 policy plan formulates three (3) intermediate goals or "outcomes" of the main strategies⁵¹ as far as Education is concerned:

- Direct Poverty Reduction: the outcome is worded in terms of numbers of children and youngsters as well as participants in literacy courses having finalised their education successfully by the end of the four year period:⁵² 17,400 children in basic education, 6,300 in secondary education (including vocational training), and 1,900 in informal

⁴⁶ Not including the now distinguished categories of informal education (760 children etc.) and literacy courses (6.530).

⁴⁷ See for a systematic scoring of the W and D policy the overview in Annex 4.

⁴⁸ It has therefore not to be confused with "quality criteria", that would measure the effects of such activities f.e. in terms of better results of schools or the children.

⁴⁹ and in the annual plan for 2007 this has been repeated.

⁵⁰ In addition, evaluation and basic research is done in order to get more basic data on all kinds of aspects of education and on effects and impact. Linking of schools with Dutch schools through adoption is considered a good instrument for awareness raising in the Netherlands .

⁵¹ Each strategy thus worked out can be considered a sub-programme of the education programme.

education en 15,600 participants in literacy courses. According to the plans, and in line with the chain approach this means that they will have obtained a better position or opportunities to enter the labour market or start their own business.⁵³ The ultimate success – effectively entering the labour market- is largely obtained by interventions through the Work and Income Programme, which for that reason is complementary.

The activities are as in former years: the collaboration with POs, reinforcing POs, but especially the POs education activities in different types of schools, care and care taking and quality improvement measures. These activities account for more than 90 percent of the projects in the Education programme, and if measured in terms of allocated budgets this is even more significant (see table 2, paragraph 2.2.2. above).

The outputs are then worded in terms of the PO capacity: the number of partners capable of offering one or more types of education or working on the improvement of the quality of education.

- Civil Society or Community Development⁵⁴: The outcome is defined as: “the improved collaboration and support in the respective countries’ societies”. Outputs are again the number of POs that have collaboration activities and that function in networks. Activities are:
 - o to improve or to set up participation of local actors in networks at different levels. In working out the activities this has been limited to networks like “the parents”⁵⁵ and the local community;
 - o to organise exchanges with organizations in the education sector (a.o in W en D partner conferences);
 - o to function in networks at the national level in order to improve curricula and teaching.

Such activities are rather to improve conditions for (formal) education or increase effectiveness and efficiency of education projects. Thus worked out, the general concept of Society or Community development is narrowed down very much indeed. Its significance is even more so, as the volume of the activities is limited (small numbers of activities or partners and countries per type of activity). In terms of investments in four years it is a very small budget out of the total (1%). The impression is therefore that this strategy has just been a convenient way to classify remaining existing activities under a chapter of MFS. Likewise it is much more restricted compared to the ambition of the EFA art. 1 point 2 or the art VII.

- Policy Influencing: The strategy objective is to put a number of important education issues on the agenda of the government and private sector actors in the respective countries: the positioning of private education in failing states, access to education of marginalised groups, improvement of the quality and relevance of curricula and the improvement of the link between primary and secondary education, but also the improvement of the image of teaching and the (labour)conditions of teachers are mentioned as possible activities.

⁵² N.B. In the annual plan of 2007 it is emphasised that the success can be measured also at the level of “personal development”, but this is not further elaborated.

⁵³ Continue their education or assume other responsibilities in society is left out.

⁵⁴ The Dutch terminology used is “Maatschappij opbouw” which is a very much wider concept than “civil society” or “community development”.

⁵⁵ One would expect here a large emphasis on collaboration between schools and parents, through f.e. PTA’s of parents committees. Instead literacy courses are mentioned to improve collaboration and embedding of the school in local society (see p. 29 annual report 2007).

As can be seen from table 2 also is that the planned volume of activities is very limited in terms of number of initiatives, countries and partners involved, which also translates into a very limited budget (just over 1%). The output is the number of POs that participate in networks in the countries and/or of W en D in the Netherlands. These activities are to some extent in line with elements of different articles in the EFA declarations.

The classification of activities in the three strategies is quite arbitrary and the distribution of activities and budgets is skewed. Until 2010⁵⁶ the Poverty alleviation strategy takes almost all the budget: 97.8%, whereas there is relatively very little attention in terms of budget for the other strategies: 1% for Community Development, 1,2% for Policy Influencing!

The emphasis on different types of interventions has however somewhat changed. The major change is that more emphasis is on Job and Income and so on vocational and technical training as well as other secondary and tertiary education possibilities for children. Overall there is more attention for literacy training (for adults) in terms of number of countries that step into it and as a means to mobilise parents' participation and assistance to children. The intention is to integrate even more than before the so-called Life and Work Skills in basic education level because the idea is that many children will stop their education from there on and are to start working/ become active in the household, etc. But, these elements have been present in the W en D or POs practice throughout.

3.2.4. Target groups

In the TMF application the target group for education has been specified as follows:

- the poorest of the poor and marginalised people/children in cities and rural areas;
- children belonging to very poor households for whom chances to follow education are low or non-existent, like children that belong to one-parent families or orphans;
- children at risk (internally displaced people (IDP), street-children etc.) or handicapped children.

The choice of these groups implies that for some groups specific education has to be organised, even though the number of projects and POs involved is limited. In the MFS proposal this has not very much changed.

Parents/care-takers have been mentioned as a group to focus on as well. The policy documents do mention that both children and adults should benefit from the education efforts but they are not very explicit on the requirement to terminate the disparity between girls and boys, men and women (MDG goal 3). As to gender disparity W en D says it will pay specific attention to that, "with respect of context". In Chapter 14 it will be seen that at project level the gender aspect is much more emphasised.

These target groups have been the choice of W en D from the outset and in line with its mission. The choice is also in line with institutional financing requirements, MDG and EFA.

3.2.5. External organization and relations in the Netherlands⁵⁷

W en D collaborates with other organization in the Netherlands and at European level.

Related to the execution of the Education Programme are the collaboration with:

- the Christelijke Hogeschool Ede and the Christelijke Agrarische Hogeschool Dronten, especially for curriculum development of the Hope University College in Ethiopia;
- Driestar Educatief Gouda, concerning awareness creation in schools in the Netherlands, advising (a.o. members in the working group on curriculum development

⁵⁶ See MFS application: 51 M for PA, 546.000 for CD and 620.000 for Wand I over 4 years.

⁵⁷ See a.o. Annual Report Woord en Daad , 5.4.

in Haiti by partner M in Haïti) and capacity building-advising of POs. With Driestar Educatief a Memorandum of Understanding has been signed for further collaboration very recently. So far, there has been one initiative only through Driestar Educatief, to have them look into needs for counselling of children in a post war/ IDP situation in Sierra Leone.

In all, collaboration is therefore limited as far as the execution of education activities is concerned.

W en D is active in some networks, part of which concerns education:

- EU-Cord: a collaboration of Christian International Non Governmental Organizations (INGOs), non-church organizations at European level, in which W&D focuses on vocational training;
- PRISMA: includes 16 evangelical-reformed organizations in the Netherlands. It is a platform which amongst others shares ideas on major principles, like on the approach of HIV/Aids⁵⁸. This has implications for the way in which HIV/Aids is approached in education⁵⁹;
- the so-called Schokland working groups (working on MDGs), including one working on vocational training and one on education in post-conflict situations. The PO partner T in Colombia will be working on the latter as from 2008 as the working group has chosen Colombia amongst the three countries where specific ideas are further developed and implemented;
- ad hoc relations with universities, whose students and staff do research on education related subjects both in the Netherlands and at PO levels;
- participation in a working group on education of the Ministry of Foreign Affairs.

Contacts of W en D with other organizations specialised in the education sector in the Netherlands or in the PO countries could not be identified.

Most of the contacts in the networks listed above are meant for harmonization of general approaches, fundraising or a joint search for institutional funding and coordination. The effectiveness of these relations has not been analysed further. It is however clear that none of the networks are related to the mainstay of education activities, being primary and secondary education and none to basic care through hostels, homes or day-care centres as well. Neither is one of the networks or collaborations specifically focussing on education and basic care for children with a specific or multi-problem situations, except for the link with the Schokland Working Group. None of the networks apparently has a function to influence institutional donor policy except also the Schokland working group.

The POs have their contacts and so part of the evaluations and trainings for staff in the framework of capacity building have been executed by specialised (consultants and training) organizations like ASK in India.

W en D has many more contacts through the media (web, circulars and publications), its committees etc. and with churches and school in the Netherlands and fundraising activities, which play a large role in the awareness-building in the Netherlands, including awareness for education and basic care.

3.3. Conclusions

Relevance:

- the education programme has been adapted to the changing policy environment. This has brought along changes in emphasis, and in the way of working, especially by obliging POs also to be more oriented towards impact. The policy adaptations have

⁵⁸ A working group outlined a joint HIV/AIDS policy: Aidsbeleid 2002-2005 by Drs. J.P.Ouwehand.

⁵⁹ Jointly with the Basic Needs Programme.

- resulted in a better distinction of objectives at output and outcome levels and the better quantification through indicators, which makes better monitoring possible;
- while general policy adaptations have been made, the activities/types of projects and project mix per country have been retained as they were. Already existing interventions have been differently classified in consecutive policy plans, lastly because of the MFS application. However the classification in three strategies is not very valid, as almost all interventions fall into the Poverty Reduction strategy and the attribution of the other interventions to the remaining 2 strategies is rather arbitrary;
 - both the overall policy and education programme policy take into account most of the major principles of the Education for All. At programme level the focus is on a substantial increase of the number of children, finalising at least basic education (MDG 1). The interpretation of some of the MDG and EFA goals has been narrowed down too much;
 - the target group of the poorest of the poor and specific groups are chosen in line with MDG and EFA;
 - W en D has only made a very limited problem-analysis of education sector problems and possible solutions. It has hardly prioritised the problems to solve, although in the policy documents the main activities give indications. Problems are presented by the partners and are therefore rather local context specific;
 - the classification of POs and education interventions by continent is practical as W en D organises work accordingly. As such the classification is not supported by an analysis of contexts, problems, types of solutions preferred etc.;
 - a more holistic vision on education, which relates opportunities of the child in terms of work and income and personal development as well as a broader function of education for society at large, is missing and so also a fully balanced choice to focus on the chain approach. It may be a reason why empowerment is not fully defined;
 - by focussing on the chain approach and not working out the way in which personal development takes place, the focus of education is very much one of a “technical-economic” nature. Possible additional and integrated interventions, other than providing for basic care and pay for access to schools, have not been formulated. Education is in this way approached rather as a sector in itself, combined with basic child care;
 - the focus on the chain approach is coherent in itself. It puts into perspective the function of (basic and secondary) education, the need to have follow up at other education levels and vocational and technical training and also linkages with interventions of W en D geared at entering the labour market in order to earn an income;
 - the education programme policy is, as far as the chain approach is concerned, very relevant for the large group of children accessing education, facilitated by the W en D programme;
 - while the “personal development” objective has been mentioned being part of the education programme objectives, it has insufficiently been worked out at policy level, especially the strategies that should be followed:
 - o transferring Christian norms and values has been mentioned but its value added has not been specified. An exception is what the position of W en D and POs is in respect of HIV/Aids;
 - o accepting that the socio-cultural (and economic) environment of the child is determinant for its personal development, the implicit strategies have been to either educate the child being part of that socio-cultural environment (and more precisely to let it stay in the family), or isolated from it (in residential facilities and for sufficient time). In the first case, the question to what extent the socio-cultural environment should be changed through education in a broader sense has not been answered, nor have necessary complementary interventions been identified. Also the possibilities and limitations of formal

education in schools and in homes or hostels or through day-care in such circumstances have not been outlined;

- it is unclear why “development of society” and its dynamics at different levels (family, community, larger society), has not been made into a complementary overall education programme development objective, while a number of POs work on this aspect;
- the education programme focuses on the individual child and not on a community approach or social change; this also applies to the literacy programme, that could have a wider significance in this respect;
- the W en D organizational networks in the Netherlands are not meant to actively influence education policy, but rather to keep in touch with developments or to get support for specific interventions.

Efficiency

- W en D makes a limited but much valued use of relations with Christian organizations in the Netherlands, to support in the education programme implementation, though this is related to some punctual interventions like Hope University. The wider network is mainly used for harmonization of approaches, fundraising or a joint search for institutional funding, and coordination, including education. W en D has no contacts with specialised Dutch or European organizations on education content matter nor on approaches for children with particular problems;
- POs have increasingly called upon specialised organizations in their countries or regions for capacity building and evaluations of education projects.

3.4. Recommendations

Relevance:

Broader vision and motivation of choices made:

W en D should develop a broader vision on education, including a scan of the function of education for community and societal development so that the choice for a focus on the chain approach and economic empowerment is better justified. Especially the validity of not intervening in the socio-cultural domain while educating children in their family and local situations should be questioned and the possibilities of broader education concept researched.

More fundamental research and exchange of information:

Research and exchange of information should support the formulation of the education policy and choices made. It should be carried out by, or under the coordination of the department of Advice and Research of W en D together with the education specialists of W en D. Such research and exchange could look into numerous aspects, like:

- what does the education sector look like and what are some of the most common problems related to the education sector in the countries where W en D POs are active, as well as solutions commonly formulated to those problems;
- what are differences in the contexts of the countries where POs are active and what then constitute specific contextual problems e.g. in the case of a different degree of acceptance of (private) Christian education, or differences in the role of government versus private education and what is the value added of private (Christian) education;
- what are the specific education problems and approaches for children from poor households and children coming from a particular background (tribal, low caste or out-cast, orphaned, street-children, socially and legally unaccepted behaviour by parents, (religious) minority etc.) and how does it influence participation and ownership of family members;
- what are the problems related to teaching in the countries' official language, while the children have another mother tongue in which teaching is not done (yet), c.q. the advantages of and conditions for teaching in a combination of languages;

- what are significant differences between the village and (large) city contexts;
- what does prohibit “learning“ as defined in the EFA declaration in the POs contexts;
- different education models and experiences, including those that look more at society as a whole and ways to contribute to personal development.

Transfer of norms and values:

W en D should better specify what the transfer of Christian values can be in line with its mission, but also what other common cultural and moral values are emphasised, in order to harmonise with the EFA art. 3;

Efficiency:

Wider orientation on collaboration.

W en D and the POs could make an inventory of specialised education organizations to exploit better the knowledge and experience that is available in the sector and see how further collaboration can be set up. The Advice and Research Department and the educations specialist of W en D could do this inventory which might need to go beyond the networks of exclusively Christian organizations. The POs could make such an inventory in their country.

Level 2: Woord en Daad relations with partners and collaboration with others

4. PARTNER ORGANIZATIONS IN EDUCATION

4.1. Partners with education activities

W en D itself does not implement projects but works with more than 40 POs in the respective countries. Not all of these POs are active in Education. An overview of POs involved in Education, per region and during the evaluation period is presented in table 3.

Over the evaluation period, the number of education partners has increased from 24 to 29. Over the last four years no changes occurred in the number of POs in Asia. The relations with partner H in India are being phased out, but some activities still remained during the evaluation period, so that it does not show. In Latin America, FONHEP in Haiti is a new partner with whom no financing was taking place in 2006 as preparation of the project took too much time, but for 2007 it has been resumed. In Africa, the number increased in line with the general policy to increase the number of POs in that continent and partly because W en D wants to have more than one partner in a country (which was the case of Burkina Faso). The contacts with the two organizations in Europe have been phased out definitely in 2007, but this had been foreseen a long time already.

An overview of activities per partner⁶⁰ shows, that almost all POs have a combination of activities in different sectors like Health/Water and Sanitation, Agriculture, Employment/Enterprise Development/Micro-financing, Emergency Assistance/Rehabilitation etc. and also education activities. Only a few POs do not have education activities, or do only have vocational training. This means also that almost none of the POs is exclusively specialised in Education (see also chapter 5).

Not all POs are supported in their education activities by W en D. In some cases other financiers do so and in those cases W en D finances part of their other activities.

⁶⁰ Capacity Building Programme, Woord en Daad, situation as per 1/1/08.

Table 3. Partners with education activities, by region and country 2004 – 2007⁶¹

Region	Country	Partner	2004	2005	2006	2007
Africa	Botswana	HCC				
	Burkina Faso	AEAD				
		CREDO				
	Chad	BAC				
	Ethiopia	HOPE				
	Sierra Leone	CTF				
	South Africa	MFESANE				
	Zambia	EFZ				
		GCPDO				
Total Africa			4	5	6	9
Asia	Bangladesh	CSS				
	India	AMG India				
		COUNT				
		GSPI				
		HBI				
		IREF				
		Word and Deed India				
	Philippines	AMG Philippines				
		SAMPALOC				
		SPECS				
		Word and Deed Lanka				
	Sri Lanka	Word and Deed Lanka				
	Thailand	AMG Thailand				
Total Asia			12	12	12	12
Europe	Cyprus	AMG Cyprus				
	Greece	AMG Greece				
Total Europe			1	2	2	0
Latin America	Colombia	CDA				
	Guatemala	AMG Guatemala				
		AMG Haiti				
	Haiti	CRECH				
		FONHEP				
		P&A				
	Honduras	AMG Guatemala				
	Nicaragua	INDEF				
Total Latin America			7	8	7	8
End total	19 countries		24	27	27	29

Source: Preparatory research Woord en Daad - TOR, p. 4.

⁶¹

The shaded blocks refer to years in which a specific situation appeared. These are not added to the total number of partners counted. For HCC (Botswana) the activities mentioned in the annual reports under the education program were in fact VET related activities and are therefore left out for this evaluation. There were however Bundles of Love distributed in these years, like in 2006 and 2007 for this partners, which applies also to AMG Greece in 2004. Also DEDRAS has not been included; its education activities concern vocational training only until 2007.

4.2. Education partners⁶²

4.2.1. Selection of education partners

W en D has general criteria for the selection of partners. “Old” and new partners have been “screened” on general criteria in the first place:⁶³

- the organization should have a Christian-evangelic identity/key values, visions and missions and council members should, while access to their services should be open to all;
- the internal organization⁶⁴ should be good, in particular a good financial administration and regular reporting;
- the activities of the PO should contribute to the structural development programme objectives of W en D;
- an adequate position in the local institutional setting, which renders their development activities effective and efficient: their relationship with government, part of a network, participation in forums, etc.

The selection of new POs takes 3-4 years before an organization enters into a Partnership Agreement. A detailed process has been outlined⁶⁵, starting with a scan and first orientation which results in a first project financing. In the second phase the execution of the projects is monitored and if necessary, support is given to improve on the management. In the third phase/year more projects are done and monitored and if promising an organizational audit is done and a multi-annual plan is prepared for the sectors in which W en D thinks it may finance projects in the future. A Partner Agreement may be signed. This scenario is pre-established with the PO, which may assume that, if things go well, a long-lasting partnership may be the result. This is a very attractive perspective for POs, as they can then start to count on it, and they can make their organizational development plans taking that assurance into account.

While the general organizational capacity related to managing projects is analysed, specific expertise related to education processes is not part of the criteria at the outset. W en D says that these aspects are considered in a later phase, when the nature of projects to finance becomes more clear. During follow-up visits in the second phase, the match for project financing is researched and discussed, education being one of the possibilities.

None of the new POs has explicitly been selected for the purpose of extending the education programme interventions, according to W en D.

4.2.2. Continuity of the financing

Continuation of the support depends to a large extent on the PO's track-record of the execution of any projects financed by W en D and in the number and volume of projects financed.

According to W en D staff, none of the POs has been retained exclusively because of their education activities, but rather because of their general characteristics, respectively their performance in the implementation of projects, amongst which education projects. Another factor is (of course) the quality of the proposals submitted and whether these fit the W en D policies in general.

⁶² This paragraph is partly based on earlier interviews when the emergency programme was evaluated and partly derived from a memorandum / checklist for screening new POs as well as the interviews held during this evaluation with POs in the education programme.

⁶³ Memo/Format partner keuze, not dated.

⁶⁴ The administrative and financial management systems are to give at least a minimum assurance and/or there should be willingness of the partner to develop that. During the five-yearly (financial) visits of Woord en Daad to each PO this element is again extensively analysed.

⁶⁵ See also Year plan 2007, page 59.

Financing of new POs activities is modest at the beginning and can increase once capabilities have become evident. Continuation or extension and increase/decrease of the financing of education projects depends also on the quality of the proposals that are submitted. POs education activities may be financed later by W en D if the financing starts with activities in other sectors.

Projects are financed from sponsorship funds (formerly financial adoption) and other sources of funding. The decision to continue or increase and diversify financing depends very much on the extent to which W en D estimates such funds will be available. The mechanism is, that W en D informs each PO about the provisional budget and the POs then submit their proposals. Also sponsorship financed activities are very much decided upon on a project-by-project basis and the PO's motivation. This motivation depends on context and the situation presenting itself to the PO⁶⁶ and is taken into account in the appraisal stage (see also next chapters).

POs and their activities are financed to a large extent on the basis of sponsorship funds. This financing makes it possible for (increasing) numbers of children to access education, the infrastructure and facilities for the POs own schools, or of the public schools in which large numbers of children are financed. The projects financed from sponsorship sources are therefore largely a matter of "habit" for the old POs. Projects in education that are financed from other sources make for a more critical look, as they are generally meant for more special and additional projects (see also chapter on implementation).

POs that have entered into a Partnership Agreement can be reasonably sure that they will get the project financing as it is in most cases a continuation of what was done already. Some POs have a (substantial) sponsor-relationship with W en D for more than 20 years already. It would be difficult to withdraw such financing, as it is a very strategic way for POs to be active in the education sector and to be recognised for it. There is also the obligation towards both the children and the sponsor to continue sponsoring, as long as the particular child is in the programme. The very funding means also that costs for overhead and running, not only of the schools but also of the organizations are covered and thus POs become dependent on it for their functioning.

4.2.3. Phasing out

Unlike many other INGOs, W en D does not have a policy to phase out POs after a set number of years. POs, that are to a large degree depending on W en D financing, are however asked to diversify their financing sources.

Over the four years of the evaluation period no POs with significant education activities have been phased out, as can be seen also from the overview in table 3, except for the POs in two European countries, which had very minor adoption programmes indeed.

Phasing out is however possible. Other POs have been phased out for reasons of non-performance or bad utilisation of funds. In the latter case the phasing out may be abrupt but in most cases there is a period of several years during which activities are diminished. partner H-India is presently in the process of being phased out (decision taken end 2007) and has only limited activities left. The reason is that the two organizations "have grown apart" over the years, partner H in India being less of a development-, and much more of an evangelisation organization.

An individual PO may decide to phase out its interventions in education in a given area or school. The only case known so far is that AMG Guatamala phases out from one area where the general situation of families has significantly improved, but it intends to shift to another

⁶⁶ Financial Sponsorship Manual, 2008. 3.2 and 3.3.

area. So education activities do not stop and retain at least the same volume. partner C-Sierra Leone intends also to phase out from schools, but will then most likely start similar activities elsewhere.

4.3. Partnership and communication

The relations with both old and new POs are to develop at the level of “partnership”⁶⁷ according to W en D: signing of a partnership agreement, assuring long time assistance, mutuality and giving POs (always) the possibility to solicit assistance. Both W en D and representatives of POs mention mutual “trust” as a major factor for such a relationship during interviews.

The principled approach to partnership comes most to the fore in the way in which POs are approached by W en D:

- POs are considered autonomous partners by W en D. There is to some extent a two-way relationship in that POs are asked each year to come forward with ideas and proposals they consider worthwhile and are (increasingly) asked to comment on proposals from W en D;
- through different ways of communication (e-mail, mail, telephone calls), PO representatives calling upon the W en D office and annual project visits to POs there is a continuous and close contact with each PO. These meetings also are a moment to communicate new possibilities offered or to clarify what W en D would like to see as developments;
- regular reporting and monitoring of projects are important ways to follow up on POs ideas for future activities (see also chapter 6).

A large emphasis has been placed on this way of working, so that the conclusion is justified, that W en D has above all had a partner-by-partner approach. This part of the communication is however largely geared to sponsorship related, project management and reporting issues. Exchange on concepts or visions are less easily shared in this way.

Exchanges between POs have been scarce in the past, except for a General Conference celebrating the 25th anniversary of W en D. Since 2007 there has been a sequence of Partner Conferences, reuniting POs of the same continent. The conferences are informative and are meant to exchange practices, as well as to discuss and get feedback on W en D policy, developments that are set in motion or ways of working (e.g. being a learning organization). It construes ties between POs and their staff. These conferences include topics of the education programme; in fact the 2008 conferences (4) focussed on education to a large extent. E.g. in a conference in Burkina Faso the idea of the so-called “speed school” has been presented by partner A-Burkina Faso and other POs have thought it to be an approach that could also be applied in their situations. In the Burkina Faso conference it was decided to start a working group of W en D en some PO representatives to study the needs and possibilities for a network (and in the meantime the Christian network RECF has been constituted)⁶⁸. Conclusions and recommendations of evaluations have been shared. Also pros and cons of approaches are discussed (e.g. of hostels and homes versus day schools and day-care centres- during the Bangladesh partner conference). The cost of such exchanges is reduced by asking one PO in a country to organise the venue and programme, and facilities of the partner are used as much as possible.

⁶⁷ In the evaluation of the emergency programme POs interviewed gave the following reactions: “Woord en Daad shows willingness to listen”, “lets POs define the needs”, “there is reciprocity/ discussion takes place at the same level/consultative”, “they understand the context”, “we are given room to develop”, “fidelity”, “trusted”, “respect our identity”, “generosity when it comes to starting new projects”, “positive attitude in communications and approach in general”, “they are fast in their decision making”. None reacted in an opposite way.

⁶⁸ Experiences in other networks (e.g. Oxfam Novib show that it is very difficult to build and maintain a comprehensive exchange network through internet).

Further exchanges are generally part of capacity building, but have also a function in shaping the partnership. Such exchanges are until now also limited in number as far as education is concerned. E.g. A delegation of CRECH in Haiti has visited the Netherlands to see what is done in terms of preparation and distribution of Christian education and learning materials. The model for Christian education curriculum developed and applied by partner T in Colombia has been financed by W en D on the condition that it will be made available also to the other POs in the W en D network in addition to a wider application in Colombia and in neighbouring countries. A delegation of AMG-Guatemala has visited CDA in Colombia to compare ways of working. A group of Asian POs has jointly organised a training in the framework of capacity building.

During the interviews and in evaluations at the end of events, the POs underline the importance of exchanges as being important for their motivation and learning.

4.4. Conclusions

Efficiency:

- The decision to support POs and their activities has been made long ago in most cases, as most education partners have a Partner Agreement since a long time already. During recent years new education partners have been identified especially in Africa, in line with the general policy of W en D;
- The selection process is well designed and effective to construct sustainable partner relationships. The criteria and selection process have been largely the same for old and new Pos;
- Organizations qualify on general organizational criteria and not because of their education activities. The relationship is gradually if not “organically” construed;
- POs receive continued support based on their track-record. Phasing out after a set period is not envisaged, also because withdrawal, especially of the sponsorship funding would mean the collapse of quite a few of the POs. The W en D policy provides for an exceptional – compared to most other financing sources- security. This long term financial support is important for POs organizational development.

Effectiveness:

- The communication between POs and W en D is mostly related to the management of projects activities. Communication in this respect is most intensive and diversified;
- There has been relatively little exchange on W en D policy and vision or concepts with the group of POs until a few years ago;
- The partner conferences are worthwhile occasions to exchange on concepts, visions and approaches as well as the possibilities for exchanging best practices. It helps in constructing also the relationships between POs and motivates them;
- The exchanges and joint organization of events like trainings, improve especially bilateral relations between POs (in the same continent). During the interviews and in evaluations at the end of events, the POs underline the importance of exchanges as being important for their motivation and learning.

4.5. Recommendations

- W en D and POs should continue with the types of exchanges that developed in addition to exchanges during the implementation phase;
- the possibilities of joint organization of events and exchanges should be further and continuously explored by POs, so that these events can also be geared to the needs of the organizations.

5. INTERNAL ORGANIZATION OF PARTNER AND THEIR POSITIONING

5.1. Internal organizational characteristics

The information on organizational characteristics of POs with education activities, available at the level of W en D, is scant. It is one reason why an additional short questionnaire has been sent to the POs in the framework of this evaluation, to which 17 POs reacted. A full analysis of organizational characteristics and development of the organizations over the years could not be done and was also not part of this evaluation. Further analysis of the organizational development of POs would show that the Pos - their founders and staff - have demonstrated a consistent effort, initiative, perseverance, organizational capabilities, increasing professionalism and knowledge of context. That in itself justifies the financial support by W en D and the autonomous role of POs. Some factors have been looked at closer, which also reveals some strong and weak points.

5.1.1. Foundation

POs have been founded in different ways and with different missions. To some extent it determines how POs work, and their potential to develop as organizations. The following types of organizations could be distinguished on the basis of information from proposals and the questionnaire.⁶⁹

- a. POs that have been set up as Christian development organizations without a direct link to churches. They work in close cooperation with other Christian organizations, amongst which churches: an example is partner O in Haïti, which was largely an initiative of W en D. Partner J in India has had a similar set up;
- b. POs set up by (a network of) local churches, often on the joint initiative and financing by INGOs. In this case the churches wanted to have a separate development organization. Examples are partner U in Benin which is an executive bureau of around 300 Christian Evangelical churches. Partner M in Haiti is also an initiative of a network of organizations (around 40-60 organizations are represented), as is partner N in Haïti. Partner V in Chad a similar past;
- c. POs set up by individual foreign evangelists/local clerical leaders who combined the ministry (and having several churches) with development work. The two are organizationally separated or in a process of separation, but close ties remain especially as to the leadership, representation and outlook. Examples are partner P in Nicaragua and partner T in Colombia, or partner B in Burkina Faso and partner A in Burkina Faso, or partner R in Bangladesh;
- d. The POs that have evangelism as their mission, which they combine with development work. An organizational dividing line is difficult to draw and/ or is also not seen as relevant by the PO itself. In fact all development work is assumed to contribute to evangelism. Examples are the AMG organizations which are part of the AMG International network.⁷⁰ Partner H in India is likewise strongly oriented towards evangelism and church-planting as is partner W in Zambia.

These categories are not exclusive, especially because in practice development and evangelism or church-work is approached holistically. Partner W says it takes a holistic approach to ministry, which is “to meet the spiritual and social needs of their target groups”. This is also reflected in the internal organization of quite a few POs. E.g. Partner B in Burkina

⁶⁹ On some organizations no information could be found, so POs would have to see into which category they might fall.

⁷⁰ The link of some POs with AMG international is sometimes less intensive; partner L in Haiti says it has no longer ties with the central organization.

Faso has a department for evangelism. Whereas some POs consider themselves above all an (integrated) development organization, others emphasize evangelism. So development and charity activities go together with evangelism, capacity building of church leaders and church planting. Partner K in Guatemala takes the position that “the main focus is evangelisation through education”. Several other organizations do in fact the same, when doing education activities in schools and taking care of children in hostels or homes, or when literacy training is considered functional because it enables people to read the Bible (partner B in Burkina Faso).

5.1.2. Organization size and volume of activities

Other factors are the size of the organization⁷¹ and the volume of their (education) activities:

- more than half of the POs are very small organizations, with a relatively limited range and/or volume of activities, as well as a small budget. Consequently, their activities in the education sector are relatively fractional and localised. E.g. Partner L in Haïti supports some schools only, and has some activities in the Health sector. AMG's overall budget is small and they have a very small core staff, partially working also on a voluntary basis. Some of these organizations, like partner U in Bénin, have activities especially in other sectors like agriculture and vocational training, while education activities are very minor;
- larger organizations have generally a reasonable large variety and volume of activities, as well as more substantial overall budgets. They also have relatively substantial activities in the education sector, which however in most cases limit themselves also in terms of geographical area covered . partner O in Haïti has activities in agriculture, health, integrated area development etc. and supports the education activities in around 25 schools (10,000 children) but it is also active in various networks of the education sector like partner M in Haïti and partner N in Haïti that are also supported by W en D. So partner O in Haïti is possibly at one extreme end of the continuum. Partner R in Bangladesh has got (more voluminous) activities in health and economic and social development and estimates that 25% of its budget is for education.

5.1.3. Orientation

Very few of either large or small POs in the sample can be labelled “Education Institutions” and do so themselves. One is a network organization like partner M in Haïti, specialising in education related matters (curriculum development, production of materials etc.). partner I in India, as far as can be deduced from the results of the questionnaire, is the only organization that focuses largely on education and qualifies as a specialist education institution, education is at all levels up to university college and a large part of its staff is involved in extending education interventions and quality. Partner E in India is also having a large education programme and with schools at different levels, with a lot of staff but it has also a strong focus on Health and Community development. Partner X may limit itself also to largely education activities but its organization is small in all respects. Part of partner T in Colombia could be labelled as such also, because it is one of the few organizations that has got education specialists amongst senior staff (partner T in Colombia itself emphasises its holistic approach in which the combination with social work and care etc.). The same applies to partner O in Haïti which has a relatively large volume of education activities, supports many schools and has (therefore) a large number of personnel in the sector, but considers agriculture and other economic development at least as important considering its mission and daily reality in Haïti.

Almost all POs have a core staff, that is mainly concerned with the organization and implementation of projects, including the education projects. So they are better labelled

⁷¹ Size is in this case relative, comparing W and D POs. What the importance of the organization in the national or state context and especially compared to other (Christian) NGOs is, could be less easily determined.

project organizations. All other staff is carrying out the activities or supporting implementation (teachers, headmasters, wardens, administrators of schools, supervisors etc.). In all, it can not be expected from the POs that they will have the internal capacity to influence education policy and the education sector at national level.

5.1.4. Human Resources

Large POs with multiple activities have a larger staff working in different departments. In the smaller organization the division of responsibilities is very minor- a few people do everything.

Leadership, whether in small or large organizations, is in most cases characterised by personalised leadership in which the leaders do not delegate to that extent, and they combine daily management and coordination responsibilities for development matters with that of the ministries/churches, as well as external representation. This type of leadership is often both a strong and a weak point. The strong commitment, broad personal networks, initiative oriented ness etc. have made that their organizations developed, grew in size and volume of activities and were successful to reach large numbers of target groups. On the other hand, many POs founded by clerical leaders have experienced a relative crisis (partner R in Bangladesh - "leadership vacuum"), as replacement had not timely and effectively been arranged for. On the other hand, other organizations may have leadership problems in that e.g. a network of churches/ representations in the Board of that organization may feel, that securing the leadership is strategic to their own interests, on which nominations can stall or which renders the position of the CEOs very weak. Such relative crises reflect on performance, in some cases for a long time.

During self-assessments, in external evaluations and during interviews, quite some POs mention, that is difficult to retain teaching staff in their own schools. Reasons are low salary levels (partner T in Colombia reports that they pay at 20% less than others), competition from other private sector schools or in some cases public schools, and often teaching does not have a high profile. Additionally, not so many teachers are motivated to work in the areas that are sometimes remote, socially and economically backward if not dangerous, or with the target groups of children from poor households. Quite some teachers see teaching as a temporary undertaking and a stepping stone towards another career. This situation being as it is, reduces also the effectiveness of capacity building at this level, as trained teachers may more easily find alternative employment and as it is difficult to oblige those that have been trained, to stay.

5.1.5. Financial resources

Own financial resources are scarce both in case of the small and larger POs. The main reason given is that the target groups are poor and cannot but contribute very little, if at all. Partner O in Haïti reports a relatively important contribution by the schools i.c. the parents themselves. Some POs try to generate some funds through activities, but from the reports it is clear that this is generally not even enough to cover the cost of such activities (e.g. partner M in Haïti trying to sell booklets). Partner G in India has started more seriously to use funding for scholarships as a revolving fund, so that the fund may remain to some extent available for other students, but it will not realise a margin for other and extra investments. So dependency on outside financing is in most cases at a 100%.

There are POs, that have multiple external donors (e.g. partner O in Haïti and partner N in Haïti a.o. are also financed by ICCO, partner K in Guatemala by also AMG International USA, partner E in India by Wort & Tat, Germany). Especially the larger POs and POs that have various types of programmes (agriculture, health etc.) have more possibilities to link up with different financiers (e.g. partner U in Bénin, partner O in Haïti).

From the five-yearly financial visit reports and interviews, as well as the short questionnaire amongst POs in the sample it is clear that:

- the POs financial basis/capital proper is mostly very low or in some cases even negative;
- in some cases contributions of W en D alone cover up to 95% of the total of both variable and fixed total budgets, others receive up to 50% through W en D. In the case of partner B in Burkina Faso the education budget and contribution by W en D accounts for 70% of its overall annual budget;
- in the case of the small organizations partner L in Haïti, Word and Deed and partner F in India, partner P in Nicaragua, but also being larger organization like partner B in Burkina Faso, partner R in Bangladesh and partner O in Haïti, W en D is the only financier covering practically all education costs (90% or more). Only partner M in Haïti reports a W en D contribution of lower than 50% (at 35%) as the major project is co-financed, while all others are between 50 and 90%.

Especially organizations, that benefit from financial sponsorship and that have a longstanding relationship with W en D have been more or less “sure” in the past, that part of their financial needs will be covered by this financing source. This in turn provides for a relatively steady financial basis for their organizations and planning. One could say, that the financial support by W en D has enabled the POs organizations to develop as organizations and to a large extent also their education activities.

During the evaluation period W en D has been able to honour budgets agreed to, because of the increasing amounts generated through sponsorship and other sources. Not having that many or insufficient alternative financing possibilities until now, means a large degree of dependency on W en D. It makes POs vulnerable in case of a reduction of that financing. This also showed in one case in which a PO accepted more children in their scholarship programme than the number that could be accommodated by the budget provided by W en D; it lead to considerable difficulties in the organization to mobilise the said resources. This is more so as the financing system provides for a topping up of funding for overhead and running costs; this means that the POs tend to maximise the numbers of children sponsored.

5.2. Institutional setting of partner organizations

A systematic analysis of the institutional setting of the POs is not yet⁷² available at the level of W en D. From the dossiers and from interviews held with the POs, some major factors come to the fore, which determines the way in which POs are positioned in their institutional environment.

5.2.1. Recognition by others

Organizations may have a more or less recognised position in their institutional environment because of their “age” and size:

- Quite a few smaller POs in Africa are also “younger” organizations : partner A in Burkina Faso -although established in 1992- got its first permanent personnel in 2000 only, partner D in Zambia was founded in 2000, partner C in Sierra Leone in 2000. This means, that they have to proof themselves as yet vis à vis other organizations and the general institutional environment. In networks their role can only be a restricted one;
- The larger organizations in Africa are from the 1990s. The Asian POs are generally established in the 1970s and 80s, while the POs in Latin America also date from the 1980s and 90s with the exception of partner T in Colombia and partner K in Guatemala, which are again older. These organizations have had long time assistance by W en D and sometimes also other significant donors and also time to build up the organization. By doing so, they proofed themselves in their respective

⁷² It has been the intention of the Capacity Development Department of W and D to undertake such an assessment the coming year.

context, which contributes to being recognised by other organizations⁷³. Their relative size is in most cases still small compared to other NGOs in the same country and they may be of more or less equal size compared to other Christian organizations. It depends very much on the context.

5.2.2. Acceptance of Christian identity and orientation

POs being Christian organizations have nevertheless a particular position in their countries' societies, although the position differs from one country and context to the other and could be spaced out in a continuum:

- in some cases there may be a degree of non-acceptance because of Christian identity and associated actions. E.g. partner F in India indicated that, although there is officially freedom of religion in India, other groups (religious, political) do not accept Christian evangelism. So, also acceptance of their development activities is low or not accepted at all, up to the level of sabotage and aggression against the PO and staff. Target families may be pressurized to withhold cooperation. For a number of POs it is one of the reasons why they prefer to bring children to hostels and homes, and consequently the relations with the families are reduced;
- partner B in Burkina Faso relates that general acceptance in Burkina Faso is not a problem and that there is at the local level cooperation and participation of all groups; on the other hand participation in activities may be limited because of identity (e.g. numbers of adults participating in literacy courses by their special department are very limited in some areas);
- in quite a few countries the POs are just one amongst very many Christian evangelical organizations in the region or in the country where they are active (e.g. in Nicaragua, Chad, Zambia). In such cases it is rather a matter of POs needing to obtain or defend a position, if not sometimes compete for access to (external) financing or influence in networks.

5.2.3. Government role

In almost all cases the government regulations are open to all kinds of organizations and so POs are formally recognised under the laws of the particular countries⁷⁴.

In the various countries the position of private education and therefore NGOs promoting Christian education differs considerably:

- in most countries the public schools are the norm, including the curriculum, examination and quality criteria for education as such, as well as infrastructure and facilities. In cases in which public schooling is predominant, private schools will in most cases try to conform. They may attempt to be recognised by the government in order to also get government contributions or government teachers. This is especially the case in countries like India, Bangladesh and Burkina Faso, where recognition has been obtained already;
- however, quite an opposite situation presents itself in a country like Haiti, where more than 90% of all education is private education. The government role is largely to formulate some general frameworks for education, like minimum curriculum and levels. In Nicaragua central steering is fluid and POs can determine their own curriculum to a large extent, as well as the qualification levels.

⁷³ Internal overview of the situation per partner on February 2008 by W and D Capacity Development.

⁷⁴ It is also part of the conditions of W and D

5.2.4. Participation in networks

To some extent the POs participate in the countries' NGO- and other networks:

- Most organizations have ties with other Christian organizations and especially the evangelical churches network from which they originate. Collaboration with other organizations materialises in varying degree, but the general impression is that organizations are functioning rather much on their own or limit themselves to other Christian organizations. Most POs take part in a dialogue with other evangelical denominations (like partner B in Burkina Faso and partner A in Burkina Faso). Collaboration in forums concerning education has not been identified except for partner T in Colombia in the sample, but this may be due to limited analysis;
- Financing also mostly comes in through Christian organizations abroad, although some POs qualify for institutional funding, like UNDP, WFP (food aid), or USAID. Institutional financing ties for primary and secondary education have not been identified;
- None of the organizations has a predominant role in national, or in the case of India state- networks due to their relatively small size. This also applies to education networks most likely, with the (potential) exception of partner N in Haïti- reuniting many organizations that work in the private education sector. partner N in Haïti works closely with those organizations and the government;
- Some POs are themselves network organizations, working especially in education. Partner U in Benin, partners M and N in Haïti are examples. Them being POs of W en D is partly because the intention is to have more influence on the national or regional scale, especially to promote Christian education, and for cases in which a coordinated effort is advantageous to bring about education development. Partner M in Haïti is functioning on the initiative of around 40 organizations to develop material for Christian education is an exception. Partner N in Haïti is also exceptional as not only Christian but also Catholic and other private education organizations are represented.

5.3. Organizational development and learning in POs⁷⁵

5.3.1. Capacity building

W en D has nominated one staff member who focuses on capacity development in order to assist POs in general organizational and institutional development.

W en D did however always look closely at aspects of organizational capacity and organizational development. The emphasis has been on administrative and financial aspects and to some extent on human resources and (the division of) responsibilities in the organization. This is logical, as a major concern was and is to get assurances, that funds transferred by W en D are put to good use, and that reports reflect that reality. Five yearly and annual visits of all POs by one or more members of the programme staff and the Finance section have been the main instruments to check on performance. These visits are also used as occasions to give suggestions on organizational improvements. As a follow up, more punctual support to PO organizations has been given as and when indicated by the PO or suggested by W en D.

Through the Netherlands Personele Samenwerking Ontwikkelingslanden (PSO) financial assistance for capacity building has been obtained by W en D, which is partly used for activities in the education programme, but such financing can also come from own programme funding.⁷⁶ Compared to the other programmes and general organizational

⁷⁵ Observations in this respect are very much limited, as only specific initiatives that were financed by W and D were found in the documentation. POs can have done much more in order to develop their organizations overall and more in particular their capacity to run their education projects.

development and institutional development activities, the education activities⁷⁷ have relatively benefited most from PSO financing over the four years.⁷⁸ Activities funded from PSO are in principle for organizational development but apparently the definition is rather wide. Most activities concern education quality improvement, like curriculum development, participation in networks or advising on education models and training of teachers to apply the model. A software system for tracking schoolchildren/- leavers, which has been developed since 2004, has yet to be implemented on an experimental basis.

Organizational development activities for education related capacity building has been limited over the evaluation period. An important activity has been to ask POs to formulate multi annual education sector plans (SMAPs), inviting POs to do an organizational analysis/ self assessment of education quality (SWOT), as well as organise assistance to advice on particular content matters. Around half of the POs had a SMAP of the education activities by the beginning of 2008.⁷⁹ These initiatives, mostly initiated by W en D, have been taken up by the POs in varying degree; partners find it difficult to combine such activities with the management and other chores of daily implementation.

5.3.2. Organizational learning at PO level

The education project evaluations, which have been carried out in 2007 and 2008, look in principle at the organizational capacity and performance of organizations, when answering questions on efficiency and to give feedback on organizational matters. However, in the TORs of the evaluations that have been done so far it is not asked for explicitly. In the evaluation reports it is generally not included in the analysis or only very partially done so, exceptions like the evaluation of partner E in India education activities not withstanding.

The evaluations have been followed up by W en D through end-memos and recommendations and the results are discussed during visits and/ or by mail. So far however, none of the POs has given substantial management responses to recommendations in the education evaluations in writing, including the evaluations that have been finished already for a longer time. Partner E in India has however reacted, and is expected to give follow up now. Partner B in Burkina Faso has done a self-evaluation of its literacy programme and is giving follow up to that. W en D staff participating in visits of POs report however, that they discuss the outcome of the evaluations.

Exchanges between partners would mainly go through W en D staff taking along experiences of different partners. Now partner-conferences are organised on the initiative of W en D as part of the capacity building. During these conferences organizations are informed on a number of topics and there is an exchange of practices. In this respect it functions as a platform for learning on education content matter, but also on organizational matters. One example of the latter is the way in which education projects should be (better) monitored and in order to produce reports that better present the outcomes. This approach is thought worthwhile by the POs; in the Burkina Faso conference of 2008 the decision has been made to start a working group that will research to what extent the POs can function in a network.

5.4. Conclusions

Efficiency:

⁷⁶ From 2009 onwards this fund will be used only for support to Organisational and Institutional Development at PO level, while capacity building like teacher training, therefore pertaining specifically to education quality improvement, will be financed from the funds available for activities under the education programme.

⁷⁷

⁷⁸ That is, more costs for such activities have been imputed on the PSO account.

⁷⁹ Internal overview of the situation per partner on February 2008 by W and D Capacity Development.

- The different history and reason for founding of the POs or their mission are good criteria to distinguish types of POs. Especially POs that have originally been founded as churches/ministries by individual clerical leaders and mission organizations retain until today a strong focus on evangelisation, even though the organization has been recognised as a development NGO. The development work is also and explicitly used to do evangelisation. For POs of networks of Christian organizations and those founded on the initiative of INGOs, the development objective is probably predominant, while Christian norms and values are rather guiding the organization;
- POs and their leaders have shown enormous commitment to do their work, know their context best and have developed as an organization;
- More than half of the POs are very small organizations, with a small volume and range of activities, limited number of managing and coordinating staff and hardly specialised education staff, a restricted overall budget. Though very important for the beneficiaries and meaningful, their work is localised. Because of additional factors of often being young organizations, one amongst very many etc. they hardly have an influence on the education sector and its actors;
- The relatively large POs have a large volume and larger range of activities, larger numbers of management and coordinating staff and in some cases specialised education staff, a considerable budget. Their role in local networks may be important, but they are still too small to influence the sector at regional/state and national levels of their own;
- Most PO organizations are project organizations; only a few are specialised Education institutions that have the potential capacity to influence (Christian) education content matter and work on innovations;
- POs have a limited financial resource base. Overall, their dependency on donors is at a 100%. Only a few POs have limited own resources and multiple donors, which in itself does not signify a guarantee that they would be better able to “survive” a diminution of contributions; the major factor is the degree to which donors tend to build in continuity of their contributions, like W en D does. Many POs depend to a large extent on the W en D sponsoring for their education activities and related basic care for children. This signifies a risk, in case W en D would not be able to mobilise the sponsorship and other funding. However W en D considers that the risk is mitigated to a large extent by the risk management system of partial commitment followed by full commitment if and when full financing is obtained;
- In all cases POs are formally recognised by the government. However, actual acceptance of Christian organizations differs from one context to the other. Likewise the role of Christian education institutions differs per country. These are significant factors that influence the way in which POs can work, and make the W en D approach of partnership the more relevant;
- The attention for organizational and institutional development has increased both at the level of POs and W en D. PO capacity building has focussed relatively most on education related issues;
- Organizational learning at PO level is missing out on chances offered by education sector evaluations, as too little reflection on their own organization and performance takes place.

5.5. Recommendations

- Small organizations, which have a potential to develop further, have been identified by W en D. A long term W en D assistance, as well as measures of organizational and institutional development, can be instrumental in their organizational development, as also “old” POs have demonstrated;

- Increasing the size of POs and adding on to their activities may be seen by POs as a main strategy to gain more influence in general and in education. Also already larger organizations should however look at alternatives to influence the sector and to develop education content matter. Establishing or becoming active in existing networks in order to provide for more “critical mass”, like the partner N in Haïti and partner M in Haïti networks in Haiti should get priority. This is also recognised by W en D;⁸⁰
- W en D should insist on such networking and can be more proactive, probably together with other likeminded financing organizations, to get such networks working in selected countries and thus mobilise for change;
- Oorganizational performance in the execution of W en D financed projects should be specifically mentioned in TORs of evaluations. Likewise, POs should better use the opportunities offered by an evaluation to learn, by showing the follow up given by the management.
- If W en D intends to lay more emphasis on education content matter, methods, teaching and policy influencing it will have to differentiate between POs (and countries) in this respect.

⁸⁰ Mention has been made of this in the Annual Plan 2007 p. 65.

Level 3: Programme implementation by Woord en Daad

6. OVERALL RESULTS OF THE EDUCATION PROGRAMME

6.1. PO activities

In Table 4 the education programme activities⁸¹ are shown and the number of partners per year that have a particular activity. In Table 5 the amounts spent for the same categories are given.

6.1.1. Importance of activities

Analysis of the two tables⁸² shows the following:

- Primary and secondary education are the predominant activities. Most POs are involved in these activities. Investment wise, primary and secondary education - including scholarships and day care- account for more than 70% of the total budget per year. N.B. Education at different levels includes the sponsorship package including clothing, health services, food, payment of schooling, overhead costs for schools and POs, but also all costs for homes and hostels;
- Own schools at primary level have been given priority by POs, representing more than 60% of all investments on the average during the implementation period (61, 62, 65, 60% annually). At secondary level own schools are given a high, although decreasing priority investment wise (89% in 2004 and 78% in 2004). This confirms that POs tend to give own schools priority, although it should be taken into account, that some POs do have many own schools, while others have none (see level 4);
- The number of POs active in pre-primary education has increased slightly, but not significantly;
- In primary education, the number of POs with own schools and day care has stabilised in absolute numbers, while the number that let children attend other schools has increased. The latter is partly due to the fact that the new POs⁸³ generally did not have their own schools. The number of POs providing scholarships to children at this level has increased also, especially from 2004 till 2005. At secondary level, the number of POs providing scholarships has also increased while own schools, other schools and day-care have largely stabilised;
- Infrastructure, including new constructions and facilities, shows a doubling of POs that are active. However, in absolute terms the investment has been rather constant over the four years, meaning that there is a relative decrease in attention given to this type of investment and of investment per project. The characteristics of these activities are further detailed in Chapter 10.

6.1.2. Integration of policy changes

The shift in emphasis in W en D policy (see Chapter 2) is to some extent visible from the other activities:

- A considerable increase in numbers of POs providing scholarships⁸⁴ for higher education, which signifies that this formula is apparently considered worthwhile by the POs and that there is increasing attention for higher steps in the education chain. The

⁸¹ For primary and secondary education, a distinction has been made between schools owned by the PO and other schools attended by sponsored children.

⁸² Take note that over the four years the total number of POs, that are active in the education sector, has increased and that this accounts for part of the increases of numbers of POs doing a certain activity.

⁸³ At least, those in the sample.

⁸⁴ VET related scholarships have not been included in this overview but it would also show an increase and signifies that the shift in emphasis through the chain approach takes effect.

investments in higher education are also showing an average higher trend, but this is also partly due to higher costs per student;

- Many more POs have taken initiatives in capacity building as part of more emphasis being put on quality improvement. The amounts are fluctuating from one year to the other, which is probably an indication of the incidental character of these initiatives;
- Compared to 2004, more than double the number of POs are active in literacy at the end of the evaluation period.

Table 4: Number of partners for the different categories of support, for 2004 – 2007

Category		2004	2005	2006	2007
	Total no of partners	23	26	26	27
Direct Poverty Reduction					
Pre Primary Education		17	19	19	19
Primary Education	Own schools	13	13	13	13
	Other schools	5	5	6	8
	Scholarships	6	9	10	9
	Day care	4	4	4	4
Secondary Education	Own schools	8	9	10	10
	Other schools	3	3	4	4
	Scholarships	5	7	7	9
	Day care	3	3	3	4
Higher Education		9	12	14	15
Informal Education		3	4	4	5
Adult Literacy		3	3	3	7
Infrastructure		8	10	13	15
Capacity Building		3	14	12	10
Bundles of Love		16	18	15	14
Civil Society Building					
Curriculum Development		1	2	2	2
Policy Influencing					
Policy Influencing					1

Source: Preliminary research Woord en Daad

6.1.3. Realisation of the three strategies

The overwhelming emphasis on Poverty Alleviation and at the same time the very restricted mobilisation of POs in Civil Society Building and Policy Influencing are evident:

- Almost all activities take place under the Poverty Reduction Strategy and almost all POs are active in such activities;
- Only two POs (partner M in Haiti, partner T in Colombia) are working explicitly and substantially on curriculum development, included under the Civil Society Building strategy;
- Only one PO (partner N in Haiti) is explicitly active in Policy Influencing, although others may have included elements in their other proposals in this regard;
- Expenditure is also very minor for Civil Society Building and Policy Influencing; one reason is that such activities do not cost that much per project, the other and major reason is the low priority given in the past, but this trend is now being inverted.

The Annual Plan 2007 indicates that nine PO are to become active in lobbying and that the process will be started by discussing the possibilities. It is clear that such trajectories are time consuming, especially if working through networks like partner N in Haïti is the major option.

6.1.4. Activity mix

In table 1 (see Chapter 1) an overview has been given of the sample of POs and their activities financed by W en D. In column 3 the mix of activities financed by W en D is shown. From this overview it is clear that some partners have only a few different types of activities financed by W en D (like partner A in Burkina Faso, being a new PO) and others have a large variety.

It is not by definition, that POs, that have a longer cooperation and considerable expenditures, have many activities financed by W en D as well:

- Partner K in Guatemala has a very restricted programme mainly focussing on pre and primary, secondary and higher education, mainly through sponsorship;
- The partner H in India programme has been restricted because the PO is being phased out;
- Other POs just have a limited mission like partner M in Haiti, which is focussing on curriculum development and partner N in Haiti for policy influencing and capacity building for POs in their network.

Table 5: Amounts of support by W en D per category of activities per year

Category		2004	2005	2006	2007
	Total amount	10.724.099	11.141.120	11.883.073	13.251.983
Direct Poverty Reduction					
Pre Primary Education	<i>Included in Primary Education</i>				
Primary Education	Own schools	3.167.095	3.110.387	3.458.778	3.868.670
	Other schools	2.007.967	1.867.748	1.860.165	2.631.562
	Scholarships	305.045	366.359	379.253	389.724
	Day care	791.764	782.861	775.563	845.447
Secondary Education	Own schools	713.888	742.731	869.170	1.021.981
	Other schools	90.835	100.281	181.395	287.244
	Scholarships	187.005	278.631	272.166	336.487
	Day care	178.455	193.630	191.178	206.787
Higher Education		890.253	1.134.005	1.505.117	1.043.372
Informal Education		76.823	127.770	171.843	157.966
Adult Literacy		76.498	118.891	131.458	214.122
Infrastructure		1.901.554	1.812.849	1.606.457	1.815.183
Capacity Building		21.307	169.405	94.146	116.558
Bundles of Love		286.925	304.448	309.843	238.608
Civil Society Building					
Curriculum Development		28.685	31.124	76.541	53.413
Policy Influencing					
Policy Influencing					24.859

Source: Preliminary research Woord en Daad

6.2. Expenditure

6.2.1. Total expenditure

Table 6 shows that: during the evaluation period a total of just over 46 million euros has been spent⁸⁵ in the education programme. And, that the total expenditure per year has considerably increased every year during the evaluation period: the reference year being 2004, this is respectively for 2005 +16%, for 2006 +20% and for 2007 +28.5%. One reason is that W en D has been very successful in generating more funds, and following this, has been able to make agreements to spend these funds. This confirms that W en D has succeeded in its overall objective of growth, and expenditures are in line with projections in the multi-annual planning.

6.2.2. Expenditure by continent

On the basis of the same table and table 8:

- The relative share in expenditure⁸⁶ per continent, comparing 2004 and 2007 figures, is for Africa from 20 to 21%, for Asia from 36 to 32%, for Latin America from 43 to 47%. It shows that the policy objectives to increase the interventions in more countries in Africa had as yet to materialise financially, although the programme had succeeded in identifying new partners (but who have become active on a limited scale). On the contrary, the share in expenditure of Latin American countries has increased considerably, while it would have to diminish relatively. According to W en D the increase in Latin American countries is largely due to cost increases⁸⁷ (the sponsorship/ number of children has only relatively slightly been increased over the period 2005-2007). The share of Asia has decreased but is with around 4 million euros per year still considerable and stabilising in absolute terms;
- In Africa, Burkina Faso (especially partner B in Burkina Faso with a large adoption programme) and Ethiopia (Partner Q with large investments in new infrastructure/ setting up a university) account for the major expenditure. In other African countries, most of the programmes are new, with new POs that are still starting, so amounts are limited (still);
- In Asia, India (mainly in two states: Andhra Pradesh and Kerala) shows most of the expenditure, but here six POs are active in education. Partner E in India and partner J in India have large adoption/ basic care programmes and a large variety of programmes targeting different target groups. Partner S in Thailand and partner Y in the Philippines have only one PO with also medium-large programmes, especially sponsorship and basic care. The policy intention was to stabilise absolute expenditure for Asian POs; in the last three years this has been the case with around four million euros per year. The relative decrease in total expenditure is to a small extent due to stabilising the budget of one PO (partner H in India) and probably the decrease of investments in infrastructure which were important in earlier years. Most important explanation is, that the numbers of children in sponsorship programmes was stabilised and apparently the cost/child did not increase that much;
- In Latin America, Guatemala and Colombia show equally high amounts spent, but there is only one PO in each country, respectively partner K in Guatemala and partner T in Colombia. Both have large sponsorship programmes. Haiti shows the highest expenditure for one country. One reason is that here four POs are active. Partner O in Haïti is traditionally the largest, with by far the largest adoption

⁸⁵ In the total disbursement also scholarships for students in Vocational Training (VET) have been included.

⁸⁶ Figures taken are not including Europe and VET.

⁸⁷ Which also has as a consequence that sponsorship amounts per child may be sufficient in Africa and Asia to cover all costs but not in Latin American Countries.

programme of all POs. Its total expenditure is more or less equal to that of partner T in Colombia and partner K in Guatemala.

Table 6: Education expenditure over the years 2004 – 2007, by continent, country and year

Region	Country	2004	2005	2006	2007	Total
Africa	Botswana	p.m.	p.m.	648	657	1.305
	Burkina Faso	850.011	824.088	919.312	1.084.770	3.678.181
	Chad	89.576	180.624	220.171	333.978	824.349
	Ethiopia	1.115.059	255.964	772.774	860.752	3.004.549
	Sierra Leone	0	66.105	153.249	192.478	411.832
	South Africa	67.156	80.248	127.727	116.573	391.704
	Zambia	0	0	0	131.650	131.650
Total Africa		2.121.802	1.407.029	2.193.881	2.720.858	8.443.570
Asia	Bangladesh	416.414	427.391	516.870	470.233	1.830.908
	India	2.130.662	2.734.639	2.565.319	2.637.702	10.068.322
	Philippines	491.340	574.876	556.241	603.702	2.226.159
	Sri Lanka	153.020	187.870	184.112	184.469	709.471
	Thailand	551.583	99.755	132.836	138.581	922.755
Total Asia		3.743.019	4.024.531	3.955.378	4.034.687	15.757.615
Europe	Cyprus	8.241	5.932	886	0	15.059
	Greece	10.752	6.024	931	0	17.707
Total Europe		18.993	11.956	1.817	0	32.766
Latin America	Colombia	1.199.014	1.822.400	1.842.196	1.790.059	6.653.669
	Guatemala	1.844.078	1.599.668	1.649.183	1.716.450	6.809.379
	Haiti	1.386.779	1.824.152	2.026.535	2.258.611	7.496.077
	Honduras	0	35.476	41.399	59.820	136.695
	Nicaragua	69.953	100.540	170.377	214.707	555.577
Total Latin America		4.499.824	5.382.236	5.729.690	6.039.647	21.651.397
Other		0	1.650	14.350	0	16.000
		286.925	312.148	22.744	17.823	639.640
Total Other		286.925	313.798	37.094	17.823	655.640
(Scholarships) VET	General	-720.951	0	0	0	-720.951
	Botswana	37.520	17.050	15.693	0	70.263
	Ethiopia	27.720	52.179	39.613	91.499	211.011
	Ghana	0	0	0	24.033	24.033
	India	0	10.838	25.132	0	35.970
	South Africa	0	0	0	2.810	2.810
Total (Scholarships) VET		-655.711	80.067	80.438	118.342	-376.864
Difference because of rounding off in calculations		0	0	-1	0	-1
Difference between total for Higher Education mentioned in the annual report and in the annex of the report		0	0	0	17	17
Difference in list of projects and annual report (called 'afrounding 3')		0	0	0	-141	-141
To be settled differences in exchange currency previous year		-82.574	327.317	-90.614	-175.147	-21.018
End total		9.932.278	11.546.934	11.907.683	12.756.086	46.142.981

Source: Preliminary research Woord en Daad

If the programmes of new POs (in Africa) are to grow further, different scenarios are possible. Only if growth could be realised like in the years before, there would be no need to scale down programmes of POs or ultimately stop collaboration with POs elsewhere. The

likelihood of a drop in funding is also realistic (see next paragraph). This requires other scenarios.

The percentage of overhead (for the W en D organization, including the running of the sponsorship programme) on education programme activities and expenditure is not known. The overall W en D has however been able to be just over 10%, which is very low compared to other INGOs and well within the norms of the Bureau that supervises fundraising organizations in the Netherlands (CBF).

6.3. Funding

In table 7, the percentage share of funding per funding source has been given for each continent and over the four years of the evaluation period.

Table 7: Amount of support by type of funding, in percentage by region for 2004 – 2007

Region	Funding, as % of total amount	2004	2005	2006	2007
Africa	Sponsorship	52	72	49	39
	Project support	48	25	48	55
	Project support, additional	0	3	3	6
Total Africa		2.121.802	1.407.029	2.193.881	2.720.858
Asia	Sponsorship	74	72	75	77
	Project support	25	26	22	20
	Project support, additional	1	2	3	3
Total Asia		3.743.019	4.024.531	3.955.378	4.034.687
Europe	Sponsorship	N.A.	N.A	N.A.	N.A
Total Europe		18.993	11.956	1.817	0
Latin America	Sponsorship	69	54	53	52
	Project support	9	26	21	27
	Project support, additional	22	20	26	21
Total in Latin America		4.499.824	5.382.236	5.729.690	6.039.647
Other	Sponsorship	0	0	61	100
	Project support	100	100	39	0
Total Other		286.925	313.798	37.094	17.823
All regions	Sponsorship	65	61	60	57
	Project support	25	28	26	31
	Project support, additional	10	11	14	12
Total for all regions		10.670.563	11.139.550	11.917.860	12.813.015

Source: Preliminary research Woord en Daad

Sponsors donate the funding per child or a group of children for education and basic care and this funding is directly or indirectly benefiting them. Project support funds are in many cases not directly related to children or students, but may serve to add to the sponsorship funding if needed. Project support funding is therefore also for all other types of projects, also in the Education programme like capacity building, infrastructure projects etc.

Over the evaluation period, the relative share of sponsorship funding for the whole programme (all continents) has decreased (from 65 to 57% of the totals of year 2004 and 2007), while project support has increased (from 35 to 43% for the same period). This is logical, as more funding through institutional donors has become available, especially through TMF and MFS. Africa (13 percentage points) and Latin America (17 percentage points) show a very strong increase of projects financed from other sources than

sponsorship, while Asia has benefited even more from sponsorship (an increase of 3 percentage points).

The very good performance of W en D at the level of fundraising, both through increasing the sponsorship and institutional funding, has provided a “luxury” position; the total budget has increased considerably and constantly and has made it possible to continue with the programmes, as well as to realise the shift in emphasis to Africa.

A sudden drop in income from sponsorship is less likely, because the W en D sponsors show generally a very large continuity and W en D has been able to interest different groups. PSO financing provides for a rather constant funding source for W en D. Drops in Institutional Funding are however not impossible and they could signify a drop for a longer period. W en D has to qualify every 3-4 years and the Netherlands policy vis à vis INGO’s is sometimes erratic. Benefiting from EC grants or other significant donors has not materialised yet, and would be more likely for other types of activities.

A strong point of W en D in fundraising is, that it can use its relatively steady income from sponsorship funding as co-financing, which is one of the most important criteria for institutional financing and which was applied for MFS financing. W en D has also got ample proof of having a base in society which was an additional requirement from Dutch government funding through TMF and more so in MFS and future such financing. The shift to African countries and partly to POs in failed states is another strong point as this is also a specific criterion applied by institutional donors. W en D has given attention to “hot” themes like HIV/Aids.

It is not clear from W en D policy papers what would happen if the budget stabilises or worse, decreases substantially. The consequences for PO programmes in Latin America and India are not known, departing from the policy-idea that new POs, and especially Africa would tend to be prioritised. This creates a degree of uncertainty on the part of a number of POs. In order to counteract a possible drop in funding, W en D uses a risk management system in which every year part of the funding is “guaranteed” through a commitment, while a certain percentage is only committed when the financing is sure and this is communicated early with POs. This serves also for POs as a safeguard so as not exceed by making commitments for which financing has not been secured yet and to allow for adaptations in the exploitation set up for the next year. Until now this system has worked well according to W en D.

6.4. Beneficiaries⁸⁸

Table 8 gives the reported number⁸⁹ of students/children and adults directly supported in the programme in the different countries in any year, for the different regions and in total per year.

It is clear that W en D and POs have been very successful in increasing the numbers; in absolute terms the increase for all regions from 2004 till 2007 is from 45.000 to 58.000, which is a 29% increase, taking 2004 as the reference year:

- The largest increase is in Africa (+115 %), where both old POs (partner B in Burkina Faso and Partner Q in Ethiopia) and new POs notably partner D in Zambia have shown a considerable increase;
- Asia increased with 11%, but increases per country and per PO were not drastic;

⁸⁸ The beneficiary profile is discussed in Chapter 11.

⁸⁹ As these are to a large extent the same beneficiaries from one year to the other one should not give a total figure adding up the figures over 4 years; the overall change (new ones in, old ones out) could not be known from the existing information nor the average time children participate in any programme. In the evaluations also no indications are found. Still there is a risk of some double-counting as children and their families may benefit from different programmes.

- Latin America increased with 18%, where partner T in Colombia and partner P in Nicaragua showed the largest increases.

These numbers are in line with W en D policy and even above the projections in the Annual and Multi Annual Planning of W en D. The contribution to the MDG goals is in this respect clear.

It has not been possible to establish the numbers of indirect beneficiaries, even though this may be significant if one incorporates e.g. the families and family members that benefit by having less costs (for education, for basic care etc.) or when long term benefits - e.g. when assumedly children start earning (more) money - are taken into account.

Table 8: Number of students supported by region, country and year

Region	Country	2004	2005	2006	2007	Perc. increase
Africa	Botswana	0	0	0	0	
	Burkina Faso	3.573	3.868	4.251	5.760	
	Chad	0	50	265	515	
	Ethiopia	1.482	1.532	1.689	2.922	
	Sierra Leone	0	210	1.200	1.369	
	South Africa	1.390	1.510	1.060	963	
	Zambia	0	0	0	2.330	
Total Africa		6.445	7.170	8.465	13.859	(+ 115 %)
Asia	Bangladesh	880	1.130	1.200	1.400	
	India	13.774	15.190	14.714	14.801	
	Philippines	2.170	2.454	2.460	2.420	
	Sri Lanka	818	818	873	963	
	Thailand	629	498	590	683	
Total Asia		18.271	20.090	19.837	20.267	(+ 11 %)
Europe	Cyprus	39	28	25	0	
	Greece	52	27	30	0	
Total Europe		91	55	55	0	(N.A.)
Latin America	Colombia	2.330	4.484	3.802	3.980	
	Guatemala	5.887	5.829	5.925	5.801	
	Haiti	11.140	11.126	11.736	12.229	
	Honduras	0	69	53	69	
	Nicaragua	883	1.110	1.780	1.893	
Total Latin America		20.240	22.618	23.296	23.972	(+ 18 %)
End total		45.047	49.933	51.653	58.098	

Source: Preliminary research Woord en Daad

N.B. The direct beneficiaries of the literacy programme have not been included here as well (see Chapter 11.2.3.).

6.5. Conclusions

Relevance/ Effectiveness:

- overall, W en D has been able to implement the education programme according to plans for the for years:
 - o Total expenditure has been increased as foreseen and is in line with the annual planning;
 - o The foreseen shift in emphases on certain activities, themes and to African countries is visible in the numbers of POs active and in amounts spent;

- The number of children benefiting directly from the programme has increased significantly above planned figures to 56.000 in 2007. With this volume W en D and POs contribute significantly to the MDG education goals;
- Because of the nature of the activities, implemented projects and costs are almost all part of the Poverty Reduction Strategy; Civil Society and Policy Influencing strategies have hardly known activities and expenditure, only partly because these are in a start up phase. It is more a matter of low priority given;

Efficiency:

- W en D and POs have been able to formulate, agree and implement projects that have consumed the significant increase in funding;
- Fundraising has followed suit to the planning, with a relatively larger part funded from other sources than sponsorship. Fundraising has been possible also due to W en D co-financing possibilities and its basis in society as well as the shift to new countries that are prioritised by institutional donors, i.c. failing states and specific themes like HIV/Aids;
- It is not clear from W en D policy papers what would happen if the budget stabilises or worse, decreases substantially. It creates uncertainty on the part of POs;
- W en D overall overhead costs have stayed well below the maximum.

6.6. Recommendations

- W en D could develop a scenario of 0-growth and for a substantial decrease in funding just in case, even though the probability of them occurring is estimated to be low. This may help trigger POs also to find alternatives beforehand at their level;
- The activities included under Civil Society Strengthening may have to be reviewed;
- The activities in Policy Influencing that had been foreseen until 2010 need to be given extra attention as soon as possible, also in view of future qualification for external financing. This recommendation rejoins the recommendation made earlier, to put more emphasis on lobbying activities through networks of which POs can be part.

7. IDENTIFICATION AND FORMULATION OF PROJECTS⁹⁰

7.1. Process

W en D takes the principled stand that the initiative for projects has to come from the POs, because the POs know their contexts and the needs and possibilities. In practice a more nuanced process precedes the moment at which the proposals are submitted to W en D. POs may first come up with an idea and communicate this to W en D, to see whether it is worthwhile to be worked out. They do some fact-finding or start working out a full proposal if this is the case. An example is partner E in India's project focussing children of suicide farmers.

The process can also start the other way around: W en D forecasts income from different sources, which in turn reflect also the agreements made with institutional donors of W en D. On this, W en D indicates to POs what possibilities are available, considering different aspects of W en D general policy and quantified ambitions in its annual planning. Also through the partner conferences POs receive information on opportunities from W en D, and they get (new) ideas from other partners. There is a continuous dialogue with the partners during visits, as well as correspondence, telephone calls and the mail. Discussions and joint sessions are now held to draft the SMAPs on the basis of which multi-annual agreements⁹¹ are to be made. These moments also serve to see what the possibilities are.

POs are in all cases asked to forward project proposals in writing, using preferably the W en D format for project proposals.

The proposals are processed by W en D according to a well-defined⁹² process of appraisal-advising-financing decision. In this process there is room for adjustment of the proposal by the partner and further matching in terms of financing and programming (one project was redesigned three times). For each step in the process there are formats available, like appraisal forms or Project Agreements.

The education specialists and project and programme staff of W en D assess the different proposals. In a few cases, W en D has called upon specialist assistance from outside: an architect and building-construction specialist for the Hope University- Ethiopia construction activities and for Sierra Leone-partner C, to receive advise on the need for counselling of children and the way teachers can handle this.

From the Project Manual, but also from the actual appraisal-agreement trajectory that has been used in assessing the project proposals, as well as comments from W en D staff, it is can be seen that there is a clear and well-functioning division of responsibilities between the Projects and Programmes- and the Financial Departments of W en D. The procedure is very clearly embedded in the organization and in its internal processes and quality systems (Project Manual, Organization Manual, and Adoption Manual). It is also clear what the POs may expect in response to its proposal in terms of timing and recourse.

⁹⁰ An analysis of the appraisal and financing process has been made on the basis of a sample of project dossiers, notably the proposals, assessments and project agreements and other correspondence in these dossiers. The sample is shown in table 5. In column 4 of this table 5 the importance in terms of investments per PO over the 4 year period is given, while in column 5 the % of total costs out of total expenditure for the continent is given. Almost half of the dossiers for African countries and all for India have been included, as for these POs also an evaluation had been done. Latin American countries are represented to a large extent also (37 % is low because P et A –Haiti has not been included). In total 85 project dossiers (proposals, appraisals, agreements etc.) were thus included in the sample. In addition policy plans and W and D manuals were consulted. Interviews with staff touched upon this subject as well.

⁹¹ During the evaluation period some multi-annual agreements were made and concluded, but these were only operational as from the period 2007-2008 or from 2008 onwards.

⁹² See Project Manual version September 2005, Chapter 4.

Agreements have so far been made on a project-by-project basis and cover one year only, even if the implementation is taking more than one year. Only for three POs in the sample-partner B in Burkina Faso, partner C in Sierra Leone and partner D in Zambia the planning was made on the basis of a draft SMAP and/ or AP from 2007-2008 onwards, although budgets remain to be allocated on an annual basis; other POs started working on it.

7.2. Nature of the proposed projects

7.2.1. Continuing what was done before

The bulk of the projects in the education programme is a continuation of what (and how it) was done before. This explains to some extent why W en D gives the impression of being very accommodating towards proposals by POs.

Continuity is especially the case for the projects financed through the financial sponsorship. Through sponsorship, children are supported with a “package”: providing access to schools, health services, uniforms and meals as well as the payment of the running costs of both schools and POs, the gift (“Bundles of Love”). In quite a few cases the boarding of the children is taken care of. POs apply the same approach over the years.

In many cases such projects are done already for a long time, e.g. partner B in Burkina Faso and partner O in Haïti have received sponsorship funding respectively since 1992 and 1986. It is the reason why some POs, like partner J in India, just gave a new budget estimate for sponsorship, which then served as the basis for the new Project Agreement.

For new POs, the decision to finance projects is rather and in first instance taken at the level of a partnership agreement, and then started on a limited scale. In the trial phase project support is used which may be supplemented by sponsorship once the partnership agreement is signed.

Sponsorship project proposals may involve relative changes as well, which then are subjected to a closer screening:

- The increase (and sometimes the decrease) of the number of children sponsored;
- Starting another school or adding classes.

Starting with a specific group of children e.g. the children of families of which the head of the household committed suicide (partner E in India in 2004) or taking care and education of street-children (partner G in India in 2004) was proposed by the POs but financed from project support.

Infrastructure and facilities projects are often continuations of what has been started and agreed to earlier, because the time needed to complete a construction is more than one year. Checks are then less on rationale etc. but much more on availability of funds, past performance and expenditure against budgets.

7.2.2. Triggers for new projects

Over the evaluation period, specific triggers on the part of W en D, to come forward with really new types of education projects could not be identified by the evaluation team.

Individual POs have however been made aware of shifts in programmatic emphasis in W en D policy (see also Chapter 2 and 6). Exchanges and partner conferences may induce proposals that are new for some POs, but already applied by others.

To incorporate such changes, it clearly requires POs some time to adjust, in order to understand, adjust or fit it into their planning. In exceptional cases POs may not be

convinced of shifts in emphasis. One such a case has been partner K in Guatemala which apparently had difficulties to include the HIV/Aids in its programme; discussions on the issue were prolonged, as can be seen from the visit reports. Another reason given during interviews and sometimes implicitly stated in documents is that POs do not have the organizational capacity or the physical time to make the adjustments.

Over the evaluation period relatively “new” projects were:

- Inclusion of work and life skills in the primary and secondary school curriculum. It had for example been part of the partner O in Haiti programme for a long time;
- The larger attention for mobilisation of parents in view of better parenting and participation in running the schools. For this reason some POs have come forward with proposals on literacy training (although in practice this relationship may not be there). partner E in India had taken up such training again in 2003, but had had this activity in its package in the early 1990s as well;
- Improvement of “education quality” through “soft” measures.⁹³ This also followed from the selfassessments/ SWOT analyses done by some of the POs. In most cases POs have proposed training. E.g. partner F in India contracted Educom to train teachers, staff and house parents on parent’s involvement, leadership, teachers and life skills for students. W en D India forwarded in 2006 a training proposal to train teachers in new teaching methods in which partner E and F in India also participated as well as partner X in Sri Lanka. Partner K in Guatemala participated in trainings organised by ACSI, a network of Christian organizations. Partner V in Chad and partner B in Burkina Faso organised regular training for teachers as well.

The financing through TMF/ MFS signified that more emphasis should be placed on a number of themes:

- HIV/AIDS. W en D formulated a policy together with other Dutch Christian organizations, so that it would be clear what message would be given during awareness building programmes, in health activities and in education. From the proposals and other reports it can not be seen that W en D would push the subject or prescribe an approach. In appraisals of projects, especially of Asian POs, the general remark was that W en D did not have information on how the POs handled the matter. It would then have to be discussed during visits. However, towards the end of the evaluation period most POs gave some attention to this subject, in varying ways and degree.

Most POs had to get used to it. E.g. partner F India recounts during the interviews held in Dhaka, that the subject was difficult to discuss five years back, as stigmatising was predominant and the idea was that the problem was not that big. Once a principled decision had been taken by the Board to tackle the problem head-on, the organization became very active and open and specific activities were included in the proposals. In other cases such activities are just part of overall activities.⁹⁴

HIV/AIDS is already part of many government curricula also. In the appraisals, W en D appears to score projects positively, as long as there were indications that something was done; there was hardly any further analysis of what exactly is done;⁹⁵

⁹³ Most measures are “hardware”: physical infrastructure and facilities creating better conditions for quality education.

⁹⁴ A.o. a riksha “rally” was organised which drew wide attention, staff took a test and parents were informed on the topic during an annual meeting. W and D India include elements in its biology lessons. POs started taking in children of HIV/Aids parents or orphaned as a result of it in their sponsorship programme to let them go to the same schools although others objected first.

⁹⁵ This being said on the basis of proposals, assessments and correspondence as well as visit reports; probably staff has got more information that is not written down somewhere;

- Vocational training/work and life skills. Likewise, the chain approach puts more emphasis on vocational education⁹⁶ and training. Quite a few POs have come up with proposals to start (e.g. partner G in India, partner R in Bangladesh and partner O in Haiti) or extend (partner B in Burkina Faso) activities in this respect.

In 2008, during a partner conference, partner A in Burkina Faso has presented the case of the so-called “speed-school”⁹⁷ in which children of around 10 years old, too old to enter primary school, receive a crash course. This enables them to enter in third or fourth class of the primary school and thus to continue with their peers. Partner A in Burkina Faso will continue to work on this and similar proposals may come from other POs. E.g. Partner L in Haiti and partner T in Colombia have shown interest.

POs themselves may come up with proposals they consider very important and which had not been foreseen by W en D⁹⁸. Over the evaluation period a few cases could be identified:

- Partner T in Colombia proposed to set up a totally new model that makes Christian education transversal to the total curriculum and to monitor its introduction. It has taken a long discussion and several years for W en D to decide its financing,⁹⁹ on the condition that the model should be made available to other POs as well, once tried;
- Partner G in India had started a project for street children and found it worthwhile to send someone to a regional conference discussing approaches of education of children at risk. A separate proposal was made for attendance of the conference on an ad hoc basis and accommodated by W en D.

7.3. Logic of the proposals

Generally, the proposals give a reasonably good idea of the intentions of the PO and enable W en D to arrive quickly at an advice. The quality of the write-up of the logic of projects varies considerably:

- In most proposals, objectives have been worded in such a way, that it is difficult to know what the objective is exactly. One reason is that both objectives and the means to reach them are found in the same phrasing: e.g. “To educate and support children from poor communities, in order to give the children the opportunity to become self reliant and respected citizens”.¹⁰⁰ It makes it difficult to know what the Overall and Specific Objectives or Results/ Outputs are. As the same wording is repeated for different levels in the objectives hierarchy, it is not possible to formulate the right indicators for each level;
- In most cases the logframe presentation is reasonably systematic at results and activities level (e.g. partner M in Haïti on curriculum development). Still, in many cases there is a complete mix up of results or outputs, activities and (quantified) indicators. E.g. in one project the activities mentioned are limited to what the PO will do to organise and monitor the project, not what will be done in the project. There is

⁹⁶ See VET evaluation report (forthcoming).

⁹⁷ A formula developed by the Stromme Foundation, Norway with its counterparts in several West African countries.

⁹⁸ In the rejected proposals files of W and D no such proposals could be found. It could not be established to what extent initiatives do not reach the proposal stage, but POs did not communicate these during the interviews also.

⁹⁹ Reasons for the long time taken were multiple: the type of proposal could not straightaway be “fitted” with general policy and/or was perceived superfluous (e.g. why would a completely new model be necessary; there would be models elsewhere that can be used. An external advisor in Haiti had also advised partner M in Haiti and W en, that a complete overhaul of curricula would not be necessary. Probably not quite well understood by W and D staff and/ or not brought convincingly enough and it was clear that it would demand a large amount of attention from the organization.

¹⁰⁰ “To educate” and “to support” the children are most likely activities. The question is then whether the Specific objective (purpose) is: to create opportunities” or that the project assures that “children will be self reliant and respected citizens”. Most likely the latter is the Overall Objective to which opportunities that have been created contribute (next to other factors).

therefore and in principle not a good basis for the resource allocation and budgeting as well;

- Most infrastructure projects come with good and detailed estimates and designs prepared by specialists contracted by the PO, but the size of classrooms is not taking into consideration for future developments (e.g. introduction of learner centred approaches);
- Most proposals focus on activities and outputs and do not elaborate on outcome and broader effects, although in the latter years there is some shift;
- Very few proposals identify risks or assumptions.

W en D having an Education Programme, one would expect that the Specific Objective of a project links with the Programme objectives. In the sponsorship proposal of partner O in Haïti such a connection is clear: “the opportunities for children to become self reliant and good citizens” links to the purpose and overall objective. For the same type of sponsorship project, the Credo proposal links rather at the level of programme activities or output, i.c. the provision of access to education: “To enable children from poor families to receive good quality primary and vocational secondary education and support in basic needs at Christian schools and to follow higher studies with a scholarship”. Consequently there can be no other indicators than those at output or activities level: the number of children that got access per year etc.

What can be observed is, that logframes are not improved during the formulation process, and are often included unchanged in the Project Agreement. Apparently W en D then takes a pragmatic stand, compensating to some extent for it by including in the reporting requirements what key- indicators are to be reported upon. In that way projects become more comparable at activity and output levels but also at purpose and outcome level. One reason may be that changing logframes is a large effort, is difficult to do “at a distance” and would take too much time. Another, for fear of intervening in the affairs of POs. Remains however, that the understanding of what education is about and what it is for, risks to be not shared by all POs (in the same way).

It may be expected that such shortcomings will be remedied in the SMAPs so that projects can be made more comparable as well. Making good logframes together could also be an instrument for sharing the ideas.

7.4. Conclusions

Efficiency/relevance:

- POs are asked to take the initiative and propose projects for financing. The actual identification and formulation process is very much one of a two-way communication in which dialogue plays an important role. W en D does not show an attitude of pushing or demanding certain types of projects, instead POs are recognised for their knowledge and closeness to their contexts. This is in line with how W en D approaches partnership and ownership at the level of POs;
- The overall process of identification – formulation and especially the appraisal-financing steps are very clear and adhered to. Associated procedures and the division of responsibilities are clearly embedded in the W en D organization. It is also clear what the POs may expect in response to its proposal in terms of timing and recourse;
- Working towards a result, that is a financed project thought worthwhile by POs, is part of the accommodating attitude of W en D. The bulk of the projects in the education programme being a continuation of what (and how it) was done before, may explain to some extent such an attitude;
- Most projects are continuations of activities. Especially “old” POs have fallen into a “habit” and this may be a reason to accept, that the identification-formulation phase shows

shortcuts. Relative changes of the usual are screened more closely from the initiative stage onwards;

- For new POs, a more critical look at possibilities is already starting at the level of the discussions on partnership;
- Over the evaluation period, specific triggers on the part of W en D, to come forward with really new types of education projects could not be identified. POs have however been made aware of shifts in programmatic emphasis in W en D policy and they have reacted to such changes. To incorporate such changes POs need time to adjust, in order to understand, or fit it into their planning. In exceptional cases POs may not be convinced of shifts in emphasis, but mostly delays are due to insufficient organizational capacity and lack of time;
- POs may also themselves come with proposals that are relatively new or unexpected and so more difficult to integrate by W en D. Also in such cases W en D shows flexibility to see whether accommodation is possible;
- Proposals are of a varying quality, as far as the write up of the logic of projects is concerned. Generally, the proposals give a reasonable idea of the intentions of the PO and enable W en D to arrive quickly at an advice. The link with overall programme objectives is there but not always worded correctly because objectives are often not logically formulated. Also at results and activities level many proposals fall short. It is one reason why indicators are difficult to formulate.

7.5. Recommendations

Efficiency/Relevance:

- W en D and POs should continue to work through dialoguing as they do, as it is a strong point of culture, together with the accommodating attitude of W en D;
- As W en D says it will steer more on results and objectives¹⁰¹ and through risk management, more attention has to be given to formulating projects and programmes in a logical way. In the framework of the preparation of SMAPs more such attention can be dispensed as the effort is valid for a number of years to come. In order to harmonise, it would be best that the SMAPs are elaborated jointly. So it is also an instrument for capacity building.

¹⁰¹ Annual report 2007, p. 105

8. APPRAISAL AND FINANCING OF PROJECTS

8.1. Criteria for assessment

The selection of education projects is largely done on the basis of general project criteria, which are the same for projects in other W en D programmes. However, additional checking of specific education programme criteria has also been done.

Often, the appraisal goes along with an exchange of additional information. Such information may be provided in writing, but is also sent by e-mail or communicated by telephone or in personal talks.¹⁰² Consequently such information and its nuances are “personalised”, i.c. known especially to the staff member responsible for the dossier, who on the basis of that develops a certain feeling for the dossier. It is an essential part of the way in which W en D and POs work together and perceived positively, according to comments of various POs.

Criteria for assessment by W en D have changed and developed over the evaluation period. In fact three sets have been used:

- Until 2003-2004 proposals were checked for a number of general pre-conditions. In a second step, the specific criteria for education projects were checked; the project would have to qualify for at least one of those criteria (see table 9 column 1 and 2);
- In the evaluation period a list of general criteria (15) has been used partly inspired on the TMF application;
- Towards the end of the evaluation period the formulation of SMAPs and Annual Plans were made conditional to approval of new projects, although the major part of the POs have only started making such plans towards the end of 2007 and in 2008.

At the time of the revision of the Project Manual (September 2005) and during most of the evaluation period the MFS strategies were not yet incorporated; only in some of the latest proposals/appraisals which have already used the MFS formats the strategy(ies) to which the education project contributes have been explicated. A list of standard indicators has been developed by W en D for different types of education, literacy training and advocacy (see Annex 5);

¹⁰² Which information has not been analysed.

Table 9: Overview of criteria for assessment of education projects in W en D

Manual:		Actual:
Pre-conditions	Education programme criteria	Criteria (15 in number)
Proposal by a partner organization	Quality of education will be optimised	Positive on General Conditions: see pre-conditions 1 st column
Targetgroup is poorest of the poor	Effectiveness of education improves, in relation to poverty alleviation	Specific indicators: 1. Quality of the proposal (whether according to W en D format and including all elements especially the results and indicators)
Complementary to other projects and structures	Education is an active instrument for achieving empowerment, with the ultimate goal to phase out poverty	2. Monitoring and evaluation/ Reporting (timeliness, quality) in preceding periods and for former projects
Contributes to empowerment of the target group	The project improves the quality of the educational environment	3. Does the proposal fit into the long term policy/programme agreed with W en D and of W en D directed at empowerment
Effective and efficient project and approach	The project raises the volume of the educational programme, meanwhile driving back child labour.	4. Knowledge and aptitude of the PO organization
Fits into one of the 4 W en D programmes (objectives and available budgets)	<u>For education infrastructure projects:</u> Measures should be in line with official governmental rules and regulations of the particular country	5. Training/ capacity of staff of the POs
Diaconal character of the project is apparent		6. Sustainability
No contribution to the project by other Dutch donors		7. Participation of the target group(s)
		8. Necessity/ need in relation to target group and programme
		9. Management (capacity) of the Partner Oorganization in relation to the project
		10. Integration with other (programme) activities of W en D
		11. Collaboration with others, notably government
		12. Attention for HIV/Aids
		13. In case of investments: guarantees for ownership, political stability, (continuity of) exploitation
		14. In case of income generating projects: perspective that the revenues will be more than the costs
		15. Financing possibilities

Source: Project Manual and appraisals of projects in the sample

The so-called pre-conditions translated essential elements of the W en D mission and overall policy. The preconditions are of a general nature and scoring them allowed to situate the proposal. These general and qualitative criteria left room for interpretation as they are formulated without further specification. These criteria are also checked today, as most come back in the scoring of the general conditions and in the indicators 1 and 3 in the right-hand column of table 9.

The specific education criteria in column 2 were a translation of the essential elements of the education programme policy, in place at the beginning of the evaluation period: notably the

quality aspects, the contribution to poverty alleviation/economic opportunities and empowerment. Following from the “chain approach”, effectiveness should then be interpreted as the way in which, and the degree to which the proposed project contributes to increased opportunities for children to access follow up education and/ or vocational training and/or to find work (and thus income).

Central to the policy was the quality improvement of education, assuming access to schooling was assured by the sponsorship of children. So, many proposals were approved if and when the need, in terms of the short run impact of certain measures, was well motivated (e.g. more space per child in case of infrastructure proposals) or if obvious anyhow, or similar to former activities.

By looking at the list of 15 criteria in the third column, it can be observed, that these are without exception general and formal “project” criteria. These are applicable to any project; the specificity of education projects is to some extent lost and/or has to be brought in by those responsible for the appraisal in W en D.

8.2. Application of the criteria

Going through the W en D assessments in the sample dossiers, it appears that the 15 criteria of table 9, column 3, have been used in at least 95% of the cases.

The analysis¹⁰³ of the assessments of proposals in the sample and comparison to the W en D policy leads to the following observations:

8.2.1. Use of project format

It concerns the extent to which the project format proposed by W en D has been followed, and what is more, the elements in it have been sufficiently developed. In most appraisals this criterion gets very little attention from W en D and/or there is apparently no reason to comment on it. If elements of the prescribed format were missing, it is commented in the assessment that “sufficient additional information was obtained”, so apparently all questions were answered. If the format was not used but if all elements could be found, the proposal was generally accepted as well. In most cases proposals would not have to be changed for that reason¹⁰⁴. Observations are:

- Lack of vision on education. In almost all proposals a vision on education and its role is not to be found. Such a vision helps to explain also the approach and changes in proposals. This is not to say that a vision does not at all exist, but it remains implicit. One partner P in Nicaragua report (2005) is exceptional in that it describes a principled vision on the function of education in relation to society development, in the context of the cities and rural areas, the family and education of youngsters at risk. Also in the partner T in Colombia and partner O in Haïti proposals and reports such a vision is more or less explicated when discussing the need for integrated approaches. In the case of partner M in Haïti the vision is part of its cited mission statement;
- Contextual information. Quite a few proposals provide general background information on the sector and context of schooling in the particular country. Proposals of partner O in Haïti or partner B in Burkina Faso for example include developments in the education sector.
- Weak problem analysis. In most cases the problem analysis, if at all given, is of a very general nature. The rationale for the project is therefore not fully explained. For some projects a full problem analysis may be less relevant e.g. like for repetitive activities like “Bundles of Love” or going to a camp (Camp Canaan – partner K in Guatemala though a

¹⁰³ It should be kept in mind that the observations made do not all apply to an individual proposal at the same time, but it is generally a combination of a few points.

¹⁰⁴ The copies of the files received by the evaluation team did probably not include the different versions of proposals (if there were any) and the correspondence/exchange of information in the mail etc. so that the analysis in this regard may be somewhat biased.

considerable amount of 100.000 euros! is involved), extensions of already approved projects, etc. do not need such an analysis;

- Identification process is unclear. Very few proposals have been based on a (sufficient) stakeholder and problems analysis; it is at least not described in the proposals. The assessments do not often make this a point;

- (Sub-)strategies insufficiently explained. In the proposals for adoption-sponsorship of children for example:

- Stating that the children will go to “a good school in the vicinity” is apparently sufficient, as no further information is given, nor are further questions asked. It is not known whether and why it is a good school. There are no assurances given;

- The possibility to solve problems through cooperation, or motives why it should be the particular PO to develop the particular activity. Although a few proposals incorporated these elements, most others gave this aspect very little attention or it remained implicit and assessments do not question. An important reason is probably that many proposals were just continuations of what had been done before and the context was supposed not to have changed. It has been realised also by W en D in the case of a proposal from partner G in India to extend its school and include more sponsorship children that a continuation is not by definition always justified; a baseline study was requested by W en D to establish the need and degree to which the target group is poor in the Kerala State. The study¹⁰⁵ showed that the situation had changed considerably and that there was less a basis to do the project;

- Selection (process) of target group unclear.

o Most proposals will specify the number of children or others, who will benefit directly from the project. Some POs also explain in some detail in their proposal, what procedure is followed for the selection-admission of children to different programmes, as well as their family’s profile. For e.g. AMG-India’s homes and schooling programme this information can be found in (later) progress reports, but not with the budget presented;

o gender aspects in schooling (numbers/percentages of boys and girls) are mentioned, but few dossiers could be identified in which situations of e.g. an under-representation would be analysed;

o if proposals concern a particular or new target group one would even more expect a beneficiary-profile, based on a more or less systematic survey.

- Indicators for effects not sufficiently specified.

o The long term effect of education projects emphasises economic empowerment.¹⁰⁶ “Increased opportunities” are now measured by the number of children passing exams and who do get a job/ earn an income. The contribution/ transfer of extra earnings to the family or activities developed in the community is also sometimes scored. POs disclose very little information on such possible effects in the proposals;

o The contribution of education to “personal development” or “community/ society” is hardly specified in any proposal, and appraisals do not ask for it either. Proposals may allude to the so-called “holistic” approach, for the remainder it is just assumed that education will contribute positively to personal development. In the appraisals, the check limits itself to whether something and what is done in terms of Christian education, but the “effects” are not sought after;

o Separate sub-criteria for other positive and indirect effects/ reduction or avoidance of risks have received very little attention in the proposals so far.

¹⁰⁵ Evaluation of the partner G’s (India) health and education program

¹⁰⁶ See Annex 6 for an introduction of the concepts of empowerment and ownership and the relation between these concepts.

N.B. In all these cases some further verification may have been done later during visits and it is accepted also that POs know their areas and target groups well. The fact that information is often missing or insufficiently described in quite some proposals was one reason of a recurrent debate between POs and W en D, but none of the proposals has been rejected for this reason.¹⁰⁷ As a result of questioning, partner E in India has tried to get information in the case of a new programme for children whose fathers/ parent had committed suicide after years of bad harvests and increasing debts. They were unable to get sufficient information through government and a short survey was done by their social workers, which made that the magnitude of the problem became clearer. Partner F in India has done a preliminary survey to identify 100 children of low cast and/ or Christian religious background for which they wanted to start a new project (in Jala-Nalgonde). The problem identified was that these children have low or no possibilities to access normal schools. No further details are provided in the proposal.

8.2.2. Key-indicators derived from policy

- “Ownership” and linked concepts. The concept has hardly been discussed in most proposals and appraisals. The linked concept of “Participation” is in the proposals reduced to whether or not a Parent- or Parent-Teacher Committee (PTC) exists, and occasions during which parents see their children if the child is in a hostel. None of the proposals explains how such structures will be set up and/or what is done to promote their functioning. Appraisals do not press the issue either, though it is known, that in a more general way, parental involvement or the relation with the family is increasingly brought into the discussion.

Equally linked and focussing on the impact level of ownership and participation is the concept of Social Accountability (SAc).¹⁰⁸ It expresses the degree to which beneficiaries (can) hold “government”, POs and their project staff, as well as management and teachers at school level accountable and so influence decisions. This concept is not really used in proposals neither in appraisals.

- Education quality. This is a “container” concept; almost every project has got to do with it.¹⁰⁹ In the proposals, infrastructures and facilities are distinguished from the other measures to improve the functioning of the schools and education. For new projects the measures proposed are reasonably well motivated in the proposals, and assessments may ask additional questions. E.g. partner T in Colombia¹¹⁰ emphasises for a capacity building activity, that it is not only a matter of numbers of teachers and teachers having followed a certain training, but also the quality aspect of teachers “Teachers should be good teachers”: they play a crucial role in the life of children (role model), should be interested in education, available for the children etc.

Towards the end of the evaluation period more and more POs indicated in their proposals to what extent standards set by W en D,¹¹¹ would probably be met. Partner P in

¹⁰⁷ It is also one reason why it has been made into a specific point in each evaluation of education projects.

¹⁰⁸ Social Accountability (SAc) is a fundamental and decisive factor in the effective and efficient provision of public Basic Services, like education. SAc is an approach towards building accountability that relies on civic engagement . For building stakeholders (citizens / civil society) involvement in keeping governmental, project and school officials accountable, it is necessary to put comprehensive capacity building support structures in place (Rood, Rogier van 't, 2008: 2).

¹⁰⁹ It may be differentiated more clearly for the “soft” or “content matter” and the “hard” measures. While the soft measures relate especially to the way in which education is imparted as well as its content matter, the hard measures concern the mostly physical conditions in which education is taking place as well as facilities.

¹¹⁰ See visit report July 2007.

¹¹¹ 90% for promotion and 85% for passing exams at the various levels of schooling; Drop-outs lower than 5%; Comparing those results with other (similar) schools in the same context – W and D schools should be better than the average- , or in a before-after situation. It should be clearly defined whether this is in all cases a percentage of the number of children starting the school year; for literacy courses 80% should pass exams. It is not clear

Nicaragua goes as far as to quantify all outputs and activities in detail.

Other or more specific standards can be set, that challenge the existing education practice (see recommendations). Such standards and their background and applicability can be derived from practice but also from general studies. However, very little such information-transfer which might be expected from W en D could be identified;

- “Relevance” of education content matter. In proposals and appraisals this is hardly given attention or it remains implicit. E.g.:
 - o POs do hardly explain why the government curriculum should be followed, where shortcomings are and how these can be compensated for (all cases);
 - o Their choice for a particular or a combination of media (language) is in some cases motivated (partner P in Nicaragua) in others not fully (India: Telugu versus English medium).

Appraisals, or better, the dialogue preceding the submission of proposals do not seem to challenge such choices based on research in the different countries and in general. Some evaluations done by the POs provide for feedback though (see also level 4) .

- Organizational and management capacity at PO level. In proposals, the paragraphs on the organizational aspects, including the division of responsibilities and the availability of specialised human resources to do a particular project etc. are scant or not to be found. There are exceptions e.g. an partner P in Nicaragua proposal and financial report 2007, which gives a nice overview of the division of responsibilities.

“Past experience” is the criterion generally used by W en D during appraisal, signifying to what extent the PO has been able to execute projects timely and whether reporting is timely or financial means have been properly used. They are therefore “general management” criteria. This sub-criterion has consistently been scored in the appraisals. If capacity was underrated, it would mostly be noted for follow-up action, but the criterion as such would not lead to rejection of the proposal (except in one case-see below 8.4.).

It is realised, that also in cases of the normal education activities, staff has to remain up-to-date. In 2007 W en D reckons that staff receive follow-up training regularly. The criterion which is now used also by W en D¹¹² is that 50% of the staff has followed additional training to be a teacher;

- Providing access to education. This notion has been included in the earlier criteria, but is not (explicitly) included in the 15 criteria. It is an important issue today, even though a few PO-countries have declared free and universal primary education.¹¹³ Generally, proposals mention the numbers of children involved and differentiate for boys and girls. Presently W en D indicates that 50% of the beneficiaries of scholarships, whenever this can be applied.¹¹⁴ The standard reflects equality of chances for girls, which is in line with MDG/ EFA criteria;
- Sustainability. The sustainability issue in education has received rather limited attention, probably also because the scope for it is (considered) limited:
 - o In practically all proposals the initial investments are fully done through external financing by either W en D. Cases of co-financing are however few.

whether this is the percentage of those entering the course.

¹¹² Annual Plan 2007, p. 70-71.

¹¹³ This applies then mostly to public schools. The extra support is still needed for items like uniforms, books, parental support, meals as well as to keep schools going. Private schools will anyway have to continue asking school fees in order to pay for the salaries of the teachers and running costs of the schools.

¹¹⁴ It is clear that in some contexts and in the case of hostels this might not be evenly distributed.

In the case of partner O in Haïti there is a contribution in kind from the BND for the school kitchens. In some cases the total programme is divided to be financed partly by another organization and there is a sharing of overhead costs e.g. AMG International finances part of the children in the partner S in Thailand and the Guatemala programmes;

- In the proposals generally nothing is said on the contribution by the parents in infrastructure projects. There are however a number of projects in which this has been indicated like in the construction of schools (partner O in Haïti) and the literacy centres (partner B in Burkina Faso) in which beneficiaries contribute in kind. Until now W en D has not made this an important issue as well, although it will ask for clarifications. W en D seems to accept the long run financing of all costs. For infrastructure projects the condition is, that legal ownership is assured;
 - The possibilities to run and maintain the schools and/or hostels/homes or day-care centres financially independently are hardly an issue raised. Contributions by the beneficiaries (children and families) are considered “impossible”; the poorest of the poor are unable to contribute in cash, as their cash incomes are negligible and if asked for they would not send their children to school or to the homes. The only activity that might have a potential of financial sustainability is the creation of a revolving fund for scholarships for students. In the case of partner G in India this formula looks promising according to the partner G in India staff interviewed, but it has got to prove itself as yet;
 - NGOs themselves do not generate funds and / or have other priorities (use it e.g. for evangelism). Some proposals express an intention to finance costs from “economic activities”, like the sale of products of a sewing centre, but in later progress reports this element is no longer mentioned. Some POs, like partner S in Thailand try to attract also non-sponsored children to their own schools, who are then asked to pay a fee (“cross contribution”), but those children would still get some additional support and so not realise a margin from which other costs can be paid or a reservation can be made;
 - The contributions from the governments are not considered an alternative as schools owned by the POs are private schools; recognition of private and in first instance informal schools by the government gives a certain status and government might in some countries take over part of the running costs, although hardly any hard assurances are given. The partner C in Sierra Leone SMAP is the only case identified in the sample of proposals which expects that the latter will materialise for three schools and partner C in Sierra Leone intends therefore to withdraw its own support in another five years time;
- HIV/AIDS. Specific attention for HIV/Aids transversal to all projects is an important requirement to qualify for institutional funding. In their proposals POs follow suit, also because of that reason. A large number of proposals were not explicit (yet) as to activities and messages imparted, although a change can be observed towards the end of the evaluation period. W en D has tried to get a better insight in this during appraisals by requesting for additional information and exchanging on the matter during field visits¹¹⁵. In a large number of the Asian POs proposals, the conclusion was for several years at a stretch that the position was not clear.

HIV/Aids is however only part of many matters regarding health, nutrition, hygiene-environmental sanitation and (sexual) behaviour and lifestyles. The wider theme is given explicit attention in some proposals and especially in those cases where the PO has also financing for the health activities from W en D. In most of the government curricula

¹¹⁵ And now also in evaluations.

HIV/Aids is an integral part of health and sanitation aspects, which may be one of the reasons why it is not explained explicitly. E.g. a PO says that it is part of the biology lessons. What is done during those lessons is not detailed;

- Availability of funds. The ground rule is that there should be provisions in the annual budget to finance the projects and these funds should be sufficient and available. Only in exceptional cases would W en D finance from the reserve. Availability of funds has been checked in all cases by W en D, i.c. the Financing Department.

8.2.3. Specific criteria for infrastructure projects

The appraisal criterion for infrastructure used so far is, that there should be at least conformity with government rules and regulations. This is a good, but minimum standard, taking into account the different local contexts. Almost all infrastructure proposals and appraisals give attention to this criterion. Another criterion already mentioned is the assurance that legal ownership has been settled. Additional criteria could be applied (see recommendations).

8.3. Improvements with SMAPs

Towards the end of the evaluation period W en D has made multi annual (sectoral) planning and budgeting through SMAPs conditional to further financing, as can be seen from the latest Project Agreements. The intention was to have such plans ready by 2007, but quite a few POs were then still working on it, as can be seen from an overview¹¹⁶ made in the beginning of 2008.

In the format of the SMAP prepared by W en D, most elements mentioned above find their place. The preparation of a SMAP obliges POs to rethink its ambitions, functioning and activities and forces to motivate choices made along the way. In its feedback on proposed SMAPs W en D can see to it that elements are included. The SMAPs of partner D in Zambia and of partner C in Sierra Leone were available to the evaluation team. These look very promising. Especially the SMAP of partner C in Sierra Leone poses fundamental questions on strategy and takes motivated options for future development, taking into account a lot of criteria mentioned above.

W en D takes the position that POs themselves are responsible for the preparation of a SMAP. However, working together on a SMAP with the education and organization specialists of W en D, as has been done with partner K in Guatemala, is a good alternative, if only for the reason that it forces POs to give it priority. In this way, there are more assurances, that the criteria are brought in line with the policy at both general and programme levels, and it is stimulating to both parties (interviews).

8.4. Rejection of proposals

The number of rejected proposals¹¹⁷ over the evaluation period is limited. A sample of rejections analysed shows, that a variety of criteria and circumstances is determinant:

- Not development or education projects (3): Materials for a library (100,000 euros) and water pumps for villages with a church are rather labelled “evangelisation projects”;
- Insufficient organizational capacity (1): An enormous increase of numbers of children in a few years is considered not feasible as the organization is not functioning well now, while it only has very small numbers now;
- Not enough budget and/or not efficient (3): too high costs per child for an orphanage project, only a few sponsored children would benefit of computer lab facilities in a school owned by an other organization, construction of an enclosure wall for a very high amount;

¹¹⁶ Overview progress preparation SMAPS, February 2008

¹¹⁷ Selection from files of rejected proposals that were introduced as education projects 2005-2007

- Not part of the (education) policy (1). No scholarship for staff member as W en D is against genetic manipulation of plants;
- Not according to procedures (2): The request for two activities comes when implementation has already started;
- New partner after all not accepted (1): The construction of schools through a new partner in South Sudan was largely agreed (the draft Agreement had been prepared) but the partnership was after all not accepted by the Board;
- Insufficient information (4). New schools to be included in the programme of a partner in Haiti as well as partners in India.

8.5. Financing decision and agreements

8.5.1. Matching with available funds

W en D has a balanced, if not creative mix of financing sources and has been able to increase funding considerably over the evaluation period. This allows for flexibility and a general attitude and willingness to accommodate requests:

- Sponsorship funds are used to sponsor children and run schools and care-centres (day care, hostels and homes) and possibilities exist for individual and group sponsorship. Group sponsorship may in future also cover both the sponsoring of the children, as well as contributing to the running costs of schools in one package and for several years by the same group of sponsors;
- Specific programmes for e.g. HIV/AIDS initiatives or advocacy can be financed from TMF/MFS funding;
- Construction of schools provide for very concrete projects and financing is also done by linking with schools in the Netherlands in addition to funds from other types of fundraising;
- Other private funds, like the Van Rijswijk Foundation are easy to match with demands and the other way around. In the case of the contribution to the construction of the Hope University there is a specific fundraising programme focussing Business Partners and entrepreneurs in the Netherlands, and the proceeds will be allocated specifically to this activity.

Given this situation, once an option has been taken and a project has been foreseen in an annual plan and budget, funding of proposals is not a problem, unless proposed costs are way beyond original estimates.

8.5.2. Decision making

The large number of proposals and appraisals reviewed (85 dossiers) shows that, once a proposal is submitted by the PO, it will take W en D 6-8 weeks on the average to do the appraisal, draft the Project Agreement, have everything signed internally and inform the PO. This is a very acceptable period.

In most cases proposals and so Project Agreements concern “regular” activities like the sponsoring of children. For infrastructure and capacity building POs know beforehand, through the dialogue, that W en D is in principle positive and W en D knows that proposals are forthcoming. Also for these projects the decision making is quick.

Also projects of a small amount may take this much time (e.g. organization of an event, participation in a conference), but is sometimes shorter. In all these cases W en D is the only financier also, so the decision is a bilateral one, which makes a quick response possible.

All in all, financing decisions have generally been taken timely and or within an acceptable period after the proposal was received. If proposals came in late, the financing decision may have been late as well. There are exceptions to the rule:

- In the case of partner N in Haïti a new financing had to be concluded for support for policy influencing-advocacy and capacity development. The project proposal came in March 2007. Then additional information was needed (a.o. a stakeholder analysis and a better description of indicators). The proposal and budget were revised four times and was signed in November 2007. Factors involved were multiple. Delays had been experienced in financial and narrative reporting (to Tear Fund being the lead organization in this respect) in the preceding period and formats required were also not used. Most likely partner N in Haïti had organizational problems to adequately react to different requirements from the different donors and the general circumstances in the country played a part. Different donors had to agree on the division of roles amongst them as well, including decisions on whose formats could be used and harmonisation of responses in cases of malfunctioning of the PO;
- In the case of partner P in Nicaragua there has been a prolonged discussion on the separation of development activities from the church set up. Amongst other reasons, this "pre-condition"- which has got to do with the partnership rather than an individual project - has influenced the speed of decision-making on individual projects;
- In one case, approval of the agreement seems to be withheld because of delayed reporting, but advances were given in the meantime in order not to interrupt the sponsoring. The agreement was after all signed.

Staff themselves indicate that the mere assessment on the basis of written proposals is sometimes not effective; additional information or site visits and exchanges help to better understand, change minds and advice.

It is also clear from the advices given that additional criteria or characteristics of the way of working of W en D play a very large role in advising (positively):

- A major factor is mutual trust. The past and overall performance of a PO is important. E.g. in an advice on a day care construction project of partner K in Guatemala (in Florida, Guatemala), the past good performance in reporting is an important reason to give a positive advice in addition to increased efficiency and effectiveness;
- An accommodating attitude is apparent. The availability of funds in the provisional budget may allow for extra investments. E.g., the relocation of a day care centre of partner K in Guatemala (2005 proposal) was given a positive advice, because it was "not too expensive" and there were still funds available under the provisional budget for the year;
- W en D has provided for financial flexibility in its procedures. Although financial coverage from a particular financial source and coverage in full are prerequisites, W en D has approved projects on the condition of full financing to be obtained yet/ to draw on funds from the general reserve, if the project appeared important or urgent enough. An example is the partner M Haiti proposal and agreement on integrating the Bible and Biblical worldview in the curriculum, including instruction of teachers.

The above cases are partly also an illustration that formal criteria are good, but not the exclusive factors for decision making, and that the approach of "continuous" communication and listening to POs, as applied by W en D, is indispensable. The expectation is, that once SMAPs have been made, multi annual framework agreements can be made. The exercise to allocate annual budgets will then be shortened considerably (c.p).

8.6. Conclusions

Efficiency:

- During the evaluation period three sets of formal criteria have been used. A set of 15 criteria has been used mostly. These apply in fact to all types of projects; the specific education point of view has to be brought in by the staff. In addition, the characteristic of the rather specific way of working of W en D, together with the partners, play a very large

role: mutual trust, an accommodating attitude of W en D and flexibility in its (financing) procedures if there is financial room to move and if it is thought worthwhile;

- Appraisal takes place on the basis of the proposals that have been submitted, but also by using additional information coming in through the dialoguing, as well as feeling of staff for the dossiers they are responsible for;
- W en D has complementary funding sources and an increasing budget, that rendered financing flexible and gave room to an accommodating attitude, if basic criteria of a project and a PO are met;
- Financing decision making, from the time of receiving a proposal till signed agreements by both parties, has been timely. In the few cases in which there were significant delays, agreements have been signed after all. Delays were due to reasons particular to the projects or the PO and not systemic;
- The proposals, together with additional questions and dialoguing are apparently giving sufficient basis for W en D to arrive at a balanced decision. (Very few projects have not succeeded, as will be seen in level 4).

Relevance:

- The 15 criteria, plus the general (pre)conditions are all used to assess the proposals, that is, in principle and if relevant for the particular project. Rejection of proposals has been done using the same type of criteria or may have been influenced by decisions at another level (e.g. partner agreement did not materialise);
- The proposals and assessments give a relatively better attention to education quality and quality standards set by W en D for schools and literacy training or other activities, HIV/Aids (especially towards the end of the evaluation period). The criterion of availability of funds is always applied by W en D;
- Although proposals do not talk much about organizational and management criteria, assessments do so indirectly, in applying a sub-criterion of track-record in practically all cases;
- The criterion of (financial) sustainability has received limited attention because it is perceived having a limited scope for most education projects, considering especially the specific target groups and the position of private education in the different contexts. It is apparently an accepted fact that the initial investment is done through outside financing and at a 100% and that prolonged assistance will be needed;
- Elements that answer to these criteria are not always described in the proposals. A varied attention is given to these criteria in the assessments:
 - o if and when the project format is used, often the different proposals show one or a combination of shortcomings: no vision on education, lack of contextual information, a weak problem analysis and therefore little support for the rationale, the identification processes are not described including stakeholder analysis, sub-strategies are not explained (fully), the selection process of the target group is unclear, indicators for effects and impacts are insufficiently specified;
 - o many proposals and assessments fall short on key indicators derived from W en D education and general policy:
 - the “Ownership” and “Social Accountability” concepts are hardly used in proposals and assessments. “Participation” has been interpreted in a very limited sense and what will be done to improve on parental involvement in schools is receiving very partial attention;
 - “relevance” of education content matter is restricted to what the child (or adult) can do. So “work and life” skills and opportunities to continue education and find work are emphasized. Determinant factors for those opportunities, like the quality of the government curriculum (if followed) or the choice of a particular medium are not fully motivated;

- The criterion used for infrastructure projects is that there should at least be conformity to government rules. In view of an efficient implementation and sustainability, legal ownership of the land and later-on the infrastructure was sometimes checked;
- The SMAPs offer a good opportunity for both POs and W en D to give more attention to a good design that includes all elements, as also the format provides in principle for it.

8.7. Recommendations

Efficiency:

- See also the recommendations of Chapter 7;
- More can be done on the exchange of information on results of research and best practices in the field of education (and basic care). Such information should have a direct link with the activities of the POs and with aspects of content matter of education at selected levels. W en D considers getting a broader organizational function of “knowledge (broker) centre” for the POs, in addition to organising exchanges like partner conferences from 2009 onwards. Specialist knowledge would have to come from the education specialists in W en D, but should also make use of knowledge available externally in education networks, while Research and Advice may have a complementary and coordinating function in this respect. At the same time, POs should increase their efforts to search for contextualised information, that may help them to make the best choices;
- Availability of specialist knowledge and aptitudes at PO level should be one of the assessment criteria, especially when the education target group has a specific profile or when anything is out of the ordinary. (E.g. partner G in India proposed to take care of street-children and to bring them back to school - a totally new type of activity for them. They underestimated what it really meant for their organization and in terms of teaching and efforts to retain such a group). The extent to which staff of the PO or in schools can do this on their own, or have to be coached externally, should be clarified;
- The degree to which “Learning” from innovation and experimentation in the sector takes place in the PO organization and / or of others could be a sub-criterion. Mechanisms of learning and making changes should also be described in the SMAPs;
- In some cases the preparation of SMAPS had better be preceded by the preparation of an overall Organizational Strategy Plan in which sector-activities then can find their place. One example showing its utility is partner U in Bénin. Such a process could be facilitated by the organizational capacity department of Woord en Daad in the framework of Organizational and Institutional development support.

Relevance/effectiveness:

- The preparation of proposals, whether annual projects or in the framework of SMAPs should be improved by giving more and better attention to preparation and the different elements in the formats;
- In order to support the design of projects and even more so of SMAPs, more often baseline information has to be collected in a systematic way. Applied research¹¹⁸ would help to follow up on questions arising in projects. The baseline survey done by partner C in Sierra Leone in Grafton-Freetown¹¹⁹ illustrates, that such a study gives a very good basis for the request for further support made by partner C in Sierra Leone. The study gave a good overview of needs and possibilities, as well as a reference base throughout the implementation of different projects, as well as for the evaluation and continuation in a second phase. The W en D Department of Advice and Research, which has recently started to stimulate such research, should continue to do so in the cases where this is considered most relevant;

¹¹⁸ In the set of rejected proposals a number of worthwhile propositions for applied research of partner P in Nicaragua were included that were not financed for formal reasons.

¹¹⁹ Baseline survey report, Grafton Western Area, Sierra Leone by Prof. O.M. Bah (PH.D), Freetown, Sierra Leone 2007.

- The present way of working does not call for more direct steering and interference by W en D. On the contrary W en D has expressed it wants to depart from the demand of POs and the needs in the field and steer on results (while limiting risks). Steering should then not only be on project criteria but also on content matter (see also level 4). In order to do so, the existing set of criteria and derived indicators or standards set may be further developed in conjunction. E.g.:
 - Overall education quality improvement is now measured in terms of the number of children promoted to a higher class at the end of a school year and /or passing their exams, the number of drop outs. W en D has set thresholds for this, that are rather widely accepted and relevant to the context of most Pos;
 - In line with the observation made on the degree to which the proposals challenge existing education practices, this element might be scored through e.g. indicating the innovative character at output level: the number of teachers that master and apply alternative approaches in teaching, curriculum revision and implementation etc;
 - From an education point of view, W en D should work with POs on changing teaching to new insights in the medium run; so-called “archaic” methods should be replaced by new teaching techniques that are child centred and participatory as quickly as possible. Such notions should be considered as criteria and made conditional to financing. POs should then be asked to explain in their proposals (if applicable) what trajectory of change they will follow in this respect and to what extent external assistance would be needed¹²⁰;
 - W en D and the POs should give special attention to taking into account future changes and ambitions. E.g. If a child centred approach will be introduced, many classrooms that respect today’s minimum government standards will appear to be too small. Small or narrow rooms do not allow for working in small groups, which is a prerequisite for implementation of the child-centred approach (along with the availability of other facilities and access to information). The same applies to catering for new ambitions e.g. in case of introducing the use of computers in primary and secondary schools, which will be an inevitable development in the few years to come. W en D should, from the education point of view, fix a standard for physical class size, certainly for schools owned and run by the POs, but POs should also verify this with government or other private schools in which significant sponsored children are present and help search for alternatives in those cases otherwise the sponsorship may be ineffective after all;
 - In combination with the criterion of space available per child, W en D should certainly put a maximum to the number of children per teacher for both PO owned schools and schools that are owned by other private organizations or of the government. There is no EFA/ UNESCO criterion yet.¹²¹ E.g. the standard could be set at max. 35 children/teacher or less; national accepted standards that go up to 40 should not be accepted any longer;
 - Likewise, the level of education-training of teachers and other staff should meet with minimum requirements in the particular context. The number of teachers with a diploma (defined in the local context) is now taken as a

¹²⁰ In the visit report of AMG India 2005 it can be seen that the director of the school in Chilakaluripet has an open eye for such changes and teachers are stimulated to apply what they learned and a consultant works in the school of Vaderevu, but this is the only case that could be identified.

¹²¹ The pupil-teacher average ratio per MDG region (data source UNESCO Institute for statistics, Data Centre, May 2008) mentions an average of 13.7 for developed countries, Eastern Asia 23.4 Southern Asia 37.8, Sub-Saharan Africa 40.7 and Latin America and the Caribbean 21.3. PO s have reported cases going over 90 per teacher in schools with supported children.

criterion by W en D. But one could be more specific on additional competencies they need (like modern teaching style-learner centred);

- The minimum levels to be achieved per education level could be specified in proposals, instead of just accepting “government curriculum” as the general standard; this is especially relevant for contexts like Nicaragua where such standards are not even available, but also where government or other curricula are known to be outdated (see also level 4);
- As part of the empowerment concept, “What children learn” and how they learn, should be described in all proposals: it should be made clear in what way children develop key capacities, like the capacity to analyse and solve problems/draw their own conclusions instead of just learn to reproduce (which is now often the case). The simple reason is that this prepares them better for life and for work or for follow up education.

These criteria will emphasize quality in education, while “traditionally” care-taking and providing access are predominant.

Application of these criteria has enormous consequences in terms of costs/financing per child and higher relative overhead cost. It will mean that POs have probably to refuse children, given existing capacity in schools. Proposals should reflect the application of such criteria. At the same time, it requires from W en D to develop more of knowledge and a vision on education in the different contexts and of content matter;

- In view of the EFA principle, that all children have a right to good education, and given the fact that POs work often with children at risk, with a particular background or handicap, the standards mentioned and already established may have to be adapted for them or added on to. Likewise, more attention should be paid to specific requirements (and risks) in the teaching process when working with these groups, like the need for counselling of children with traumas;
- Effects and impact indicators can be added on to/ should be given more attention in proposals and assessments, e.g.:
 - Empowerment can be combined with the concept of ownership and (increased) social accountability. Depending on the type of project, such effects could be measured by e.g. the number of occasions at which such accountability is demanded (an indirect indicator), as it would probably be very difficult to measure changes as a result of such action. However, case-by-case illustrations may also give an idea. The number/percentages of people that express improvements/their perceptions e.g. in terms of being listened to, changed relation with partners etc. could be a valid approximation as well;
 - Separate sub-criteria could be made for intended other (positive and indirect) effects and the reduction or avoidance of risks, which would then score more explicitly in terms of the reduction of child labour, reduction of criminal or other a-social behaviour etc.;
 - Results of activities related to HIV/Aids at output level may be described in terms of “increased knowledge”, which is also measurable. “Changed behaviour” (at impact level) would probably be more difficult to measure with sufficient reliability, given the small scale of interventions a.o.;
 - The effectiveness of the transfer of values and norms through (Christian) education is difficult to measure; it is largely assumed and so W en D limits itself to checking whether something is done. To measure the effect may be difficult. However,¹²² the extent to which children attending school/school-leavers/in homes or hostels etc. respect key Christian values and norms, could be measured indirectly through the perceptions people express;
- Although it is done during appraisals, W en D should more critically look into specific requirements of infrastructure, depending on context (e.g. areas prone to earthquakes or

¹²² Partner B in Burkina Faso mentions the number of children “accepting God” during an event.

landslides), the procurement process and supervision, and the quality of the construction process itself, or such matters as the availability and ownership of land. POs may be biased in their requests or overlooking these aspect, like some proposals illustrate.

9. FEEDBACK ON THE IMPLEMENTATION OF THE PROGRAMME AD W AND D LEVEL

9.1. Monitoring

9.1.1. Monitoring instruments

W en D monitoring of the implementation by the POs consists¹²³ amongst others of:

- *The financial¹²⁴ and narrative progress reports, annual reports and final reports* prepared by the POs. Almost all project dossiers in the sample had such reports or short notes. The reporting should be in line with what has been agreed to in signing the Project Agreement. The Agreement is the basis for the monitoring of individual projects;
- *An end-of-project statement, the so-called end-memo*, prepared by W en D. W en D has started this procedure in the second half of the evaluation period, but not all projects finalised during that period have an end-memo in the file yet;
- *Annual field visits and five-yearly visits* by W en D staff on which an internal report¹²⁵ is written (in Dutch). These visits are considered very important by W en D staff to maintain contact with the partners, to discuss general progress and strategies, as well as to check up on the internal functioning and financial management of the projects and partners' organizations. The principle is that each country is visited at least once a year (field visits) and if possible all POs in that country. Once in five years every PO should be visited by W en D's Finance department. The staff member responsible for education may be in the party (2-5 staff members) but not necessarily so, in cases the PO has got activities in different sectors¹²⁶;
- *The frequent exchange of information¹²⁷ by correspondence, e-mail or by telephone*. It is important in daily monitoring as it "oils" the information flow;
- *The annual reports¹²⁸ of W en D* include information on the Education programme and related aspects. These reports (in Dutch) are serving formal requirements, but are essential to inform other organizations and the general public in the Netherlands, as well as sponsors on the programme. A summary can be found on the internet site of W en D during the last years;
- *Partner conferences*, which also serve as moments to meet and discuss progress as well as to propose adaptations of the programme;
- Internally the so-called "*Koersrapport*" is regularly made to see progress per programme.

W en D has an internal protocol for progress monitoring and control, which clearly describes the processing of progress reports and responsibilities at different levels. According to different staff this process works well, also because the W en D organization is relatively

¹²³ Reporting and exchange of information on the adoption- sponsoring between W and D and the POs as well as with the sponsors has not been included, as it is not subject of this evaluation. Likewise an analysis of internal financial processes in W and D has not been done, like the way in which track is kept of the expenditure and costs per project. Also the reporting to institutional donors has not been included.

¹²⁴ Not included but used by the financial department also are the audit reports of each PO, for their organization as a whole.

¹²⁵ Reports, at least the parts relating to education projects, were in the files available to the evaluation team.

¹²⁶ Visits last on the average 1-2 weeks with a minimum of 5, and a maximum of 22 days. Such characteristics are based on a detailed analysis of visits described in the report of the Emergency Programme evaluation of last year, p. 42- for more general remarks on the visits see also that report.

¹²⁷ This was also not included in the information base for this evaluation.

¹²⁸ A selection of annual reports from 1974 has been analysed.

small and very direct lines exist between for example Projects and Programmes and Finance Department or fundraising staff.

9.1.2. Progress reporting

- Requirements. Timely and complete progress reporting is conditional to financing and to the transfer of advances to POs, as is also stipulated in each Project Agreement. The agreements specify:

- The frequency of reporting: quarterly, semi-annually, and a final report when it are continuous projects. Variable periods are indicated when it concerns a one-time event like the purchase of a car, participation in a conference or training etc., but is always within three months after completion. For construction projects it varies along the nature of the project (e.g. at 60% of the physical progress of construction and at 100%);
- Elements to be included in the narrative reporting are partly standard (like strong and weak points, difficulties met and how resolved). Other elements are cut to measure in line with the objectives, results and activities of each project as well as circumstances. E.g. a literacy project has to report on the number of centres opened, the number of participants (male/ female), the number going for the final test, the number that has stopped during the reporting period , the number of supervision visits paid to centres etc.;
- The financial progress form and the specification of information to be sent along, like copies of bills for the purchase or the internal disbursement of funds if applicable;
- A number of specific conditions on the basis of which continuation of the project financing, also for consecutive years, can be given. E.g. Teacher Training by partner B in Burkina Faso in 2005 would be briefly evaluated first, before a next training/capacity building project would be decided upon.

At face value, this information should be sufficient to get a good idea of the progress, as well as the performance by the PO. To produce these data demands a certain discipline and good internal organization of POs.

Because of the project-by-project character of the information it is difficult to aggregate results. In 2007, given the MFS financing and criteria and objectives, a more standardised format for different types of education projects has been made and attached to every Project Agreement in order to report on key indicators for the three strategies (DPR, CSS, PI). These make similar projects comparable to some extent: attendance of schools, male/female numbers and ratios, drop outs, reasons for drop out, those passing, etc. and it requires POs to gather this information on a regular basis.

This progress reporting format looks most functional for the final report; now it is filled out every quarter or every half year (the latter is now standard), when not all schools may have had graduation and exams. Part of the questions are ticked “yes” or “no” (e.g. whether something has been done on Policy Influencing or on HIV/AIDS), which means that there should be a further explanation in the narrative report, but in practice the information on these items is still scant in those reports.

Reporting has improved over the last few years in that more POs have a better system to monitor their continuous projects, e.g. track pupils, and so they can give information on the key – indicators requested in the MFS format.

- Quality of the reports. The following can be observed from a separate analysis of progress reporting quality and usefulness on the basis of a sub-sample of 52 files of 6 POs, including 21 project agreements for continuous projects (sponsoring), 25 incidental projects (Capacity building, literacy training, purchase of machinery or cars etc.) and six infrastructure projects:

- All POs send in narrative and financial reports after all. Financial reports are regular, although in a few cases half-yearly or quarterly reports were not included, only a final report;
- Most reports come in timely or more or less timely (there may be a delay of a number of weeks beyond the expected date). A few reports, especially for incidental projects and one on infrastructure came in late (more than three months after the expected date) or very late (over one year after the expected date). Two POs in the sub-sample reporting (too) late did so more than once. As it concerned incidental projects or infrastructure there was no “sanctioning” (no further advances), as the activity as such was already completed and all funds advanced. Once a PO reports well, it appears to do so for all its projects. This means to say, that POs that show shortcomings for one project may also do so for other projects, which probably reflects shortcomings in their over-all organization and professionalism;
- The financial overviews may be per school/home but are in all cases also consolidated;
- In the narrative report there is hardly ever a comment on the financial implementation. In the instructions this aspect is also not emphasised;
- In the cases of continuous projects, and when there are for example several schools or homes in the programme, the physical progress reporting is quite often done per school, home, or hostel up to the level of showing the menu per day to illustrate the nutrition component of the sponsorship package. In the case of incidental and infrastructure projects some reports explain the activity well, as well as its usefulness, others are just mentioning that things have been realised and may add (sometimes scores of) photographs to proof it. This may be information that is functional for the organization itself and the sponsorship department but it is too detailed; a consolidated report is then not made, so W en D has to make it;
- In very few reports in all categories learning points can be found, let alone what will be done to change matters. Positive exceptions are for example incidental projects like two capacity building projects and a literacy project in which also the follow-up is detailed. Most reports are apparently written with an objective of justifying towards the donor what has been done (activity reports) and are not tools for learning by the PO itself;
- Most reports are somewhat biased; nothing ever seems to go wrong. If anything has gone differently compared to plan, it is due to external factors (the situation in the country, the leader deceased, it is a pilot project). POs reacted during interviews to this saying, that culture is generally so, and that they do not want to burden W en D with their problems;
- Likewise, hardly any PO reports on their internal organizational difficulties, a very few exceptions notwithstanding. The visits to organizations reveal that such problems exist, e.g. partner T-Colombia had difficulties to retain personnel, especially social workers to work in the barrios, some POs (e.g. AMG Haiti) experienced a large “turnover” of teachers or teachers are not at all functioning, others were confronted with fraud;
- The management processes are hardly ever described, nor is the internal organization (a positive exception is partner S in Thailand);
- The financial reports are generally showing full, or almost full expenditure, compared to the budget. This means that budgeting has been well done in general or that expenses are brought up to the level of the approved budget. In only a few cases budgets have been changed along with new proposals;
- Some financial statements show a substantial over-expenditure or an under-expenditure; from the files in the sample it is not clear what has been done in such cases. It may be assumed that a procedure has been followed and the decision filed elsewhere. In two cases the over-expenditure was agreed to be compensated for

from a positive balance on another project of the same PO and in a few other cases from the reserve for sponsorship funds;

- Some POs apparently have a very good internal progress and financial monitoring system, otherwise the reported details and completeness could not be produced so shortly after the reporting period. One PO gives detailed information per budget line in the new budget line system and others give a detailed overview per cost category, reflecting the approved budget and former and accumulated expenditures. The other extreme is one PO that was not able to give information, because even after a year the monitoring and administration for the particular activity were not established. Some other POs give only partial information on key indicators as the tracking system for their continuous projects is not yet fully in place (e.g. data on drop outs are there but reasons for drop outs are not precisely registered). One PO in the sub-sample is reported to (repeatedly) have difficulties in the timely follow up on sponsorship data (children out, children in, and lagging behind in correspondence);
- Some key-figures in the reports appear not reliable if looked at closer. E.g. in one case, all reports on continuous projects, including thousands of children every year, no child fell chronically ill or deceased, all are labelled drop outs probably. Also of the drop out, part of them appear to go to another school after all (see evaluation reports). Some literacy project reports in the sample show inconsistencies in the numbers passing exams or figures seem over-enthusiastic;

- Follow up by W en D. One may assume that W en D generally finds the reports adequate. This is confirmed in the assessments, where most POs score satisfactorily on their reporting. Adequate reporting is also seen by W en D as a positive indicator of overall project management.

In the assessments sometimes remarks are found that certain matters, which were not clarified in the proposals nor in progress reports, need to be looked into during visits. In the few end-memos, remarks for follow up may be given as well. According to staff, none of the projects has been stopped because of late or insufficient reporting, although one or two POs have come close to it because their reporting was consistently poor.

Except for an occasional remark, it can not be deduced from the files what W en D does with the reports. E.g. the remark in one report, that directors of schools personally select the children that will benefit from sponsorship should induce a reaction from W en D in terms of questioning its transparency, but it is not clear what the reaction of W en D has been. This may be due to the selection of materials in the sample dossiers but also, that follow-up is "personalised" by the staff member: making a note, discussing with colleagues, telephone call, etc. Exception are reactions to projects that entail evaluations and expert mission reports or baseline surveys by W en D; these may include suggestions for follow-up, e.g. the report on research done on the cost per child etc. in Burkina Faso.

In sum, the reporting by the POs gives W en D sufficient insight in what is going on or on what has been done, that is, in combination with acquiring additional information by other means like the visits. The information seems to be sufficient also to justify the expenditure. It is expected, that the reporting will be further improved following also the "MFS format" that has been introduced and measures to improve monitoring systems in the partner organization.

9.1.3. Visits

During the evaluation period, almost every PO in the sample has been visited¹²⁹ almost every year, with a few exceptions. E.g. partner I in India¹³⁰ was not visited for at least 2 years, but this is exceptional. Visits serve a number of functions:

¹²⁹ In the sample 47 visits/ reports and 18 POs have been included over the four years.

- *Reinforce mutual contacts.* This element is appreciated very much by the POs as well. Overall the contacts between the organizations are rather “personalised”. The CEO and other staff, but occasionally also members of the Board of W en D, visit POs to meet with CEOs, senior staff and members of respective Boards. Projects¹³¹ are visited also to show interest in the activities of the PO and to those who run the activity c.q. to celebrate the result. Such contacts make it possible also to discuss more sensitive matters: in the case of partner P- Nicaragua the discussion on the organizational separation of development activities from the church organization and the role of church leaders and related matters which had partly been done already “on paper”. It also functions the other way around, in that sensitive matters are tackled by bringing in personal contacts at different levels or by POs to try to arrange matters. In combination with the long-time contacts between W en D and the POs, it adds on to the partnership, but it may make things heavy on people also if and when decisions have to be taken.

- *Review of project management related topics:*
 - The visit of a selection of projects, to update information and to some extent to control what has been done. Staff responsible for sponsorship is often visiting a random sample of children and their families as well as schools or homes to check on presence and adequacy of monitoring. Some POs are found to be lagging behind in monitoring;
 - Further enquiries on specific projects and issues, which were insufficiently answered through reporting and other contacts. E.g. a check on the selection of participants in a scholarship programme of partner K in Guatemala, the participation of the target group in Haitian schools of partner L in Haïti, the consultation of stakeholders before starting the literacy project in Haiti etc.;
 - Visits and further contacts with stakeholders or organizations in a network. E.g. W en D will contact Stromme Foundation (an INGO) to discuss further financing of the so-called speed-school activities of partner A in Burkina Faso, the visit to a catholic VT in Sierra Leone to see whether there are possibilities to cooperate/send children from the partner C in Sierra Leone-supported schools in Grafton;
 - Provisional decisions on the continuation of the programme, its orientation or adaptations and follow up (e.g. the bringing forward of the construction and so investment, of a lab in a school in Colombia-partner T, the construction of extra classrooms in the Bon Semeur School supported by partner L in Haïti, on the other hand the rejection of a request to support a school in Cazeau).¹³² The presence of the W en D CEO or Head of Programmes makes quick decision making in such cases possible;
 - Discussion on the strategic orientation and additional projects: E.g. the phasing in of a new school in one area, replacing one which will be phased out in another area in Guatemala;
 - Budgetary and monetary problems are looked into and if necessary corrected, E.g. partner K in Guatemala had budgeted twice for some items and was giving scholarships in cash to the beneficiaries without sufficient rules for receipt and retention of scholarships, and monitoring and counselling of students as well as the need for a better distribution of overhead over child sponsorship, other projects supported by W en D and projects supported by AMG international in 2005;

¹³⁰ It is nice to see that partner I in India has complained about it, interpreting also that apparently W and D has lost interest.

¹³¹ Meeting with partners during partner conferences serves this goal as well.

¹³² Of course there remains a need to put forward a new proposal which will be assessed as per procedure.

- *The check on internal PO (financial) processes and division of responsibilities:*
 - o Every five years this is done more thoroughly by the Finance Department of W en D. If needed the frequency is increased or there are special support missions organised (e.g. a staff member who assists on the spot to improve partner B in Burkina Faso's monitoring of sponsored children, the decentralisation of the sponsorship administration and control from Ouagadougou);
 - o In recent years the issue of multi-annual planning has been introduced to most POs and sometimes the visit is combined with working with POs on the multi-annual planning and annual plan;

- The visits are also and increasingly going into specific *education content matter* :
 - o The way Christian education is given. Partner M in Haiti and partner T in Colombia have special projects on this (curriculum development etc.). Other organizations are probed on how Christian education is integrated;
 - o Organizations are also probed on the way in which HIV/AIDS is given attention. In recent years this has been a topic that has come up in almost all visits. E.g. in partner E in India the subject of participation of HIV/AIDS infected children or children from infected parents was introduced in 2004 and 2005. It met with "resistance" in the PO, as HIV/Aids had and has a stigma or was still denied (partner F in India stipulated in 2004 that there were luckily not too many cases, yet in 2008 during interviews with the team they are giving figures that show the opposite). In Burkina Faso a similar problem was experienced by partner B in Burkina Faso in that the subject is difficult to discuss "publicly", so also in class. Questions on these aspects were systematically asked, information was given but discussions were not too conclusive. W en D would be coming back to it in later visits. One reason may be that W en D does not want to interfere as such with what is considered the affair of the PO. On the other hand the MFS financing demands attention for HIV/AIDS and integration with other activities like health in order to be able to justify financing, so POs have got to follow suit if they want to benefit from such financing;
 - o An array of subjects that may be brought forward, depending on the context, the activity mix, target groups and the particular PO:
 - how to make the curriculum competence based;
 - how to increase possibilities for children to stream into follow-up education and how to limit the numbers of dropouts;
 - more attention for work and life skills;
 - extra attention for Spanish (in the Latin American context) next to indigenous languages and multi language education (e.g. Telugu and English in parts of Andhra Pradesh);
 - pros and cons of hostels/ integration of children from the hostel into the society (partner T in Colombia), etc.

Overall one observes that a lot of topics are mutually discussed, especially during visits. The impression is that results of discussions are generally not too conclusive. Or, if W en D has a position, this position is not pushed but presented to the PO to be reflected upon e.g. the need to integrate HIV/Aids. This characterises also the relationship of partnership in which W en D leaves the responsibility with the POs. On the other hand, one sense that W en D wishes to change something in quite a few situations, but what the change should be is not always clear. One reason may be that W en D itself is still in the process of finding out and does so together with the PO. So one observes, that topics not finalised, will come back on the agenda for consecutive years. A good example is whether boarding or growing up in their own context with their family should be given precedence: already in 2004 the discussion

was there with some partners, a research has been done on the matter in 2006 by a W en D staff member, and the topic is again discussed in recent partner conferences.

This way of going about it can therefore also be seen as an essential and very positive part of a learning process, that is mutually taking place and for which ample time is taken. Progress reporting, contacts, visits and the evaluations are then to be seen as learning instruments which in combination have their real value-added.

9.2. Evaluation and research

9.2.1. Evaluations

The W en D evaluation policy is very clearly outlined in a evaluation manual and programming has been done to assure that all programmes are all evaluated every 4 years. Project evaluations were started a few years ago in the framework of continuous evaluation. Evaluations were not or hardly ever done before.

In the framework of its evaluation policy W en D initiated the process by indicating the need and utility to POs but placed responsibility on POs to initiate. A lot of POs reacted as can be seen also from the list of evaluations¹³³ executed. As all project evaluations and research are paid for by W en D, proposals and detailed TORs are prepared by the POs, commented upon by W en D and then approved.

Evaluations, once completed, include a reaction by W en D. From interviews with POs it can be deduced, that POs discussed the draft reports internally, but that a management reaction is yet to be prepared in almost all cases. Some evaluations are of a recent date. Others are however finalised for much longer time. It is therefore unclear what effect evaluations have had on learning at PO level. In interviews no further clues were given to this question.

An important part of the information base for this programme evaluation are the project evaluations and research reports and so they form an input in learning, in first instance at W en D level. The results of the programme evaluations are shared with the POs also during partner conferences.

9.2.2. Research

Part of the "evaluations" are rather baseline surveys or other types of research that have been done to gather information on a number of questions. One partner C in Sierra Leone baseline research report also included a PO management reaction and earlier baseline survey results were clearly used to write a multi-annual plan and proposals.

9.3. Conclusions

Efficiency/effectiveness:

General process:

- W en D has a balanced set of monitoring instruments, which in combination give sufficient information to know the situation per project, including expenditure justification. The internal protocol for monitoring and control describes clearly the processing of progress reports and responsibilities at different levels.;

Progress reporting:

- progress reporting conditions and requirements are clearly outlined to POs and in the Project Agreements. They are cut to measure for the various types of projects. For different types of projects, a number of key-indicators have been formulated on which reporting has to take place. This is done to increase the comparability of projects and

¹³³ See TOR for this evaluation in Annex 1

in response to requirements from external funding sources, notably MFS. These formats look most functional for annual reports;

- all POs send in narrative and financial reports after all. Narrative reports generally also come in timely or almost timely. Exceptionally they come in late or very late. There are indications of a correlation between timeliness or lateness and adequacy of the monitoring systems of the POs. Once a PO reports well, it does so for all its projects;
- financial reports are regular and consolidated and show that expenditure is generally in line with budgeting;
- narrative reports are often too detailed and not consolidated, thus not responding sufficiently to management questions. Additional information has to be acquired through the other instruments;
- the potential to learn from monitoring reports is reduced, because very few POs include an analysis of learning points and reports may be biased in relating internal organizational matters;
- follow-up on issues from the monitoring reports is certainly done, but difficult to deduce from the files;

Visits:

- visits by W en D of all POs (annual and five yearly) are the core instruments for project monitoring and follow up, both of management related topics and education content matter. In addition it makes quick decision-making possible in selected cases, as the CEO and heads of departments are participating frequently;
- visits are functional for the mutual (personal) contacts which bring the organizations closer together and gives "a signature" to the type of partnership W en D envisages. It also makes it possible for W en D staff to keep feeling with projects and people responsible for it, as well as to learn themselves from discussions and verify their points of view;
- education content issues are discussed, including shifts in policy emphasis and its possible implementation;

Evaluations:

- the new evaluation policy materialises quickly over the last two years; the present evaluation can be based on a considerable number of project evaluations and additional research organised by the POs, who themselves also have seen its utility;
- it is not clear to what extent follow-up of recommendations in evaluation reports takes place in the PO's own organizations;

General:

- in all, there is very little consolidated information on each project or all projects of a particular PO. The forthcoming SMAPS and reporting on the those same lines may serve the purpose to also consolidate information.

9.4. Recommendations¹³⁴

Efficiency:

- POs should be better made aware of the precise management questions posed by W en D, so that data are consolidated at the appropriate levels. POs may use the same reporting to answer their own management questions;
- POs should also look at weak and strong points, including those in their own organizations, so that the learning effectiveness is increased. More can be done to improve the reliability of data;
- W en D might want to make follow up from monitoring and evaluation on major points conditional to further financing, in addition to sharing and discussing results during different occasions and waiting for POs to act;

¹³⁴ See also W and D function in terms of knowledge exchange p..and final conclusions.

- the scope of evaluations should be broadened, including empowerment related impact beyond education and a qualitative analysis of the educational processes, as well as functional linking to other initiatives.

Level 4: Implementation by the partners

10. ACTIVITIES AND ACHIEVEMENTS

10.1. Introduction

The situation in the education sector is very different in the countries where POs are active in education, e.g.:

- primary, secondary and tertiary education takes place in government schools, in community schools (e.g. partner D in Zambia) or privately owned schools by others (e.g. partner C in Sierra Leone) or owned by the POs or the evangelic networks they operate in;
- the position of government schools is defined under the law of the particular country, but also private or community schools can be recognised under the law of that country. However, not all community and privately owned schools have that status;
- even if not recognised, schools can or in some cases are obliged to follow the official government curriculum like in India. However, not all countries have an official curriculum (e.g. Nicaragua);
- in some countries the government has a strong hold on the education sector (e.g. India), while in others the private sector has a predominant role (e.g. Haiti);
- the distinction between the education levels is also particular for each country, but generally speaking a distinction between primary, secondary and tertiary (or higher) education levels is made in all countries.

This has to be taken into account when describing and analysing the PO's education activities.

The W en D sponsorship package consists in principle of the same elements for all POs. The combination of elements in the package is essential, as it provides for the elements needed at the level of the child or family. At the same time it should reflect what has been promised to the sponsors, including the Christian aspect. When looked at closer however, "education activities" differ considerably and activities serve different purposes. The activities that are included in the programme do concern education in the more restricted sense, but above all activities, that are to create favourable conditions for education for the individual child. A few activities improve conditions for education in a specific geographical area or in a few cases it is tried to influence the overall education sector.

It is difficult to give a clear cut overall picture of the quality of the implementation process for different reasons:

- as illustrated above, characteristics and combinations of elements vary considerably;
- activities and the way things are done are rather situation-specific;
- the evaluations say little on the implementation process and performance by POs. If something is said it is not consistently on the same aspects from one evaluation to the other and / or techniques used to measure differ as is the reliability of some data;
- progress reports compare to some extent planned and realised activities, but often just describe in detail the type of activities done and, as observed earlier, not in a consolidated or analytical manner.

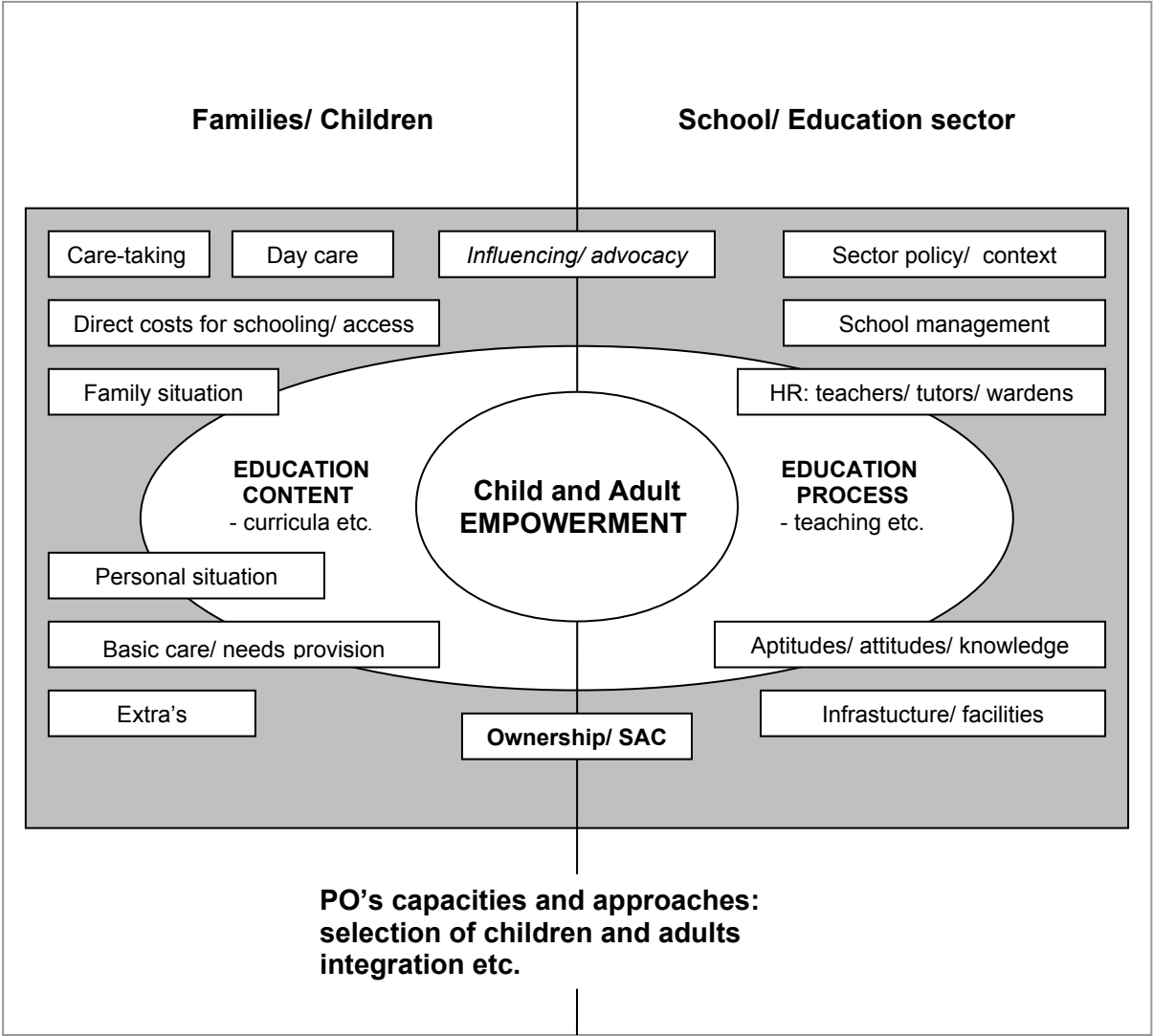
Some aspects of the implementation process are looked at closer for different programme components or overall, making use especially of the project evaluations¹³⁵ done so far at PO level as well as the field visit and progress reports, or comments of W en D during assessments. In addition results of interviews with representatives are used.

¹³⁵ See the overview of evaluations in annex 3.

Analysis of the sample of POs and dossiers, including the project evaluations, permits a closer look of what the education activities entail precisely, to characterise the programme and its expenditures better, as well as describe the performance by the POs in the execution of their projects financed by W en D.

The place of each type of activity and its relationship with education is presented schematically in figure 3.

Figure 3: Schematic representation of important education interventions by the POs of W en D



Source: Consultant Mr. Jenze Fokkema 2009

10.2. Primary, secondary and higher education

As has been shown in paragraph 6.1.1. and table 5 most POs active in the programme have activities related to primary education (including pre-primary),¹³⁶ and secondary education, while around 50% of the POs also have small-scale activities in higher education. Investment wise these activities account for the major part of all expenditure in the sector (70% per year).

Under the W en D education programme, a large part of all funding of primary, secondary and higher education is done through sponsorship. Families can have one or more children in the schooling-sponsorship programme. E.g. partner C in Sierra Leone reports that 28.2% of the families have one, 35.3% of the families have two, 24.7% of the families have three and 11.8 have more than three children in the programme.¹³⁷

Other funding, including institutional funding, is used for particular projects, infrastructure and capacity building.

The activities¹³⁸ executed by the POs and included under this heading are the following:

10.2.1. Payment of costs for access

The sponsorship funding is in the first place used, to make it possible for children to access schools through:

- the payment of the full amount of school fees or scholarships in case children attend government schools or other private schools not owned by the PO;
- payment of the salaries of the teachers and other staff and the coverage of running and maintenance of the school,¹³⁹ as well as administration for schools owned by the PO;
- whether children go to PO's own or other schools, they are always provided with school uniforms, school necessities like pens etc. In a few cases (e.g. partner R-Bangladesh) children that are not sponsored with the full package, may get limited assistance like only one-time uniforms and school necessities. The same occurs where education is free (no fees paid) and where e.g. the government or another programme provides meals for free.

The rationale is that the children from poor or poorest households, orphaned or semi-orphaned or otherwise vulnerable and marginalised children, have no possibilities to make such payments in cash. If they would be able at any time to pay, their vulnerability to changes is such that continuity is not at all assured. Most PO's emphasize this element in their context description of education proposals.¹⁴⁰ Taking over the payment of these costs lowers the thresholds to access schools in a direct way and is an important factor in the decision to send children to school. This is e.g. also confirmed by families in the evaluations of the partner D in Zambia¹⁴¹ and partner I in India¹⁴² programmes.

¹³⁶ Partner K in Guatemala has included pre-primary education/nurseries in the day care centres for the youngest children.

¹³⁷ An evaluation of the Education projects of partner C in Sierra Leone, p. 13.

¹³⁸ The costs for the activities are paid by W and D into the overall budget of the POs on the basis of the budgets prepared annually by the POs and for which an agreement has been made.

¹³⁹ in some cases an equivalent of a fee/child is budgeted (partner B in Burkina Faso, 2007-2008 budget).

¹⁴⁰ See e.g.: education SMAP 2007-2010, p.3 for partner D in Zambia, and see partner L in Haiti, p 2 for the draft multi annual plan 2007.

¹⁴¹ Draft evaluation report for partner D in Zambia education program 2003-2007, p 15 and 43, p.49.

¹⁴² Evaluation report of partner I in India, p. 7 a.o.

10.2.2. Scholarship

A number of POs in the sample have a more explicit scholarship programme. Scholarships provide for access and are used for all levels of education by some POs, while other POs use it explicitly for higher (vocational) education:

- partner K in Guatemala has the most important volume in this respect (e.g. 2004 almost 50% of the total expenditure for scholarships at primary, secondary and tertiary levels including vocational training) and as an additional contribution to financial adoption. This activity is partly financed from the reservations of W en D, from the W en D Job and Income programme and partly from project funding and there is an in part contribution from AMG International and the parents;
- partner P in Nicaragua also provides its support through a scholarship system for all levels from pre-school to university children and youngsters. These represented e.g. 34% of the total scholarships amount in 2007;
- partner G in India has a small programme providing scholarships to vocational trainees for consecutive years. This is (now) part of the Job and Income Programme. Part of this funding has been set up to be financed from a revolving fund. This means that partner G in India makes an agreement with the students to pay back (a part of) the amount, if and when they have been able to find work, which in turn will benefit new trainees. This system is now being set up, but looks promising according to the partner G in India CEO. Credo considers a similar formula for the students under its scholarship programme that are supported for higher education. Such higher education demands relatively more funds, but scholarships provide for flexibility of the student in choosing the place to study.

10.2.3. Basic care

An important part¹⁴³ of total costs of primary and secondary education concerns the provision of basic care. It is brought under the education programme, as it is meant to create favourable conditions for schooling and indirectly for learning. Such basic care consists of a daily lunch meal and basic medical care, which mostly includes dental care.

All POs provide this basic care according to the progress reports and it is also an important part of the standard sponsorship package. This basic care is provided to children attending either government, other private schools or own schools. All children receive this, whether they live with their families or make use of residential facilities, unless it is provided by the government or another programme already.

The motives are:

- the costs for such care form a relatively substantial part of total cash needs, not or insufficiently available to the families or caretakers;
- meeting with these items provides for security and continuity of two important basic needs for a child (and often more than one child per family), lacking in the home situation of the target group;
- better health, physical and mental condition thus acquired, are necessary conditions for learning.

General experience in sponsorship programmes shows that this, and the quality of such care, are determinant factors in the decision of parents and care-takers to send their children to a particular school, if offered in combination. It is e.g. also confirmed by the respondents to a questionnaire in the evaluation report on the schools of partner L in Haïti¹⁴⁴.

¹⁴³ It is difficult to establish the relative overall portion as data are not sufficiently specific.

¹⁴⁴ 'Evaluation de écoles Nosirel Lhérisson de Bel-Air, Nosirel Lhérisson de Coté-Soleil et de Bon Semeur de Titanyen', N. Sylvestre, p. 17.

10.2.4. Boarding and taking over the total care/raising of the children

Under the heading of “own schools” in table 4, the costs are included for shelter and total care-taking through setting up and running¹⁴⁵ residential facilities, like boarding schools and homes:

- in the case of boarding relatively large numbers of children are lodged, fed and looked after under the supervision of wardens. The boarding generally includes after-school activities and support in homework. Children boarding can have any profile, and come from families in the vicinity or from far away places, depending on the situation;
- in the case of homes, small groups of children (generally not more than 20, max. 30) are brought under the guidance of home-parents (mostly a couple, in the case of partner E in India and partner F in India, the pastor and his wife) to approach a family setting as much as possible. The children start in the homes at a generally very young age (e.g. partner R in Bangladesh 4-5 years old), also because in many cases homes are in the first place meant for orphans, semi-orphans or otherwise vulnerable children. In both cases children either attend schools owned by the PO, government schools or other privately owned schools.

Both in cases of boarding and homes, where children have families or caretakers, it means that the financial burden of not only schooling, but also that of raising the children, is taken over from them by the PO. What is more, the concerned POs say they provide for a “holistic” care, which means raising of the children in all its aspects is taken over as well. E.g. partner R in Bangladesh presents it as: “the ethical and moral education, spiritual and material needs”¹⁴⁶.

In fact, the essence of this activity lies not in education in the limited sense of schooling, but in the raising and total caring for the children.

In the sample, education projects that include residential facilities are common and significant for the Asian partners in India and Bangladesh (six POs, plus one PO starting one initiative from 2007 onwards for street children on the basis of other funding). Also partner B in Burkina Faso and partner T in Colombia have got one school-dormitory/ hostel combinations. In all, more than half of the POs apply this to some extent. Partner D in Zambia and some other POs provide scholarships, which includes provisions for their individual boarding in the vicinity of the school or university they attend, but this is organised by the youngsters themselves. The cost component for these activities in individual PO budgets, as well as in the total education budget is therefore rather significant¹⁴⁷:

Taking global (budgeted) costs, the costs for books, other materials, clothes, fees and one meal may represent up to 15-20% of the total cost only, meaning that up to 85-80% is in fact for taking over the total care of the children as well as some provisions for spiritual education and overheads. E.g. in 2006 the budget for the partner E in India Homes of Hope was 9,486,000 RS of which 1,116,000 RS, so around 12% is for schoolbooks, supplies and fees as well as separate spiritual education. Approximately the same applies to the partner F in India Homes of Hope. In W en D India’s total education-sponsorship-adoption budget of over 500.000 euro’s, an estimated 30% is for the hostel facility only (2007-2008).

¹⁴⁵ Running includes the maintenance and running cost of the facility, salaries of supervisors/ wardens and other personnel, food (other than the one meal in the general sponsorship package), additional provisions (like house clothes or church uniforms), as well as overheads.

¹⁴⁶ Evaluation of the education programme of partner R in Bangladesh, Arijit Kumar Roy, 2008, p.8.

¹⁴⁷ Budget proposals 2005 of partner E in India, partner J in India and partner F and H both also in India. For partner B in Burkina Faso the costs of the dormitory facility do not show in the adoption budget, except for costs of salaries of dormitory staff.

Although its cost has been distinguished separately, also day care (the element of taking care of children after school and in place of the parents or caretaker) could be included under this type of activity.

10.2.5. Day care

In table 4 it is shown that under primary and secondary education also costs for “Day care” are included. Only a limited number of POs in the sample have this activity, generally where the sponsorship provides for schooling in government schools.¹⁴⁸ Partner K in Guatemala has placed a large emphasis on day care with a network of centres¹⁴⁹ (17 in 2004 and in 2007¹⁵⁰) supported by W en D.¹⁵¹ Partner P in Nicaragua has its so-called Clubs de educación¹⁵², which are strictly speaking no day care centres, but that have partly the same functions. Partner Y in the Philippines and partner X in Sri Lanka have equally got day care in their package. The POs that have residential facilities do provide for similar care, as part of boarding, but these cost are also not included under day care.

There is often a combination of motives to provide day care and activities vary accordingly:

- to organise extra possibilities for Christian education, as in the government schools such education may not be available, or when other private schools are not Christian evangelic. Christian education has got to be organised in one way or the other as sponsors have been promised that it will take place. An organization like partner K in Guatemala sees it as a very important way to evangelise. In some cases extra tutoring (e.g. partner X in Sri Lanka) and extra lessons are given e.g. in English or Spanish (partner P in Nicaragua);
- government schools are considered to not provide sufficient a level of education and attention, so extra support is given to children to do homework and boost such discipline after school hours and on Saturdays;
- children’s home situation and/ or the situation in the city quarters may not be conducive to learning and discipline and so children get also guidance after school and sometimes counselling (partner P in Nicaragua, interviews).

To include day care under primary and secondary education is therefore relevant to a limited extent, also because it concerns a non-formal activity in these cases. But day care is partly complementary to the in-school education, both in terms of content and process if emphasis is placed on supplementary Christian education respectively home work.

10.2.6. Extra activities

These “extra-curricular” activities like sports days, camps and Christmas presents (“the Bundles of Love”) are important activities from the point of view of sponsorship (sponsors want to do something nice for the children they sponsor) and/or to make schooling (more) attractive to the children, as well as to provide for occasions during which extra attention can be given to the Christian education and transfer of values (e.g. Bible camps in the partner B in Burkina Faso and partner K in Guatemala programmes). In a few cases parents are associated to these activities as well, in order to make common activities possible with their children during the year. N.B. These activities and their influence on learning etc. are not specifically analysed further here, as little specific information is available. It is clear that these activities serve also as kind of a signature for the schools and Christian education by which they distinguish themselves from other schools.

¹⁴⁸ Residential facilities claim to facilitate support for homework, but these activities are cost-wise not presented as day care.

¹⁴⁹ There is also one day care centre operational in Honduras, managed by partner K in Guatemala.

¹⁵⁰ Out of six supported schools, to which sponsored children go two are organisation owned schools. In the centres partner K in Guatemala also has pre-school education.

¹⁵¹ Partner E in India also runs day care centres for children and sees them as part of social services provision instead of education, but these are not financed by W and D.

¹⁵² Not included in the budget though.

10.2.7. Beneficiaries' volume (children/ youngsters)

The categories of activities mentioned above have in the first place a function of providing¹⁵³ for basic needs to children that would otherwise not be in that position. All activities create favourable conditions for schooling and they link only indirectly with the education content and process (quality of education, teaching, learning etc.).

The numbers of children for which access to schools, boarding and other elements in the package or day care is paid, varies considerably from one PO to the other in the sample.¹⁵⁴ By 2007 partner D in Zambia (being a new PO) started with around 45 children in one primary school and 5 youngsters in tertiary education. At the other extreme is partner O in Haïti with 10,000 children in 25 schools at different levels. The distribution of the volume of programmes shows that:

- 3 POs have very small programmes: under 500 children with both POs that start and "old"¹⁵⁵ Pos, like partner G in India. The numbers are in one case (partner H in India) decreasing. The amounts¹⁵⁶ involved do not exceed € 75,000 per year but with € 25,000 – 30,000 they are really small from the financial point of view;¹⁵⁷
- 2 POs with small programmes of over 500, but less than 1,000 children, with amounts under or just above € 150,000 per year ;
- 4 POs, both old and new, with medium programmes between 1,000 and under 2,000 children not exceeding € 250,000 per year;
- 3 "old" POs, with large programmes between 2,000 and under 6,000 children up to amounts of 1,000,000 and one "old" PO with a very large programme (10,000) not exceeding up to € 1,400,000 per year.

Comparison between the 2004 and 2007 figures shows that new POs, like partner C in Sierra Leone and partner L in Haïti, are increasing their numbers of children in the programmes, but also an old PO like partner B in Burkina Faso, which already had substantial numbers. Partner K in Guatemala¹⁵⁸ and some old POs, like partner I in India, partner F in India are however stabilising numbers. It is clear that no new or relatively new POs have as yet large numbers. On the other hand, "old" POs do not have large programmes by definition. Much depends on the situation and the options taken. The POs with larger numbers of children tend to do more in higher education or vocational training, (so) cover all education levels, and are more specialised in the field of education.

The numbers that receive a scholarship through project support from partner K in Guatemala are considerable: E.g. in 2005, 832 youngsters in primary and secondary education and 561 in higher education including vocational training as per planning (actual 1,295). The partner P in Nicaragua programme includes around 1,200 youngsters at all levels. Partner G in India has a small programme, which may increase to 400/year. Partner J in India provided scholarship assistance to around 400 scholarship students and a few theology students until 2007. More students are also provided with a scholarship from sponsorship funding.

¹⁵³ Therefore, the care-taking activities could have been placed under another programme like basic needs as well; after all it clearly links to the way things started for many POs, which have a past in philanthropy and charity.

¹⁵⁴ Numbers in the agreements of 2004 and 2007 have been taken as a subsample.

¹⁵⁵ "Old" and "new" is referring to the duration of being in the programme. E.g., although partner P in Nicaragua is relatively new in the programme, the organization exists already 50 years.

¹⁵⁶ Amounts cited are for agreements in 2007.

¹⁵⁷ Financially small programmes may be relatively of a very large importance to the particular PO; the PO may be very small itself with a small activity range and volume but the assistance enables them to do the activity.

¹⁵⁸ A number of around 1,300-1,400 scholarships are taken into account.

10.3. Other activities for end beneficiaries

10.3.1. Literacy

Literacy training is done by 6 of the 16 POs in listed in the overview in table 5. Partner E in India (since at least 1991), P et A Haiti¹⁵⁹, partner B in Burkina Faso (starting in 2003 according to progress and proposals, but already active in this field from 2000 onwards) have executed continuous programmes with W en D support for the duration of the evaluation period and continue to do so. AMG Haiti, partner D in Zambia (starting with 100 participants in 2008) and partner A in Burkina Faso have only started setting up programmes in 2007 with support of W en D. The intention¹⁶⁰ is to continue for a long period as is a.o. also shown by the multi-annual plan of AMG Haiti which runs until 2017.

The amounts vary. Starting up involves amounts between 15,000 and 30,000 euros due to the initially limited scale of the operations, while continuous programmes may take 60,000 euros a year. The total for partner E in India has been 302,300 euros over the evaluation period, which signifies therefore a considerable investment.

Literacy programmes have been motivated by POs, ranging from “illiterates learn to read and write”, to creating awareness and knowledge on different socio-economic themes related to development (health, sanitation, alcoholism, for parents the need of sending children to school, better able to read figures, start enterprises etc.) or emphasis is being put on evangelisation (to better know God, be able to read the Bible, growth of churches). Often it is a combination.

In partner B in Burkina Faso the evangelisation department had taken the initiative and it did also the execution of the programme, as just one other activity in the framework of its mission of evangelisation and church planting. In 2007 the role of this department would be diminished, as a more explicit relationship with integrated development was presented. In the programme of partner K in Guatemala a supervisor has been nominated, but or it is not clear from the documentation whose responsibility it is exactly in the organization. In the small POs, the division of responsibilities is limited, so it may fall directly under the director/ CEO.

10.3.2. Beneficiaries volumes (adults)

The literacy projects are reported¹⁶¹ to have had in total 6.424 participants in 2007. The projects of partner A in Burkina Faso and partner B in Burkina Faso alone had (strongly increased to) 2,600 participants in 2007. The programmes of partner L in Haïti started with around 140 participants and a programme for around 300 participants was started by partner D in Zambia in the same year. Partner E in India reported 2,044 actual participants (enrolled), making it comparable in volume to the partner B in Burkina Faso programme. So literacy projects of POs not in the sample were much smaller. Over five years, the partner E in India programme reported to have included more than 11,000 men and women¹⁶². This could signify bringing about a change in the local situation, especially in the region of Vaderevu, where more than 6,000 participants came from. These figures should however be regarded critically, as the numbers of participants that actually do the course until the end and finish it satisfactorily, is significantly lower (see Chapter 14.4) . And again, participation does not mean so much, unless participants can effectively retain what they have learned. Literacy training is especially interesting women and/or women are better able to continue than men. In all cases analysed, the percentage of women enrolling is significantly higher, as are the percentages of women finishing the total course and passing exams. E.g. partner A

¹⁵⁹ There were no dossiers of partner O in Haiti included in the sample.

¹⁶⁰ Not agreed yet by W and D.

¹⁶¹ Year report 2007 W and D, p. 28.

¹⁶² These are gross reported figures of enrolled numbers, while actual numbers participating have been far less and some margin as to reliability have to be taken as records were reported not too well kept.

in Burkina Faso reports 77% women of the total enrolled and 78% being women who do the exams.

10.4. Activities to improve conditions for education

10.4.1. Infrastructure and facilities

Investments in infrastructure and facilities are important, as has been analysed in chapter 6. Around half of the POs in the sample have done 18 infrastructure projects during the 4 years under study. Some POs had one, others up to four projects in the four-year period.

Investments are generally relatively small amounts. Although the project has not been included in the sample, the W en D investment in the Hope university in Ethiopia is the project with the largest infrastructure component. In the sample, the project with the highest cost was around 240,000 euros (enlarging hostel and schools), one for 175,000 euros for extension of a school (three classes, teachers houses, latrines, furniture and an office). Generally projects are less than 100,000 euros, quite a few are less than 50,000 euros and the smallest was 14,000 euros for an extension of a school with three classrooms.

Besides providing for a better learning or living (hygienic) environment, the significance of these relatively small projects is, that schools are gradually being improved and added on to, or to replace make-shift or old buildings. In a few cases there were extensions, replacements or adaptations of existing buildings needed because they did not adhere to official norms. In Zambia (partner D) the building of new schools is considered necessary because children in the particular region have to walk long distances if they want to go to school as the density of schools in the region is very low. In all, children get more possibilities offered to go to school. In this way development keeps pace with growing numbers of pupils and/ or it makes it possible to add extra grades to the school.

Five POs in the sample bought extra facilities (cars, generators). Partly these facilities are for better supervision and management of projects and should as such be considered part of project management cost (e.g, for the literacy training). In a few cases the facilities create better conditions: continuity of electricity provision, so that there would be less interruptions of work of staff, teachers and children. These projects were not exceeding 30,000 euros, and were generally 10,000-15,000 euros per item.

10.4.2. Capacity Building

Almost all POs in the sample have some activities under the heading of capacity building according to table 5, although only few have continuous activities of this nature (see also level 2). Most important for the present programme evaluation are the teacher trainings.¹⁶³

Such activities are in principle meant to improve teaching and to lead to better results achieved by the children. POs indicate amongst other reasons, that every teacher needs regular "updating", even if and when they are qualified teachers and that others need to change their often outdated way of teaching teacher centred approach instead of a child centred approach). One PO mentions that, with improved teaching levels, teachers may earn more in the future and in all be better motivated for their work. In most cases it is a combination of these reasons that justifies the capacity building.

The activities consisted mainly of a tailor-made training-workshop of 1-2 weeks for teachers or school leaders. Subjects were a.o. psychological and pedagogical aspects of teaching (partner B in Burkina Faso), new and creative teaching skills and improvement of the

¹⁶³ In the dossiers also capacity building projects are included that have got to do with improving the adoption. system's registration and a research to calculate the cost for adoption. This aspect is outside the scope of the present evaluation.

learning process, attitudes, school-leadership and school management, teaching of values of life, morals and ethics (five Asian POs). In one case attendance of an international workshop on working with street-children was paid for under the education programme.

Follow-up activities are very scarce, with the exception of the partner B in Burkina Faso programme where teachers (71 teacher in 2005, 79 in 2006) received feedback from an external consultant-“inspector”¹⁶⁴ for consecutive years.

Amounts per year are relatively small: for teacher trainings this ranged from 22,000 euros (this also included the inspection in schools of teachers) to just over 5,000 euros. The two projects on curriculum development mentioned below (see 10.5), have a capacity development component to ensure that the curriculum is actually implemented as intended, but the costs thereof are not included in the amount for capacity building.

The numbers of teachers and school-leaders participating in a particular event ranged from 27 (W en D 2005) to 104 (partner B in Burkina Faso 2005), as far as the sample is concerned.

10.4.3. Working towards Social Accountability

Social Accountability (SAc) is a fundamental and decisive factor in the effective and efficient provision of public Basic Services, like education. SAc is an approach towards building accountability that relies on civic engagement. Social Accountability also implies ownership, which on its turn is a factor of empowerment. For building stakeholders (citizens/ civil society) involvement in keeping governmental, project and school officials accountable, it is necessary to put comprehensive capacity building support structures in place.¹⁶⁵ Ownership implies a comprehensive knowledge of rights and duties, and appropriate skills and attitudes to take and execute ownership effectively. Better educated beneficiaries however, educated through the W&D sponsorship support, raise their voices for their own benefits, for instance asking for continued support towards higher education, as it is shown in the case of partner B in Burkina Faso.

A significant capacity to influence projects has not been identified. There are no indications yet, that these voices are taken into account by partners. No special trainings on effective PTC membership and / or Social Accountability have been identified either.

10.4.4. Policy influencing

Partner P in Nicaragua intends to work at NERPE (which is an administrative education circle) level also to influence education efforts in the rural areas where it intervenes. Many POs indicate in their proposals, that they will somehow work on policy influencing, but this is always part of networking in connection with their other activities. Partner B in Burkina Faso f.e. is also participating in exchanges between Christian organizations in a less formalised network.

In the sample there is the one project of partner N Haiti, which is explicitly geared towards policy influencing at national level. In 2005 a first proposal was made and as a result the consortium of Haitian non government organizations active in the education sector was further formed. In 2007 a follow up proposal and agreement was made. An amount of 42,000 euros for implementation is contributed by W en D and almost 40.000 euros by Tear Fund.¹⁶⁶

¹⁶⁴ BAC Tchad has apparently also (had) a comparable initiative organised amongst schools belonging to the network of churches-NGOs. The dossier was not included in the sample, so no details can be given.

¹⁶⁵ Rood, Rogier van 't, 2008: 2.

¹⁶⁶ One part has been paid during the evaluation period in 2007, which explains the lower amount included in the overview of table 4.

The rationale is to position the private education sector in the country, represented by a consortium which is partner N in Haïti. An additional goal is to increase consortium member's capacity in the field of advocacy. Training/ capacity building were planned to benefit 100 organizations, who should be able to submit better proposals.

The consortium has now been recognised by the Education Ministry as the representative of the sector and it has become a member of the national accrediting committee. A steering committee has been put in place. Quite a few contacts were made with different actors both government and international donors.

Beneficiaries of the first short training on advocacy in 2007 were 45 school directors, local elected officials and religious leaders (33%) from Cité Soleil (and not the member organizations). partner N in Haïti itself questions in the first progress report whether this is indeed the type of activity to do, given that they would train organizations.¹⁶⁷

10.5. Curriculum development

Partner T in Colombia en partner M in Haïti are the two POs in the sample with explicit curriculum development projects. Both projects have a multi-annual timeframe. Both organizations work on the quality of Christian education and its integration in the curriculum, but the approaches differ:

- in the case of partner M in Haïti, teachers manuals and students' textbooks are developed for bible lessons and addendums for other teaching subjects, like science, maths etc. in private schools, that belong to the protestant evangelic education sector;
- partner T in Colombia is redeveloping the complete curriculum and pedagogical model, to integrate the Christian perspective in every type of lesson (the Christ centred approach).

Partner M in Haïti started from 2003 onwards with the development of booklets and manuals and progressively trains teachers how to use the material (e.g. 1st semester around 290 teachers of 42 schools), as well as the promotion and sale of the booklets (e.g. 1st semester of 2007 more than 5.5 thousand). At the same time, partner M in Haïti develops as an organization-consortium of Christian evangelic organizations in Haiti. Its reorganization in 2003- 2004 has resulted in better overall and financial management according to assessments and field visit reports of W en D. It has also structured its activities; a very clear strategic annual plan was made for 2006-2007 and 2007-2008.

The amounts involved have been around 30,000 euros in the first years and have now doubled in order to make the consortium function.

Partner T in Colombia has first developed a method to integrate Christian education and for the training and follow up of teachers that apply the method. The project works on the introduction of the model, so teachers are trained to understand the concepts and are instructed how to use the model. There is a regular monitoring and systemic evaluation¹⁶⁸ of its introduction, which will take several years. Then the model may be available for further use also in other countries, it being conditional for the W en D financing.

From the documents available it does not become clear which pedagogical approach(es) or models are introduced in the new curricula developed by PO's: are these old fashioned teacher centred approaches of modern child centred approaches? The latter supports the achievement of empowerment by the learners.

¹⁶⁷ The activity was justified by saying that they hope it will help in making an action plan for the education in this part of the city.

¹⁶⁸ See: Progress report 2008 of partner T in Colombia.

10.6. Achievements: Planned versus actual outputs

10.6.1. Education-sponsorship projects

Comparison of planned and actual end-of-the-year figures of children in the programmes (2007 agreements) shows, that POs have generally planned well: the reported actual figures (if available) are of the same magnitude, be it that in most such cases the actual figure of numbers of children at the end of the year are lower. Two POs in the sample accepted incidentally more children, for which the sponsorship agreement did not cover. As there was no other sponsor available as well, the matter is assumed to have been solved internally. It is assumed here, that the lower numbers at the end of the year is somehow accounted for in the mechanism for sponsorship and advances given.¹⁶⁹

Table 10: Comparison of planned and actual numbers of children in programmes of selected POs

PO	Planned	Actual end of year	Difference actual/planned	% difference to planned
Partner C in Sierra Leone	1396	1327	- 69	- 5
Partner B in Burkina Faso (sponsorship)	3645	3610	- 35	- 1
Partner L in Haiti	638	538	-100	- 16
Partner E in India	5609	5491(a)	-118	- 2
Partner I in India (2005)	1109	1109	0	0
Partner F in India (homes)	670	672	+ 2	0
Partner J in India	(Begumpet)538	525	-13	- 2
	(Adoption2004) 1935 (+ 339)	1909 (+ 236)	-26 (- 103)	13 (30)

Source: sample of POs. N.B. there may be a confusion, as also "incidental" assistance is given but not clearly distinguished in the reporting.

10.6.2. Infrastructure and facilities

The POs have provided physical and financial reports on the progress and finalisation of these projects regularly, except for one PO. The reports make clear, that the implementation of the infrastructure projects has been finalised in all cases. Some projects that were started in 2007 were still in progress at the end of the evaluation period. Four infrastructure projects in the sample experienced a considerable delay (more than five months), reportedly due to external circumstances like adverse weather conditions, but the planning had probably also been too optimistic. Of these, one PO started a project (street-children: hostel and schooling), that was apparently beyond its reach; the complexity of working with this group of children was underestimated as the PO had no experience and management fell short. By the end of the present evaluation period, the relevance and feasibility of the total project was questioned and/or alternatives were proposed amongst which the use of the facilities for more regular schooling.

Several infrastructure projects experienced small changes during execution like increasing the quantities/square metres, adding on items (e.g. latrines). For a few other projects it was found out afterwards, that not all necessary items had been done that should be done if one would make the infrastructure completely ready for use (latrines block, connection to electricity etc.). Generally these items could be financed additionally, or these were taken on by the POs themselves (on other financing).

¹⁶⁹ The sponsorship mechanism is not part of this evaluation.

The facilities projects were promptly executed, once the agreement was signed. All dossiers have indications of such finalisation.

If infrastructural projects follow state regulations on size and surface, it is quite well possible that classrooms will be too small for introducing child centred pedagogical approaches: these approaches ask for wider classrooms.

10.6.3. Literacy

Planned and actual figures of enrolled participants reported are generally of the same order, but factual participation is significantly less due to abandonment:

- in partner A in Burkina Faso 450 were planned in 2007, while 437 enrolled. Of these 30 left, which makes that 90% went for the exam. The latter is a high percentage compared to the other programmes;
- partner E in India, reporting progress in 2005¹⁷⁰ indicates that in a first batch of 700, 100 dropped out. In 2007, 3,000 were planned but only 2,044 enrolled of which only 1,150 have finished until the end (= 38% of planned figure and 77% of enrolled);
- other figures are in between the above extremes. Partner B in Burkina Faso which reports (2005) abandonment percentages of beginners in 3 regions of respectively 25%, 25% and 40%. This means also, that the centres and animators are not fully used (see also next paragraph).

Why enrolment is less than planned in some cases is not explained in the progress reports,¹⁷¹ nor in evaluation reports.

Abandonment starts already a few weeks after starting. Figures in the evaluation report for partner E in India on Vaderevu on the basis of small samples are hinting at very early (significant) abandonment; more than half of the respondents having left before 6 months already and only around 20 percent completing the full 12 months. Reasons given are that people are too busy, fishermen have to leave for sea, et. In Burkina Faso the celebrations of any kind and leaving for elsewhere during the season etc. are additional reasons forwarded. These are all reasons that are external to the PO organization, while apparently also the quality of the organization and training can be questioned (see chapter 13).

From the documents it does not become clear which pedagogical approaches are used in literacy projects. Only participatory approaches support the achievement of empowerment.

¹⁷⁰ Although figures are not very consistent.

¹⁷¹ On the other hand one could doubt the figures given in the reports of AMG India which for three consecutive years are placed at exactly 100% of planned figures of 1,500 per year, especially considering the comments of the evaluator of the same projects.

10.6.4. Capacity building

Generally, the training projects have actual attendance figures that are equal to planned figures, with a few exceptions that are minor. In one case (partner B in Burkina Faso) the actual figures lagged behind (71 out of 104 in the case of first inspection in 2005-2006, in 2007 91 inspected teachers, but almost all teachers participated in the training seminar afterwards), partly because the inspection was reported not accepted by some schools. What is more, reports on the trainings, like the report of W en D India on the workshop held with four other POs in 2006, indicate that all participants were attending for the full length of the courses.

10.6.5. Policy influencing

The partner N in Haïti consortium was confronted with problems to find a good coordinator and an ever changing political and administrative environment in the Haitian context, which made it also difficult to constitute the network.

Partner N in Haïti has now been recognised by the Education Ministry as the representative of the sector. It has become a member of the national accrediting committee. A steering committee has been put in place. Quite a few contacts were made with different actors both government and international donors. The start of the implementation of the trainings foreseen under the 2007 programme had delayed by the end of that year. In a later progress report a training of teachers and school leaders in Cité Soleil is mentioned to have taken place but the management wonders whether this was the intended type of activity.

Though not financed by W en D, partner T in Colombia education department has participated in the successful modification of an Education Equipment master plan for public and private schools.¹⁷²

10.7. Conclusions

Efficiency:

- POs do what they say they will do. The overall picture arising from all information and more in particular progress and evaluation reports is, that activities that were agreed to, are all carried out by the POs, although some delays may be experienced;
- the activities are executed as intended, largely always with the volumes that were targeted. In this sense the implementation by the POs has also been a great success;
- the infrastructures realised and facilities acquired have all been put to use right after;
- the literacy activities and figures should be regarded critically, as actual enrolment and attendance both in relative and absolute terms are significantly below targets and sometimes below reported figures. The total figures of beneficiaries reached, reported by W en D, should consequently also be corrected;

Relevance¹⁷³/ effectiveness:

- considering the particular situation of the target group- poor and poorest- and the tradition of most POs (and W en D) of just helping people that are in need (charity-deeds), the emphasis on creating favourable conditions for children and families through sponsorship to go to school (access) and taking over care is understandable. These activities are as such relevant in terms of the Poverty Alleviation, be it that the perspective is foremost short term;
- a second large part of the activities (infrastructure, facilities, capacity building of teachers etc.) is meant to create favourable conditions for a conducive education

¹⁷² Evaluation, p 33.

¹⁷³ It was difficult to answer to the question to what extent the different levels of education are relevant; it is generally assumed that education is a necessary condition for (ultimately) empowerment. To challenge that assumption another type of study would most likely be needed.

process in the schools which in term aims at better quality education. Other such activities are creating a conducive environment and increased capacity in residential facilities. These activities are relevant as well, considering the shortage/availability and quality of education services provision in the various regions and alternatives to take care for children especially OVCs. It helps indirectly in alleviating poverty also in the short, medium and long run;

- the attention for the education content matter is recent and still almost negligible in number of activities and in terms of investments. The content matter/curriculum development is mainly aiming at integration of Christian education and extra curricular activities. It has not become clear which pedagogical models are used (teacher centred or child centred);
- the interventions do not envisage Policy influencing and advocacy in the education sector in a region or country, with one exception being the policy influencing activities of partner N in Haïti. This experience is foreseen to be extended in the framework of the MFS policy influencing chapter, but had as yet to materialise by the end of the evaluation period;
- none of the activities is directly geared towards Ownership and Social Accountability which are important factors of empowerment;
- programmes of POs are sometimes diverse sometimes more specialised and varying in volume from very small to considerable, always cut-to-measure to the capacity and context of each PO and the problems it identifies. In all cases the individual PO programmes are however small or very small in scale in their respective contexts, with a few exceptions only. The value added of activities being cut to measure may be counteracted by insufficient power, volume and position to make structural changes possible in the education sector and especially to make changes in the education process and content matter;
- network organizations partner M in Haïti and partner N in Haïti were still being set up and are to some degree experimental endeavours, so it can be expected that not all planned results were achieved straight away.

10.8. Recommendations

- The traditional but also mechanistic response to day-to-day problems of people that characterises the PO programmes today, could be reviewed. The overall programme could opt for a shift in emphasis focussing the structural problems of the education sector and Christian education in the different countries, as well as the education process and content matter. Such a shift would imply cooperation with and in networks of organizations instead of focussing on individual POs that are (too) small to make a difference in the sector.

11. END BENEFICIARIES'S PROFILE AND SELECTION

11.1. Introduction

End-beneficiaries should by agreement be the poorest or poor, or belong to a target group with specific characteristics (e.g. street children). This is however not a criterion for the capacity building activities directed at teachers and staff of POs.

Selection takes place at different levels: areas, families and/or individual children, depending also on the type of activity for which they are targeted.

The selection process of the POs shows quite some differences. The degree to which children are also selected on the basis of Christian identity varies from one PO to the other.

11.2. Profile

11.2.1. Choice of geographic intervention areas

At the more general level the choice of Woord en Daad is to intervene in the poorest countries and/or in searching for new partners especially in countries where government structures are weak or virtually non-existent. Thus POs are chosen in such countries or have been chosen in the past, be it partly also because of other factors, amongst which sheer chance.

POs have their intervention areas. They may claim to intervene nationwide but generally it is in a particular part of the country and in most cases the geographic area is limited. Partner R in Bangladesh, though interventions are in principle nationwide, a lot of activities take place in the Kulna area where more than 20 million people are living, amongst them a high percentage of urban and rural poor. Partner B in Burkina Faso can claim nationwide interventions, but as far as schooling is concerned, the intervention is in the central and western and northern parts of the country, with a heavy emphasis on the western and central parts. The India POs intervene in only a few states and at least four in Andhra Pradesh where they concentrate each on a number of districts. Partner D in Zambia has also chosen for an intervention in the Western Province in a number of districts;. Likewise partner P in Nicaragua works in a few cities, as well as a demarcated number of rural areas. Partner L in Haiti is probably at the extreme with some schools in two areas and especially concentrating on the schools in Cité Soleil, which is part of the Port-au-Prince urban area. Statistically, such areas are showing high percentages of poor and poverty indicators score very high. E.g. Zambia is very low on the poverty indexes list and nationwide more than 51% of the population is reportedly extremely poor.

However, the choice of intervention areas is largely a result of historically grown situations and if analysed further probably very much "accidental" e.g. the very fact that the leaders of the POs- the parents or relatives of the present leaders in many cases- became active in these regions and established their personal networks. Within the regions, sometimes explicit choices are made as to where to intervene, e.g. partner K in Guatemala has ranked the sub-regions on a poverty scale.

The choice of intervention-areas has not been challenged by W en D during the evaluation period, with one exception. Recently there were doubts to what extent interventions in the Kerala state where partner G in India intervenes, would still justify further assistance and what types of assistance then would be best to concentrate on. One reason was that the state is relatively prosperous and has a relatively small proportion of extreme poor, as well as a relatively high density of schools and other services like for health. In the projects of

partner P in Nicaragua two out of seven barrios (city quarters) had been discontinued of which one for being relatively better off and the other for non-cooperation of the church in that area. The choice of the Hatton area of partner X in Sri Lanka has been confirmed after a survey was done recently.

11.2.2. Families and children in schools and homes

Criteria are multiple, though often implicit:

Success/ disqualification. For regular schooling,¹⁷⁴ children have to be (obviously) passing from one grade to the other; it is usually a matter of having followed lessons and/or passing exams. In most schools, attendance being sufficiently frequent, the passing to another grade is rather automatic.

In none of the studies nor in progress reports mention is made of de-selection criteria, except when children are scored as “dropouts”. A few cases of misbehaviour are reported: children were excluded from the homes or hostels and so also from the sponsorship programme. It may be assumed that, once families are in the system no further checks are made and/or even if their situation would improve this would not lead to exclusion of the child;¹⁷⁵ none of the reports and evaluations mentions this practice although it has been recommended in a few evaluations.

Age. The age for selection in homes of partner R in Bangladesh and partner J in India is important. Although different responses are recorded in the partner R in Bangladesh evaluation study it is clear that children have to be of a very young age (4,5-6 yrs). In the case of the speed schools of partner A in Burkina Faso older children that have missed out on the first years of primary schooling can be admitted. The street-children project of partner G in India admits children of 10-15 years old. Youngsters going to higher level (vocational) training are of an older age having finished preparatory schooling, e.g. partner G in India enrolls students in professional courses that are between 18-22 years old.

Economic/financial. All POs are in principle using a criterion of families/caretakers being poor in the economic sense. In none of the proposals and progress reports a hard and fast criterion can be found that measures this, which does however not exclude that POs have defined the income criterion. Some evaluations have tried to measure it in the given situation. In the evaluations of the profile of families in the partner G in India and partner E in India programmes it was found that most families benefiting from the programme were falling in the “poor” and “poorest” bracket. In this case it is measured on the basis of “economic condition” or income levels.

It is recognised that families may give biased information in these cases. Therefore, related criteria like “whether or not houses are owned” and the “type of houses families live in” and other assets, “the size of the household/number of dependants”, level of schooling of parents, incidence of certain illnesses etc. are equally important and these have been used also in evaluations. A MDF survey on the interventions by partner X in two areas in Sri Lanka reports on the basis of such a wide set of criteria and concludes that one third of families benefitting does not belong to the poorest strata,¹⁷⁶ but that overall, and in comparison to nationwide indicators, those families are still at the lower income levels (table 11).

Table 11 : Target group of partner organizations in terms of income

¹⁷⁴ Attendance is also a condition to remain in the scholarship programme ; if a child does not pass it can still remain in the sponsorship programme (c.p.).

¹⁷⁵ It should be checked against the rules and reports in the framework of the sponsorship.

¹⁷⁶ It was not possible to identify comparable figures from other partners, but in the evaluations it was reported that the respective projects are reaching the poorest strata.

Partner organization	Poorest	Poor	Lower and mid-income ¹⁷⁷
Partner E in India ¹⁷⁸	73 %	16 %	0 %
Partner G India	83 %	13 %	3 %
Partner X in Sri Lanka	65%		35 %

Source: Evaluations/ studies of the respective programmes

Some other evaluations also indicate that not all families may fall in the poor or poorest categories:

- in the partner R in Bangladesh survey it is found that all families are poor or poorest (especially in the tribal areas), although conditions for families of which the children in two areas attending non-residential homes/day care are a bit better;
- in the partner T in Colombia study the non-fulfilment of basic needs has been surveyed, which reveals that more than 60% of the families say they need work for cash, food and housing, but as such their profile is not determined;
- the partner K in Guatemala survey concludes that the beneficiaries are mostly poor, but that there is a difference between Guatemala city and other cities and between cities and rural areas. Part of the families are better off in the cities- there is a relatively high percentage of wage earners in the families, living conditions in Guatemala city are relatively good. Of the families in rural areas, 71% live in their own house. 15% of the overall sample owned a vehicle, which is generally an indication of being better off;
- the partner L in Haïti evaluation says the poor have been selected according to the profile laid down at the time the project was formulated (2005 baseline);

Social situation/ specific characteristics. The economic and basic needs situations of families are not the only profile-criteria used for the selection of families and children/students. Especially in projects with specific target-groups like orphaned children or children of one-parent families are given preference by the POs. Also vulnerable children, especially because of the family situation or the social context they live in, or children with a handicap or illness are specifically selected:

- in the partner E in India programme for children of suicide farmers the families might seem to be relatively better off economically, at least going by the land area owned or used, but the farmers had very bad results for years at a stretch, leading to indebtedness. The additional decisive criterion is that children who have lost their father, may be traumatised, stigmatised and continuity of any income is not at all assured;
- in partner P in Nicaragua it is a mixture of criteria, although it is not clear what criterion is given precedence. It is found that the socially sensitive children drop out more easily so that the poorest in that sense do not effectively participate in the programme or only for a short period;
- in the partner B in Burkina Faso evaluation the observation is made that families, that have already decided to send their children to schools, apply for admission. These may not include the most vulnerable and marginalised families/children;
- partner D Zambia concentrates efforts on OVC's, following the pandemic of HIV/Aids and other diseases, leaving many children parentless and not in a situation to attend schools. Another (social) reason is that caretakers may give precedence to their own children and parentless children are more often ending up in situations of child labour and neglect. It is not clear from the evaluation to what extent these OVC are indeed

¹⁷⁷ In India: Poorest = less than RP. 3,000 per month, less than poorest = RP. 3,000 – 6000 per month; lower mid income = more than RP. 6,000 p.m.

¹⁷⁸ No information: 11%.

relatively more represented and given preference in the selection, but it may be assumed that this is in principle the case;

- partner J in India also gives preference¹⁷⁹ to OVCs, and children should be under five years old if they are to be admitted to the hostels or homes;
- the partner G in India street children project targets children that live in the streets and are roaming about and these children were offered an alternative. Drop out has been high and so a higher percentage of other children has come in to make the training feasible;
- e.g. partner E in India, partner F in India as well as partner R in Bangladesh include especially children of tribal and other marginalised (outcasts) families, also as a logical consequence of their choice of the intervention in tribal areas;
- in the partner E in India's Vaderevu integrated programme beneficiaries from the area are selected that are poor and member of the fisher folk (by definition low-income in that context and outcasts) and target villages;
- partner I in India gives also a preference to OVCs and gives possibilities to families that say they can not raise their children themselves. The profile of the families includes a relative high percentage of female headed household, income (below poverty line), disabled and other factors. More than 90% of the families are qualifying as poor on those criteria according to the evaluation;

Religious identity. The policy of W en D is to respect context. This would imply that the religious denomination of children in PO schools or in hostels and homes would reflect more or less proportionately the religious backgrounds of people in the particular area in which the POs work. In the case of partner J in India this may be the case, as the percentage of Hindu children is 61% compared to 37% Christians and 2% others, for all categories (current school children, home children, street children and children of suicide farmers). In other countries the religious background may not be a factor as most are Christians or a large percentage is already going to any evangelic schools (e.g. partner C in Sierra Leone sponsored children go to Baptist, Evangelic and Presbyterian schools). In the partner B in Burkina Faso evaluation it is said that there is no discrimination on the basis of religion, but to what extent this materialises has not been researched. Partner L in Haïti schools are attended by 70% Protestants, 22% Catholics and 8% traditional voodoo beliefs, which may or may not reflect the actual situation but it is clear that there is no exclusivity for Protestants Evangelics.

Being Christian and/or accepting Christian education is in most cases implicitly part of the criteria and in some cases explicitly so:

- in partner P in Nicaragua the attendance of the so-called clubes de educación is compulsory, while attending the church clubs is no longer so since 2007. Respondents state that Christian church membership is no longer a condition, but that this was the case before. In practice it is also found that children of different religious background are amongst the children selected, but this is also logical as the majority of the people in the area are of a Christian denomination;
- in partner I in India pastors play a major role in referring children, which may explain that the percentage of Christian students is high (87%), but children from Hindu (10%) and Islam (3% but not common in the area anyway) families also attend. Most likely this does not reflect the situation in the area percentage-wise;
- partner R in Bangladesh states that admission to their schools is for Christians only, according to the evaluation study. This is in a largely Islamic context. The reason stated is that Christians form a minority group for which access to schooling is difficult in the given context;

¹⁷⁹ Additional criteria are distance to their homes not beyond 100 kms, in the district where the school is located. They are first tested before being admitted to a certain school level.

- partner H in India makes it almost obligatory to follow a one-year bible school after education has been completed and there is some degree of pressure to continue with church planting;
- partner K in Guatemala states that education is an important instrument to evangelise and that these two can therefore not be distinguished.

In all cases, the fact that Christian education is envisaged and children (and their parents) participate in events like (Bible) camps that place religion also at the centre, is more likely to function as an automatic de-selection mechanism for non-Christians/ people with an other religious conviction. To what extent this leads to self-exclusion of families and children has not been researched in any of the evaluations, nor are indications given in the progress reports and proposals. Much will depend on the context and acceptance levels in the particular local society. A few POs indicate during interviews, that they know that parents in certain contexts are having difficulties¹⁸⁰ (to justify) their sending children to a Christian school, given the community's mores and predominant religion, as well as their personal beliefs. In that case, putting the children at some or even a large distance from their village in a home or hostel may lead to less questions asked. Partner B in Burkina Faso mentions "resistance" in some areas to cooperating in literacy programmes.

Christian families are likely to favour Christian education. It may be for them just a major reason to apply for sponsorship and to enter the PO's school or homes. This is partly also expressed by respondents in the framework of different evaluations, who value the improved moral and religious behaviour (e.g. partner E in India evaluation). Quite a few evaluations score the appreciation of parents and students¹⁸¹ in this respect positively, e.g.:

- the focusgroup discussion with parents done in the framework of the partner T in Colombia evaluation shows that more than 96% of the parents mentions the Christian education as a positive aspect of partner T in Colombia education ranging from medium to very high appreciation;
- the partner R in Bangladesh evaluation shows that children attending and those that left the homes mention the opportunity of religious education and, leading a religious life and "knowing about Jesus Christ" as important appreciable aspects of homes;
- in the partner E in India evaluation the greatest strength of the projects is that there is Christian education (more than 20% of the scores);
- in the partner P in Nicaragua evaluation respondents all view the Christian evangelic identity as a positive aspect.

11.2.3. Participants in literacy training

Criteria for selection of participants have not been explicated in the dossiers. It is most likely assumed by the POs concerned, that participants are belonging to the poorest or poor, as they all come from PO working areas, where households are really poor. This is not illogical, as illiteracy generally correlates with such a situation.

In none of the dossiers, nor in the evaluations a clear profile of the literacy target-groups is depicted, except that they are fully illiterates or, if there are continuous programmes, they may know the basics, so that they can participate in more advanced courses; e.g. Partner O in Haïti gives the possibility to do follow-up courses (three levels). Reaching the level three is one of the criteria for women to qualify for a loan to start their own business (sewing machine).

¹⁸⁰ Ranging from social exclusion to being threatened or confronted with violence in some Indian states.

¹⁸¹ Schools under partner C in Sierra Leone are all Christian schools but are not owned by the organization or by different denominations. None of the respondents mentions Christian education as the strongest point of the (three) schools. One reason may be that this is taken for granted ,

11.3. Selection processes

11.3.1. Schools and homes

Decisions on admission are taken according to different procedures¹⁸² according to the respective evaluations:

- in partner G in India it is the senior management that decides on receivable applications, often on recommendation of others. For the loan-scholarship scheme the possibilities have been publicised through the media and churches etc. Selection is made against the application, proof of admission and stated economic conditions; there is no further checking. There is no community involvement in the selection;
- in partner J in India it was not clear from one type of project to the other (there was also a large health component financed by W en D) what the exact income criterion¹⁸³ was. The applications were not checked in the field until recently, but from 2007 onwards this is done systematically. There are no clues who takes the final decision;
- in partner D in Zambia a good part of the children may have been well chosen, but a clear set of guidelines for selection are said to be missing, leading “the process susceptible to manipulation by influential people within the communities and in certain areas, bordering on nepotism”. This lack of transparency contributes to lack of trust and confidence on the part of those who were left out, according to the evaluation;
- the partner R in Bangladesh study concludes that for the selection of children there is lack of uniformity in the use of the criteria between schools and the way of selecting, as well as in who is to take the final decision (p. 38). The pre-selection process itself is done largely by religious leaders who verify whether or not children belong to Christian families. Christian families are the only ones to qualify, and so, other (may be more) vulnerable children in the same communities with an other religious belief are systematically left out. The final decision is “on partner R in Bangladesh”, the dean or programme manager and in some cases the leaders/priest of the church;
- partner E in India interviews parents and children and verifies their testimonials, followed up by a door-to-door survey to check on family background and financial status. Children are then tested and successful candidates are admitted into the school. Preference is given to OVCs and children with a handicap or leprosy patients, as well as socially neglected children. A system that works well and which can be continued according to the evaluator;
- in the partner E in India Vaderevu integrated programme beneficiaries from the area are selected by the school principle and staff, but generally the families are known because of the long time relationship. On the other hand the basic information on families is lacking (no baseline has been done) and so an objective basis for verification is not there. Families are reportedly trying to secure admission even for relatives by producing false documents (p. 77);
- in partner I in India, the criteria have been formulated by the organization’s leaders and coordinators who also take the final decision. Parents are asked about their economic and other conditions. On admission an entrance test is done to establish the child’s level. In many cases (39%) these families are referred by the local village pastors, who also do the assessment through home visits. Others are coming in through having heard of possibilities in the village. Parents and village leaders as well as the pastors do not have much of a role to play in the final selection as such, according to the study;
- in partner P in Nicaragua the role played by local churches and church leaders was prominent until 2007. From then the first selection was done by the schools, based on

¹⁸² In one PO the children of staff and teachers were the ones receiving sponsorship, reasoning that salaries of the families were kept very low ; this is certainly not a representative case.

¹⁸³ Which has now been set at 3,000 RS a month for a family.

criteria of poverty. These lists were further screened by the newly set up committees (within a given quota given by partner P in Nicaragua) to which students applying for a scholarship could also go. The committees then check by paying home visits and they submit a recommendation to partner P in Nicaragua which does the final selection;¹⁸⁴

- In partner B in Burkina Faso, partner L in Haïti and partner K in Guatemala there is apparently a large role for the teachers/headmasters in the selection. General experience is that this may lead to non-transparency;
- the partner L in Haïti evaluation speaks of the danger of “Vassalisation” (p. 31) in cases where the directors are the only ones to decide. PTCs, although existing in the three schools of AMG, have no role in selection.

11.3.2. Literacy

Partner A in Burkina Faso says in its proposal that it will go by the requests forwarded by “the responsible people of communities of the two provinces” on the basis of “a general inventory of the needs”. The partner E in India evaluation of Vaderevu says, that the CEO did the selection of places where a centre could be established on the basis of areas with a high illiteracy rate. This does not provide much information.

A possible reason for not having precise criteria for selection is probably, that access can be denied to no one, as the primary or secondary aim is in most cases to evangelise. Partner in Burkina Faso reports for instance that in 2003 there were amongst the participants many pastors who were eager to learn the local language (Noni). This shows that the relationship with evangelisation and church-planting is very strong indeed and it serves indirectly as a criterion for self-selection. Partner B in Burkina Faso also reports that some resistance in villages is expected, which has apparently got to do with the explicit evangelist signature to literacy training.

11.3.3. Influence of parents on selection and equal treatment

Few POs broadly advertise possibilities like partner E in India does in the case of scholarships, although a lot goes through mouth-to-mouth communication, through churches and more often so on the basis of prior experience (older brothers or sisters that were earlier in the programmes). In the few evaluations which probe parents on their knowledge of the selection criteria, they do not know or only very partially.

A few POs like partner D in Zambia give the possibility for wider participation in the selection process, by asking village and traditional leaders to advice. In the very case of partner D in Zambia this has apparently led to an adverse effect, in that some children were selected that should not have been selected because of the strong position and self interest (nepotism indeed) of some of the village leaders. The community at large is hardly ever represented.

Very few POs have structured the influence of parents on the selection. The only clear case is partner P in Nicaragua which has its local committees that advise first. The members are generally nominated / finally approved by partner P in Nicaragua and include Christian/ local church people and members of the staff. The work of the committee is in a number of cases not without involvement of the local church leader. In one case out of seven, the committee was not operational really according to the evaluation study.

None of the POs relates to a procedure which makes it possible for the individual family or student to complain, when they are not accepted in the scholarship programme or in homes or hostels.

¹⁸⁴ It was analysed that the major task of the committees is to do the selection, although this does not always materialise (see also para hereafter).

Discussion:

It is a principled discussion to what extent families and parents or caretakers of an other religious conviction have a real choice of not applying and accept Christian education. Their situation being the poorest of the poor implies that they are not able to raise their children and/ or to let them go to school. The very fact of offering total care for the children (in homes and hostels with a clear cut Christian social sub-system) and free schooling can hardly be refused by them under the circumstances. The children being just very young are generally not a party to such a choice, while some POs target especially very young children (one representative of a PO going as far as saying “you can still mould them”).

This mechanism might signify the violation of the integrity of both families and children that are of an other belief, as the children are inevitably drawn into Christian education as such. Especially the POs that emphasize their evangelisation mission give little to choose from. From the point of view of evangelisation this is an effective approach most likely, but from a development point of view such a situation is difficult to defend, also because it then goes-intentionally or unintentionally- beyond “working based on Christian principles” and “respect of context”.

11.4. Conclusions

Efficiency:

- the participation in decision making by end beneficiaries and other stakeholders is generally not organised. Experience in partner P in Nicaragua shows that PTC type of organizations potentially have a valuable advisory role and may insert a degree of social control which is a result of felt ownership;
- procedures may be open through wide advertising or mouth-to-mouth communication, but in many cases of selection for schools and residential facilities use is made of an informal referential system through local pastors, village leaders or other prominent persons in the area or in the PO. For literacy training, applications are rather open and there may be provisions for sanctioning by the government;
- final decision making is very much and solely the affair of the POs leaders and representatives of the churches in cases of own schools and residential facilities. For government schools the teachers or headmasters may be the sole persons to advise on admission;
- some POs do, but most POs do not avail of a transparent procedure to do the pre-selection and the final selection. Clear and complete guidelines do generally not exist or existing guidelines and criteria are differently interpreted in the same PO¹⁸⁵. In none of the POs a complaint procedure seems to be included for parents that are not admitted. In practice, selection may be open to manipulation by influential people, which may in turn lead to a bad image of the organization. There are no procedures to sanction for misinformation identified in the documentation;
- once selected, children remain in the programme. This is to some extent logical, as providing continuity is an insurance in part that the initial investment is capitalised upon. However, very few POs do re-check for changes in the family situation after a number of years, which could be a reason to review an existing sponsor relationship or include children that were not admitted earlier on.

¹⁸⁵ See Annex 8 for an example of criteria and how to weigh these.

Relevance:

Profile:

- the profile of the end beneficiaries of both the sponsorship providing access to schools or residential facilities and literacy programmes corresponds to a very large degree to the criterion of poor or poorest of the population;
- in the group of beneficiaries the presence of better-off families can not be totally excluded as well, due to insufficient checking and rechecking as well as decision making taking place under pressure of influential people in some cases. Also situations may differ from one sub-area to the other and between rural and urban areas;
- the poverty profile of participants in the literacy programmes could not be determined, although there is indirect evidence that the poor and poorest sections are represented. The centres are set up in areas that have a high illiteracy rate and illiteracy correlates generally with poverty;
- to some extent poor or poorest non-Christians and very marginalised people both in the sponsorship programme and literacy training may not be represented proportionately, as some mechanisms lead systematically to self-exclusion;

Criteria:

- the choice of PO-interventions areas has largely been determined in the past and these still show high poverty percentages. Developments in some areas have made it necessary to shift. There is a procedure applied by W en D and POs to do a baseline in such cases and in order to provide a more objective basis for decision making;
- choosing the target groups can only partially be based on poverty in terms of the economic-financial status of families and caretakers. For this criterion an income criterion can be determined for the particular context, but other criteria like the number of dependents, ownership of land or other assets etc. are to be applied as well;
- most POs, especially those that target specific groups of children use “social indicators” as criteria for selection and admission to determine vulnerability. These may prevail over economic-financial criteria;
- depending on the programme, age, performance in school and general behaviour (in school or in the residential facilities) can be additional criteria for continuation in the sponsorship programme. Performance may also be a criterion to continue participation in literacy training at a higher level;
- christian identity is for some POs a determinant criterion for admission for others this is not the case. Christian education or Christian way of life in residential facilities may implicitly serve as a reason for self-exclusion by parents that are of another denomination or that feel a degree of non-acceptance in the local society that is largely of another religious (and political) conviction. At the same time, offering Christian education is considered a strong point of schools and residential facilities by Christians, who for that reason prefer to apply for such institutions given the choice. As a result and depending on the PO and context end beneficiaries may reflect the religious groups in society to a large degree, may be over-representing Christians or may include Christians exclusively.

11.5. Recommendations

Efficiency:

- POs that do not avail of guidelines for the selection of end-beneficiaries should develop a clear and complete set. In the guidelines a combination of criteria for the socio-economic status of families to which children belong as well as particular criteria to determine the vulnerability of the individual child should be included. The procedure to measure these criteria should be outlined and should include

possibilities for open application, reference, checking as well as rechecking on the spot;

- the selection should make use of similar exercises done under other components of the PO programmes in the same area, respecting however basic rules of privacy;
- decision making on selection has to be made more transparent. Triangulation, including a representation of parents and other local representatives, teachers or pastors that have frequent contacts with families, as well as staff of the PO is advisable. These parties can use a scoring-list to determine acceptability. An example of a scoring list developed by W en D has been annexed,¹⁸⁶ but has to be cut to measure for each situation. The scoring list should be filled out by people that have sufficient knowledge to present a realistic picture of a family situation like social workers f.e.. These people should not have a vote in decision making;
- POs should widely publicise criteria for admission and the ways open to parents/families to apply;
- the further separation of what are meant to be development programmes from evangelisation should be discussed with the POs concerned, also because too close links may jeopardise future institutional financing of activities.

¹⁸⁶ See Annex 8.

12. QUALITY OF THE SERVICES AND OF THE SERVICE DELIVERY

12.1. Introduction

The implementation process itself has in only very few cases been evaluated and evaluations are focussing on some factors only. POs give it little attention in progress reports to see what the quality of the services is and what the reasons are for good or less good functioning.

12.2. Quality of the services offered

12.2.1. Schools, schooling and sponsorship

Many POs can not be held directly responsible for conditions and what happens in government or other private schools, in the cases in which POs only provide for fees and/or help in improving infrastructure. In cases of PO's own schools, the running of schools and the education process is however the direct responsibility of the POs, also as POs invest in the way education is organised, managed and implemented through sponsorship.

The POs that have such responsibilities have themselves organised the project evaluations of their own schools, including questions on the quality of the implementation of projects and functioning. Few evaluations include the functioning of schools not owned by the POs, or have been unsuccessful to do comparative measurement in those schools.

One way to “measure” the quality has been, to ask for the satisfaction of different stakeholders. This has been done in a few evaluations. The satisfaction expressed by parents¹⁸⁷ and students is generally very high:

- the partner T in Colombia evaluation mentions that parents score high (83% of respondents) on school maintenance and cleanliness, on the perceived level of the teaching (91%, see p. 18),) and Christian education (87%, p. 23);
- the partner C in Sierra Leone evaluation shows, that parents have a positive image of partner C in Sierra Leone assisted schools as according to them infrastructure, facilities (like furniture) and teaching and learning materials are good. In their perception these are better compared to other schools, as are teachers (presence, punctuality, discipline, sufficiency);
- the partner I in India evaluation mentions (p. 6) that parents are satisfied because they see changes in the behaviour and attitudes of the children. Parents express that they think their children are in a safe and secure environment;
- the partner E in India evaluation of three schools mentions a rating by respondents being current students of “good” for facilities by respectively 80, 88 and 100%. As to teaching, food, accommodation, medical support and sports more than 84% of students and parents of four schools rate these schools as “good” to “very good”. The beneficiaries of the specific support to children of suicide farmers awarded 10 out of 10 marks to AMG for its support in educating their children (see the different tables in the study).

While the above evaluations are positive, the partner L in Haïti evaluation¹⁸⁸ mentions that some stakeholders indicate weak points as to services provided in the few schools in the programme (hygiene of toilets, pedagogical aspects, kitchen, general financial situation and discipline, p. 27-28);

¹⁸⁷ This valuation is based on perceptions rather than objective analyses, but they are indication of how the POs are looked upon by the beneficiaries.

¹⁸⁸ The numbers reacting in this sense to these questions are very few.

Observations and conclusions of the evaluators themselves are scarce, and generally more in search of points to improve, in addition to their positive judgement. There are two major categories of judgement:

Very positive, positive or partly positive:

- in the evaluation of partner I in India, school facilities like the library and labs of the college are found to be good, as are the schools and colleges buildings and environment, teaching material and the rapport between students and teachers;
- the partner E in India evaluator finds that all infrastructure facilities in all AMG schools are very good, including classrooms, furniture, hostel accommodation, dining halls, playground, transport etc. There is also scope for improvement according to the evaluator, like better maintenance and cleanliness of key facilities. Also library and materials could be put to (better) use. The out-of-school additional academic assistance provided to the children (especially those boarding) is very useful and productive (conclusions);
- the partner L in Haïti facilities are generally found to be acceptable, although the space for children is in all three schools much too small (e.g. p. 21);
- the partner B in Burkina Faso evaluation states that there is an overall good planning and that the material and human resources are adequate. However, financing of the schooling and other activities is often too late. The counselling is to be organised (p. 24-25). There is an insufficient mastering of modern teaching methods despite a clear vision of the objectives;

Critical or very critical:

- in the evaluation of the partner D in Zambia activities, it is observed and confirmed by staff that the distribution of learning materials and sometimes food is “erratic” and there are delays also in the payment of the fees. Staff, contrary to what has been agreed to, steps into the place of the local committees which have a role in distribution; in all it is not clear what the respective roles are. The teaching-learning material is considered not in line with the curriculum or has not been adapted to recent changes. The education department within partner D in Zambia could be strengthened as overall management and coordination of the Education program is weak;
- the partner E in India Vaderevu school evaluation, which looks closer at aspect of the education process, observes a much too high teacher: student (1:50) ratio, which is not conducive for good teaching. In addition there is a general lack of recording and good planning, and teachers do not sufficiently master the language;
- the partner R in Bangladesh¹⁸⁹ evaluation mentions that teaching staff is hardly using meaningful learning materials and “modern” techniques in the class (p. 23, 31); schools follow mostly “traditional” methods of teaching, although some group teaching methods have been introduced;
- the evaluation of W en D India, which is very critical overall, is likewise in respect of actual implementation and use:
 - o things are not managed well, although budgets are kept low (p. 4);
 - o “the academic management is in place in bits and pieces” (p. 20), learning standards have not been specified at all, there is no good timetable for teachers;¹⁹⁰

¹⁸⁹ This evaluation leans much on perceptions as well, while at the same time weaknesses have apparently not been probed. IN that sense the picture emanating becomes somewhat biased except for some more critical observations by the evaluator.

¹⁹⁰ A timetable for teachers to plan their teaching and professional interaction with other teachers, to supervise homework , to interact with school leaders and in general to develop a sense of participation and tracking of progress of the educational objectives.

- library and labs are not used and are not connected to the curriculum;
- teachers complain about the lack of teaching aids, which are found to be very minor and if available, not used;
- it is observed that the curriculum “is far removed from the working place as well as expectations”;
- trainers may have received training and extra training, but they do apparently not know how to apply what was learned, nor are they assisted in its application (p.17);
- counselling is (no longer) effected, except spiritual counselling by the pastor;
- “the environment in the classroom is not one of care but of harshness and contempt” (p. 18).

12.2.2. Functioning of homes and hostels

POs have themselves set up their homes and hostels and are therefore fully responsible for the management and quality of the implementation. Not all POs have evaluated their homes and hostels though.

The appreciation of different stakeholders, especially parents and the children or ex-students has been asked for in some evaluations. Observations of evaluators are likewise given in some cases and the picture presented is positive or mixed positive:

- the partner E in India evaluation has taken the opinions of parents and children in the homes: 67% indicated the food as “very good” and 29% as “good”. The accommodation and health care received similar ratings. Also the support by the home parents was rated as “very good” (72%) and “good” (24%). Children in a centre for street children all indicated that the food, accommodation and care provided is good (see diff. tables and conclusions). Three hostels are rated good also by all students. The evaluator joins this positive image by observing that the parents do a commendable job and that the children feel at home. Also here there is some scope for improvement in e.g. toilet/bathroom and recreational facilities;
- the partner R in Bangladesh residential facilities are highly appreciated by parents, children and ex-students: well managed, good food, religious and spiritual life, healthy and educational good environment, extra activities, caring behaviour of the staff etc. and opportunities to become a good person spiritually and socially amongst other conclusions¹⁹¹;
- the partner I in India study concludes that there is scope for improvement in the hostels of partner I in India, but that generally the infrastructure is good and food is provided of good quality, regularity and quantity and measures are taken with regard to safety and security of children especially the girls.

The partner J in India evaluation receives however very critical observations of the evaluator in respect of the hostels. He finds that the boys hostels present “a dismal picture” where it concerns the treatment of the hostellers (beatings and contempt). As such, the accommodations of both girl and boys hostels are found to be in order, but maintenance and cleanliness of the boys hostel is receiving strong comments. The girls hostel is much better in that respect. Hostel staff is unable (too small in numbers, not having the required level etc.) to assist children in their studies and teachers are largely disconnected from the hostel and the children outside school-hours. Teachers are unhappy about boarders not coming to school neat and clean. Medical facilities are particularly poor. Water is not sufficiently available as taps are closed for considerable periods during the day, which has an incidence on sanitation in general (p 17-18).

¹⁹¹ It should be observed that in this particular evaluation none of the stakeholders has been rped for suggestions or to reveal more critical aspects.

12.2.3. Literacy training

The largest programmes have apparently had major difficulties at the organizational and management levels:

Partner B in Burkina Faso

The partner B in Burkina Faso self-evaluation¹⁹² reveals quite some reasons for weak implementation, like the weak mobilisation of participants, the difficult relations with other NGO's and the Provincial structure for literacy training, documents were not in order, materials were delivered too late and the supervisor did not (or could not) work properly etc. The bulletins, which were meant to make the training more functional, are not published and a translation into another local language is not done (in time). Numbers trained per centre were in quite a number of cases very limited and some centres were closed.

The evaluation of the Partner B in Burkina Faso programme advises to adopt another method (REFLECT: a participatory approach) to increase the impact of this training.

N.B. Despite the identified major shortcomings, the programme has been extended with considerably increasing numbers since 2003, for a three-year period. A multi-annual plan has been made for 2007-2010 in which organizationally things will be set apart from the evangelisation department. Literacy programs of the Gender and Development programme: an integrated development program for Sissili) will be integrated and pilots with some new types of literacy training will be started, particularly with REFLECT.

Partner E in India

The partner E in India literacy programme in Vaderevu has been subject of an external evaluation. This evaluation concludes that the selection and training of animators who have to do the training was after all badly organised: according to the study, out of 50 trained animators only 3 seem to have really started and the others were replaced by untrained persons. Animators chosen were not really willing to go to the far away places. Overall, their performance was rated weak, which reflected also upon the results. Monitoring¹⁹³ and supervision as well as communication and supply lines (especially in one village where materials were reportedly given only towards the end of the training), were very weak. The villages selected did in a number of cases not avail of a proper place to conduct the trainings.

12.2.4. Capacity building

Capacity building- teacher training projects have all made use of external, specialised knowledge, either through national private sector bureaus or regular national government or network organizations charged with such activities in the field of Education. The selection of such assistance has been done through a limited competition in one known case. The identification of subjects to include in the programme has been done beforehand, to match the perceived needs, although a systematic needs analysis has not been done beforehand.

Some POs (a.o. partner B in Burkina Faso) have difficulties to get Christian teachers or tutors, which they consider conditional for Christian education in their own schools, although in some own schools POs (e.g. partner R in Bangladesh) have no difficulties with teachers not being Christians. Partner B in Burkina Faso is of the opinion that it would be strategic to have a specific training set up for Christian teachers so that a larger network and source of Christian teachers is created. As there is already one such institution in the country the discussion is whether an additional institution attached to partner B in Burkina Faso would be the solution, or whether a more coordinated effort would be the best approach.

¹⁹² The self-evaluation was made conditional to the continuation of the programme. For partner E in India the external evaluation and its follow-up was made conditional for the continuation.

¹⁹³ The progress reports give an impression that except for a few practical matters the programme is successful and that attendance is ; the evaluator says that while the organisation reported participation of 30 per cent this has never been the case (p 50). Records are missing and are not standardised.

12.2.5. Other activities

Curriculum development has been taken up by partner T in Colombia after a thorough analysis of available, already adapted curricula in the country itself and in the region; partner T in Colombia was not able to identify such curricula.¹⁹⁴ The decision to develop the model, has been followed up by the organization by nominating specialists in the field, who cover most aspects of such a trajectory. Apparently, opportunities to collaborate with other Christian organizations in Colombia or in neighbouring countries did not exist either.

In Haiti the approach has been to constitute a network for curriculum improvement from the outset. Thus the partner M in Haïti consortium (partner M in Haïti) was set up to develop the curriculum further. The role played by external donors like W en D has clearly been determinant.

The same can be said of policy influencing in Haiti, which has been made into a coordinated effort through partner N in Haïti. In principle such an approach has a better chance to have impact, because of its size and the number of organizations it represents.

Much depends however also on the degree to which the network organization actually functions; partner N in Haïti has had problems some years back to constitute a good management and steering, according to progress reports. Partner M in Haïti had difficulties in 2003-2004 to clarify its financial position; once reorganised, its management has become up to date, resulting also in a clear development plan for the consecutive years

12.3. Education content

12.3.1. The school curriculum

Government schools, private schools of others and curriculum. POs sending children to government schools (all or partly) or to other private schools, just have to make do with what schools and capacity/quality are available in the vicinity. In cases children are sent to other schools, POs have to accept the (government) curriculum of that school to be the standard.

In proposals the generally bad situation in the sector is described, so there is awareness at PO level that situations are “not ideal”,¹⁹⁵ even more so when local situations (e.g. language) and particular target-groups (e.g. OVCs, street children) demand an even more adapted and contextualised education.

N.B. The information available does not make it possible to differentiate for the curriculum at different levels and subjects, so only some general remarks can be given.

The evaluation report on partner B in Burkina Faso¹⁹⁶ states, that the quality of education provided through the national mainstream curriculum is poor: not contextualised, not relevant, not empowerment oriented (children do not learn to think for themselves, to take initiatives, etc.). India for instance, is even notorious for its poor national curriculum, but most POs¹⁹⁷ work with it. The evaluation of the partner K in Guatemala programme reveals that although there is a minimum core curriculum provided by the government, the programme as such has no established curriculum. In Nicaragua, there is no unitary government curriculum at all.

¹⁹⁴ Interview with the team in Nicaragua.

¹⁹⁵ See f.e. proposals of partner B in Burkina Faso including the context description on the education sector in Burkina Faso, the evaluation report “Evaluacion Impacto Programa Educación” (first draft) which also describes the particular circumstances of education in barrios and target groups from f.e. families re-settling after conflict.

¹⁹⁶ Participative SWOT analysis done during the evaluation , p 23-25.

¹⁹⁷ The evaluation of the programme of partner D in Zambia mentions that the government curriculum is not available with the education department of the organization.

The relevance of the government curriculum is not so much questioned, while there may be good reasons to do so. In the evaluation of the W en D India programme the evaluator thinks the curriculum is “extremely limiting” (p.15) as it is not relevant from the labour market perspective or helping the child to become a good citizen: it is disconnected from the life around the child, it does not help the child to think critically, interpretative, presenting his ideas effectively etc. Such a characterisation is also given in the partner B in Burkina Faso evaluation which promotes therefore competence based learning (child or learners centred approach).

Such (dis)qualifications would mean that curricula would have to be totally overhauled as well as teaching itself. This is generally not within the capacity and reach of the individual POs/ other specialised institutions may do so and POs can take over when the new curricula become available. POs depend therefore to a large extent on sector development in their respective countries.

POs do however consider some quality and relevance aspects of curricula, notably the lack of the Christian dimension. In the cases of partner T in Colombia and partner M in Haïti this is tackled now as described earlier. Partner O in Haïti does have additional considerations, equipping schools for “life and work skills”, as well as that children are sensitised on environmental issues¹⁹⁸. Following the orientation in the chain approach other POs may also want to include such aspects better. P et A Haiti also intends to set up a system of reference schools. partner P (in Nicaragua a government curriculum does not exist as such) includes in the activities for 5 primary schools to make a quality improvement plan in 2008.

There are most likely more such initiatives, but in the sample no other cases could be identified. Most other POs opt to not change the curriculum, but offer Christian education as an extra-curricular subject (day care, events etc.).

What is clear is that, except for the partner T in Colombia approach, none of the POs or networks touches upon the curriculum as a whole. Why this is so, is not explained, but most likely POs are generally not in a position to do so, would not have the capacity and capability either. The majority of POs being development organizations, may not consider it part of their missions. W en D has not made it into a priority as well until now.

Sending children to another school means also, that POs have less influence on what and how education as such takes place, or this influence is at the most indirect. Partner P in Nicaragua (see eval report p. 17) has tried in the past to do inspections of schools to which sponsored children go. These inspections led to defensive reactions from schools, although one school said to appreciate the inspections. Now partner P in Nicaragua will collaborate at NERPE (school administrative area) level with the education people.

Quite a few POs accept this situation, as long as children’s results are in line with generally accepted rates of success or better, with the standards set in the agreements with W en D. This is to some extent logical as PO’s original and still valid objective (of sponsorship) is to provide schooling for children that otherwise do not have that possibility; most POs are less concerned with education.

Own schools

POs, having done the analysis on the availability of schools or the possibilities to provide access of the particular target group (outcasts, orphans etc.) may decide to set up their own schools¹⁹⁹. Also in those cases the government curriculum may be the standard, depending on the country. If the government curriculum is followed in own schools, margins are

¹⁹⁸ In Haiti private organizations have a large degree of liberty to do so as government functions at a large distance.

relatively small in most countries to add on or to deviate from the way of teaching, as children have to be prepared for the exams and teaching is according to manuals, schoolbooks and methods that are formally or informally pre-established.

So, as a last resort POs and schools try to add on activities. Day care after school and/or special events or the total care in homes and hostels do supplement education and especially Christian education.

12.3.2. Functionality of literacy training

In none of the dossiers of POs with literacy activities clues are given on the curriculum of the literacy training and its functionality, nor of its approach, except for the partner B in Burkina Faso proposals which say that reading capabilities will serve at reading the bible. In the partner E in India Vaderevu case the proposal hints at the function of helping fishermen to position themselves better towards middlemen but the content of the training is not described. The evaluator of the programme says that a holistic approach is missing although the material offered to the animators was including this (p. 54). It is also not clear to what extent the training is made functional for awareness building on HIV/Aids, which as such could be a good opportunity in addition to other health and sanitation subjects.

12.3.3. Attention for HIV/Aids

Attention for HIV/Aids is one major point in the MFS financing and POs are expected to follow up on this, which they have done increasingly towards the end of the evaluation period (see also 8.2.2.).

HIV/Aids is increasingly part of government curricula and/or the subject is no longer a taboo also in the POs and their schools. It is not clear from the available information how the subject is exactly integrated and to what extent it is differentiated for different children of different age. It is also not clear to what extent the subject is treated in the literacy courses. During special events HIV/Aids may get extra attention to create awareness with a focus on behavioural aspects (monogamy and marriage). The ultimate goal is a change of attitude, based on the Christian faith. In addition HIV/AIDS infected people, including children whose parents or they themselves are infected, are accepted in the schools and hostels.

Evaluations have given some attention to this subject:

- in the W en D evaluation the HIV/Aids part of the curriculum has been analysed- it is part of the biology subject- and children have been tested on their knowledge of essential elements; the result was disappointing a.o as it does not build good attitudes and factual knowledge is not up to standards according to the evaluator;
- in the partner G in India programme the focus is on awareness-prevention and de-stigmatization. The approach is to go through not only the schools with the information campaign, but also through health centres, faith based organizations, youth clubs etc. (p.14). It is one of the few examples of a more integrated and complementary approach;
- the partner D in Zambia evaluator observes (p. 52) a missing links of the education programme being the attention for de-stigmatisation.

12.3.4. Counselling and coaching

Counselling is provided in a number of schools or at the level of homes and hostels. Various evaluations pinpoint the need for more and better counselling, although the way it is done nor the results of counselling have been evaluated in any of the evaluations:

- partner D in Zambia: the need for psycho-social counselling of children orphaned because their parents or they themselves have HIV/AIDS (p. 52);

¹⁹⁹ Another, if not the most important reason is that POs thus position themselves better in the education field and vis à vis other NGOs.

- partner B in Burkina Faso: the counselling should be done by (a hired) specialist and on demand (p. 2);
- partner L in Haiti (p. 33): psycho-pedagogical services charged with helping children with whatever problems children have and also to help the school to take good decisions;
- partner J in India: the pastor is able to meet spiritual needs but this is insufficient to cater to the need for counselling (p. 28);
- partner R in Bangladesh: Special arrangements for academically delayed children should be adopted either by coaching or adapted learning methods(child-centred methods of teaching-learning) (p. 42).

12.4. Conclusions

Efficiency/effectiveness/sustainability:

- quality of the implementation process is insufficiently discussed in progress reports and evaluations and if so, factors external to the PO organization are mostly analysed;
- performance of POs schools and residential facilities has been indirectly measured. In all, performance varies between extremes of some POs performing well and doing so in almost all respects, to other POs not performing well at all and doing not so in almost every respect:
 - o as far as the satisfaction of parents and students has been measured, schools supported through the W en D programme receive overwhelmingly “good” or “very good” scores, although points to be improved were identified. Evaluators join these positive qualifications for a number of schools and POs. They are in a number of cases also critical to very critical of the way facilities are used, students are treated, teaching is done and of the way things are organised internally;
 - o the appreciation by parents and current or ex-students as well as evaluators of residential facilities is generally positive or mixed-positive in terms of the provision of basic care and physical environment (food, facilities, cleanliness etc.), caring (behaviour and attention of wardens or home parents), as well as catering for religious and spiritual life. There is scope for improvement in most facilities but these are generally known to the management and so progressively catered for. In one case in the sample there are major risks due to ineffective management and organization, as well as perception of what care-taking is;
- literacy training in the two major programmes has met with significantly inadequate management and organization on the ground, which had a major effect on the results. It is not sure that adaptations in programming, if at all made, will have the desired effects;
- capacity building/teacher training has been implemented through short workshops and on an incidental basis on the basis of perceived needs. The trainings have met the expectations of participants;
- the incidental teacher training is not sufficient to cater for the shortage of good (Christian) teachers, so some POs envisage to structurally tackle this problem, a.o. by setting up a specific training for teachers so as to create a wider resource-network in the country;
- christian curriculum development improvement has been set up along two organizational models, one in which one PO takes on a holistic curriculum overhaul and one by a network-organization working on aspects of the Christian curriculum. The network-organization model is also used for policy influencing in Haiti. The setting up of the network-organization is a process in itself demanding a lot of effort and a medium or long term perspective. Coordinated donor effort has been instrumental and is conditional for setting up such networks as POs tend to be too much inward-looking organizations and do not have a position amongst that permit them to organise such networks by themselves;
- the past organizational immaturity of the network organizations in Haiti has hampered the achievements so far and to some degree, but a number of targets have been reached. Most importantly, recognition has been obtained from both government and other organizations in the education field;

- surprisingly little is known and available at PO and W en D level on education content matters, both for the school curricula at different education levels and for literacy training. The content of the capacity building/teacher training is available in detail, as well as methods for training delivery;

Relevance:

- almost all POs conform to government curricula in both government schools, other private schools and owned schools and they are often not in a position to do differently. These curricula, and the teaching assumptions and methods that go along with it, receive strong comments from evaluators and in the PO's own proposals. The curricula and applied teaching are often labelled "archaic", not contextualised, not always or insufficiently relevant (e.g. work and life skills are lacking). They are in the end not empowerment oriented: making children think critically, able to identify and solve problems in a creative manner etc. Future competences, if at all identified, are formulated in an abstract way and not made operational by formulating concrete learning goals, methods and lesson-content etc.;
- some POs do consider selected quality and relevance aspects of curricula, notably the (lack of the) Christian dimension in existing curricula. The projects undertaken by partner T in Colombia and partner M in Haïti as well as partner P in Nicaragua are in this respect very relevant. Also initiatives to include aspects on environment or other themes by some other POs are relevant. In cases where POs are not in a position to influence existing curricula, the Christian dimension has been inserted through extra curricular activities, which is relevant as it responds to the promise of providing Christian education;
- functionality of literacy training is apparently not a major pre-occupation in existing programmes and the way they are implemented, while it is one of the most essential elements to be effective for development. In this respect some of the relevance is lost;
- progressively, HIV/Aids is included in existing (government) curricula. There is little or no factual information available with the POs and W en D what is taught and how. The POs have increasingly sought opportunities outside the official curriculum to build awareness and to work on de-stigmatization. Its focus is on behavioural aspects of monogamy and marriage, and change of attitudes based on Christian faith which is in line with the religious identity of the POs.
- most evaluations point out an urgent and increased need for counselling and coaching, especially for children with a multiple problem profile, who are highly represented in the target group.

12.5. Recommendations

Efficiency/ effectiveness/sustainability:

- in progress reports (through the analysis of performance and self-evaluations) and external evaluations the quality of the implementation process and actual service delivery at the level of POs should be more extensively treated. Both internal and external organizational and management factors should be considered. In all cases where evaluations point out major problems, the management reaction by the PO should be followed by an improvement plan;
- the quality of the service delivery, including the way in which POs are organised, has to be strengthened in a number of POs. How POs will do that and them actually doing it, should be made conditional for further financing or for the extension of programmes;
- W en D may have to reserve more funds under its capacity building programme for an integral improvement of the quality of service delivery and professionalism on a case-by-case basis, as overhead provisions on activity programmes of POs are insufficient for such an investment;
- conditions for a good organization of literacy training have severely been underestimated and are not always fulfilled. The present literacy programmes should be reviewed and conditions are to be set for their organization. The first concern should not be to increase volume, given PO capacity and knowledge. It is advised to consider implementation by or with specialised institutions on contract basis instead of just adding this type of activities on

to the amalgam of activities already executed by the POs. The functionality of literacy training has to be sought more, and in relation to the daily life of participants and important development themes like HIV/Aids;

- the choices made as to the way curriculum development and policy influencing are organised in networks should be evaluated to see to what extent this can be replicated if such activities are to be extended to other countries;

- the research department of W en D may be instrumental to conduct a series of studies to analyse curricula and the way its development can be taken up in a limited number of countries, preferably where POs capacity and positions are relatively strong;

- the capacity improvement of (Christian) teachers, whether through short workshops for already active teachers or for increasing the resource-network is also and most likely better organised through a coordinated effort in a network of organizations per country. It might be the same network that has a mission of curriculum development as there is a strong relation with the way teaching is done and the capacity of teachers. The possibilities will vary per country and need to be analysed, including coordinated donor support;

- the present counselling and coaching by all POs should be inventoried and evaluated, so that proposals can be made for its systematic inclusion in the short run.

13. QUALITY OF THE IMPLEMENTATION PROCESS AT PO LEVEL

13.1. Introduction

Various factors can be placed under the quality of the implementation process. These factors are often qualities of the way things are done and sometimes considered objectives in themselves, like ownership and social accountability or transparency. Also for a number of these factors information in reports is scarce others have been subject of a number of evaluations.

13.2. Human resources (HR)

The full spectre of human resources management aspects has not been evaluated in the different evaluations. The human resources and management capacity at the level of the POs that implement or coordinate the various activities has not or hardly been touched upon. Quite a few studies do give attention to aspects of the teacher's capabilities and working, largely through direct observation and exceptionally through testing. A few major themes have been analysed.

13.2.1. HR in relation to schools and residential facilities

The quality of teaching is determined by the teacher's background and training, more in particular their teaching capabilities, their actual teaching, as well as their organization of the teaching (process) and planning. Encouragement and motivation of children, and the general attitude towards children are other important factors for teachers, as well as for home wardens and home parents.

The picture presented for different POs varies enormously, with a general tendency towards qualifying HR as "weak" in more than one respect:

- the partner J in India evaluation mentions that teachers have in principle the required levels (on paper), but the evaluator finds their performance relatively weak. According to the evaluator this can be due to the fact, that they were recruited largely on basis of humanitarian grounds until 2006. The evaluator is further of the opinion that teachers in the schools of partner J in India should learn how to teach, after having learned how children learn²⁰⁰ (p 5 conclusions), otherwise their teaching methods remain as archaic as they are. The teachers that have been through the teacher training programme (WATIS or QUEST) admit that they are unable to translate learnings to the teaching as such. Wardens are not (capable of) supervising homework. They are not having that capacity also, because their role is essentially that of a guardian-supervisor and disciplining (p. 17);
- the evaluation of partner L in Haiti concludes that, although there is a relatively stable staff of teachers, quite a number of teachers do not have the required teaching diplomas or sufficient an academic background. This reflects negatively on the way teaching and disciplining²⁰¹ is done. According to the evaluator, considering the background of quite a few teachers, it is clear that they are not intending to make a career in teaching, but that they do this work, waiting for other opportunities. This is even more so as the evaluator considers salaries paid to be low by any standard and different payscales used for different schools;
- the partner T in Colombia evaluation signals a general problem of a low social and institutional recognition of teachers. The turn-over of teachers is said to be very high.

²⁰⁰ The evaluator goes as far as to say that teachers should first change their basic attitude of thinking that children of the targeted groups are just not able to learn whatsoever.

²⁰¹ Use of stick, disciplining in front of class etc.

One reason is that few teachers are willing to work in the “backward” areas where partner T in Colombia is especially active;

- the partner K in Guatemala evaluation signals that the teachers and tutors generally feel good or very well in their work. Almost all teachers have the necessary academic preparation, but when tested they do not test sufficiently. They are not sufficiently committed to the organization, as they feel their work is not valued. The average salary of teachers is less than the legal minimum wage and this reflects on performance and perceptions as to the work(place). They perceive that they are not, or little included in the overall running of the programme but that they have sufficient things to work with. Tutors are very motivated towards the children, but they score very low on tests. They may have higher salaries than teachers in some cases, but it is still below the average minimum wage;
- the evaluation of partner E in India’s school in Vaderevu is critical in many respects as to staffing: not specialised staff, too high a teacher-child ratio (1:50) (so too many children are accepted or too few teacher/classes organised?), the large teacher turn over and inadequate adaptation to new techniques.

Three reports are largely positive:

- partner C in Sierra Leone reports a dedicated teacher corps characterised by less absenteeism. Records are kept like the class registers and teachers are generally regularly assessed according to the head teachers;
- the partner I in India evaluation mentions that the principle of the school is very experienced and understands both the teaching process and teachers, keeping in mind the abilities required to deal with the particular target group (p. 39). Therefore good leadership is combined with teachers, who all have the required qualification;
- in the partner R in Bangladesh study a supportive attitude towards the poorest and academically delayed children is mentioned, but there is apparently little scope for additional support for the children as teachers are not available after school hours for example (p. 33).

13.2.2. HR in relation to literacy training

The non-availability of well trained animators has been outlined already above as a major factor in weak implementation.

13.2.3. HR in relation to other activities

Both partner M in Haïti and partner N in Haïti have had problems in finding the right persons to fulfil the coordination functions in their organizations. The unclear leadership has in both cases led to delays in implementation and supervision and resulted in questioning the overall viability by the donors. Towards the end of the evaluation period these problems seem to have been overcome with the nomination of a new coordinator, respectively a steering committee. From the interviews it is clear that some POs have also problems to cater for succession of leadership (see also Chapter 5.)

13.3. Cost efficiency

13.3.1. Education-sponsorship

A selection of 15 financial reports²⁰² of POs on education-sponsorship activities for 2004 and 2007 in the sample shows that:

- POs generally use the total budget with a slight over- or under-expenditure and in some cases all the budget is used;

²⁰² Reports available, consolidated and clear enough in their presentation have been analysed and spot-checks made with other reports in all dossiers.

- in two cases there were relatively large under-expenditures. These concerned small projects and involved therefore only small absolute amounts;
- POs may have large over- or under- expenditures on items in the budget that is otherwise in line with planned amounts, e.g. on one school with a substantial number of children an over-expenditure of more than 5%.

What the reasons for over- and under-expenditure were, nor what is done with the balances in these respective cases, could not be established on the basis of the progress and financial reports.

The evaluation studies are generally silent on efficiency as such, although average cost per child or total cost for the operation may be calculated. As there is little comparison possible, efficiency is not further analysed in the evaluations. One exception is the partner T in Colombia evaluation which establishes that the cost of a student in the partner T in Colombia set up is 25% higher compared to that of a district school. But this is due to the provision of additional services especially food; if subtracted, partner T in Colombia schools have a lower average cost per student (p. 45). The partner G in India evaluation notes that there are low overheads on projects (p. 4) but this is not further analysed and substantiated. The same remark is made for W en D India's education programme- "reasonably efficient due to low budgets".

W en D is cost conscious and critical on cost increases calculated per child and rising budgets. Comparison of costs per school, amongst schools or similar activities of different POs is hazardous, due to large differences in situations and would need a thorough research of cost factors as has been done for partner B in Burkina Faso.

It is true that in none of the evaluations, evaluators observe any excesses in the use of budgets on the contrary, the general impression is one of prudent use of funds and in some cases the need for more investments to improve on quality is underlined.

13.3.2. Infrastructure and facilities

It is difficult to know whether these projects have been executed efficiently in terms of best quality for the lowest price. Procurement procedures have not been discussed in either progress nor evaluation reports. What can be derived from the few reports is, that POs tend to not go through competitive bidding but prefer to work with companies that they know from former projects and/or to whom they are acquainted to, or companies that have a special attitude towards the PO and its identity; one contractor is also chosen with the qualification that "he is a good Christian...". In appraising projects, W en D has not insisted on competitive procedures either. W en D has compared costs per sq. feet of different constructions of POs in the same country, but these are rough approximations.

The use of (limited) competitive tendering (also applicable to services like training) is little emphasised apparently as POs come generally with one proposal only.

Almost without exceptions, the actual costs for infrastructure and facility projects have been close to estimates, with a slight under-expenditure or slight over-expenditure. Only one facility-project had a relatively significant over-expenditure, because the project was not executed as planned (two cars were bought instead of one), the others were executed as per pro forma.

From the progress reports it can be seen that all infrastructure and facility projects were readily put to use, once completed.

13.3.3. Literacy training

The organization of large numbers of centres, training of large numbers of animators and rigging a supervisory structure may be out of proportion an effort, considering the effective numbers reached so far. On the other hand animators and others who are active in training delivery are reported to receive (very) minimal benefits, as there is probably a large degree of voluntarism expected. So absolute real cost can be kept low.

13.3.4. Other activities

Capacity building, policy influencing and curriculum development are activities that do not involve large amounts per project, but the total amount over the years is still significant. These activities have not been subjected to evaluations. These activities are rather "incidental", which makes it also difficult to develop a reference for cost efficiency. The relative effort to do such projects is for the same reason and by definition a large one (no economies of scale from repetition).

13.4. Provisions for financial sustainability of realised projects

13.4.1. Contributions in cash

Parents generally do not contribute substantially to paying school fees or other charges. POs responding to a questionnaire on involvement of the community in primary education²⁰³ responded invariably that this may not be expected from the target group of poor and poorest people. Only in a few cases parents contribute e.g. partner K in Guatemala, partner L in Haïti, and small parts of programmes, W en D India and in partner R in Bangladesh, where students attend the day school, but they are relatively better off. In Chad (Caedesce) parents do also contribute small amounts. In P et A contributions of parents are common (10000 children). W en D estimates that thus in 30% of the cases minor contributions are given. In the case of W en D India has started contacting alumni to contribute. partner G in India has taken an initiative to give scholarships to students on the condition that these have to be paid back (partly) once they start earning a (higher) income, but the feasibility of this system is not yet proven.

There are hardly any initiatives to structurally change the situation and to make contributions more significant. One other reason identified in several studies is that the assistance of W en D and more so of the POs is based on charity, which has by definition a short-term, and not a development perspective. One (development) assumption is, that children who have been successful to find a job that pays well, will be able to pay once they have children (one generation) or when changes independently from projects could enable them to do so.

Government generally also does not contribute to private sector schools. In the case of government schools, teachers are generally paid a basic salary. In private schools there is generally no government contribution in any form; partner C in Sierra Leone is the one case in the sample reporting that government provided school materials to one of the supported schools. There may be other contributions but these have not been reported.

13.4.2. Volunteering

Parents do in many cases contribute in kind to initiatives and running of schools (not of homes and hostels): do the cooking in the school kitchens or day care centres, watching over school building and facilities, sewing uniforms (partner V in Chad), or helping in the school garden (partner C in Sierra Leone, partner B in Burkina Faso). If not or marginally paid for, this will cut on overhead costs of running the facilities and providing the services.

²⁰³ « De betrokkenheid van de community bij het primair onderwijs in ontwikkelingslanden » Lenny Nieuwdorp, 2007

Such volunteering is not the case for the homes and hostels²⁰⁴ in India and Bangladesh, as most provisions are included in the package and children have been cut off to some extent from the parents also because sometimes long distances are involved.

The problem of continued dependency is identified by some POs amongst them partner D in Zambia, but feasible solutions to change that situation have yet to be found. Preliminary outcomes of an ongoing research at partner B in Burkina Faso²⁰⁵ report that by far most parents of children involved in the partner B in Burkina Faso support are not willing to contribute in whatever manner to the project, except for a few. They argue that partner B in Burkina Faso promised them to take care for the learning of their children. It seems therefore, that the partner B in Burkina Faso approach is developing some kind of *dependency syndrome* among most parents, instead of involving them by making them responsible as well, which hinders long term project sustainability. A similar observation has been made in the partner D in Zambia evaluation.

13.5. Structured organization of the involvement of others

13.5.1. Collaboration²⁰⁶ with other organizations

At the institutional level, collaboration with others is sometimes explicitly sought but is always for specific reasons. A few examples could be identified. partner P in Nicaragua now works together with the NERPE education circle in the rural area where it intervenes. Partner L in Haiti works to some extent together with P et A in its literacy programme as does partner B in Burkina Faso with the provincial literacy bureaux. The partner N in Haiti, DEDRAS and partner M in Haiti initiatives are the result of collaboration between likeminded organizations that form the network. partner C in Sierra Leone and many other POs are active in searching for formal recognition for supported schools from the government in order to mobilise also government contributions

Proposals may give the impression that POs have sufficient contacts with other organizations. The conclusion derived from evaluations is however that POs work rather much on their own when implementing their activities and that structured and strategic alliances are virtually inexistent. Some evaluations have been looking at this aspect:

- Partner L in Haiti: the collaboration with government limits itself to the organization of the exams and sometimes an inspection. There may be some contacts with churches and other NGOs in the same areas (p. 30);
- partner T in Colombia: the active interaction of partner T in Colombia Education with other entities surrounding the schools is minimal. If at all, relations are with Christian-type organizations. "Wide participation and association opportunities with more empowered networks are not evident". However, at the secondary education levels there are some strategic alliances with an institution called SENA;
- in partner K in Guatemala²⁰⁷ the ties are with the local churches especially, which then work in parallel ways. This is also the case with partner P in Nicaragua;
- partner B in Burkina Faso works with the Education Ministry at overall and provincial level as far as the schools are concerned, including the training of teachers at a Ministry institution. In principle the literacy training is done in coordination with the Provincial literacy training bureaux. The different relations have however remained informal and on a low intensity level according to progress reports and the partner B in Burkina Faso internal evaluation. Exchanges with other actors are informal and

²⁰⁴ The study of Nieuwhuis reports that in Thailand this might be the case, but it has not been made concrete. Apparently it concerns a very small group of children that produces or brings in food for the hostel.

²⁰⁵ By Master thesis students of Utrecht University, to be completed by the end of March 2009.

²⁰⁶ In chapter 5 the institutional setting of POs has been discussed at a more general level.

²⁰⁷ No further analysis has been done in this study.

rather incidental. The programme sees the need for more formal working relationships with especially the social affairs departments (p. 22);

- the respondents of other organizations observe in the partner D in Zambia evaluation that insufficient use is made of relations with other NGOs that work in the same area (from which one can learn), as well as specialised government institutions like CEEC. It is concluded that the general visibility of partner D in Zambia is not well developed. One reason identified is that the capacity within partner D in Zambia is insufficient to give this more attention;
- partner R in Bangladesh: The collaboration is limited to field visits and meetings at the local level; there is no structural collaboration with government in the education field (p. 28);
- partner G in India: there is a sense of competition with other day care /nursery facilities (“anganwadis”) instead of collaboration. Evidence of collaboration in the education field could not be identified according to the evaluator;
- partner E in India Vaderevu: the government considers that the organization has adopted the village-area and so does not see the necessity to also focus on that area (p.77).

In daily implementation there will be certainly more and frequent contacts with local actors; these are generally not mentioned in the reports and would probably be less formally structured. Where POs sponsor children in other schools there are contacts with those schools and most likely the authorities in the concerned regions. This has not been analysed in the evaluations, nor is it outlined in the progress reports and proposals. One exception is the partner P in Nicaragua evaluation which mentions the frequent informal contacts with different stakeholders as a very important way to define its intervention and situate itself.

13.5.2. Relations with the community

The role of Parent Teacher Associations(PTAs) or Committees (PTCs) in selection of beneficiaries has already been treated above, as well as their contributions in the realisation of projects and financial contributions in education.

Except for the cases mentioned, very few other POs in the sample have an active policy towards setting up or involving such local organizations that would have a function in decision making and/or communication between the schools/ PO and the parents or the community at large:

- although partner L in Haïti schools have PTCs, their existence is not known to half or more of the average of parents interviewed for the three schools. As a communication channel and representation entity the PTC do not seem to function sufficiently. This aspect will receive more attention in the coming years;
- in the partner J in India schools and homes there is no formal link between parents and the school or teachers (p. 19).

Positive developments are identified as well:

- in partner P in Nicaragua most schools have local committees that are involved in preparing the list for selection of students. Their other roles are limited in other respects so far;
- in partner D in Zambia Community Education Committees (CECs) have been formed recently (fifteen are to be created in total), but most have not yet been trained. Nevertheless some have been instrumental in mobilising community participation in infrastructure development and education-material distribution, thus increasing ownership (p. 17). Their level of functioning differs considerably;
- in partner R in Bangladesh it is possible for parents to become a member of the school council and so they can influence decisions. (p. 49-study Nieuwdorp).

In none of the dossiers indications could be found that parents are stimulated to participate in above-local representative bodies, nor that POs are involved in setting up such structures or help strengthen them in cooperation with others. Such structures could have an advocacy role for all schools in a given area and could function as a go-between with the government, depending on the situation.

A more general involvement of local populations or communities is also not at the forefront. partner E in India with its integrated programme in Vaderevu is advised by the evaluator to involve people more in the overall planning and decision making flow and to instil a larger responsibility and capacity to let them formulate their own problems and plan and evaluate etc. ("transformational empowerment" p. 77). In partner G in India there is no involvement of the community whatsoever. Partner R in Bangladesh is one of the exceptions, organising meetings with the parents, community and church leaders twice a year during which matters are discussed, but it serves above all to instil a general sense of togetherness and for Christian celebration. In the case of partner D in Zambia, a lack of effective communication with the communities is reported, with unrealistic expectations in the communities as a result.

In terms of outreach to the communities at large or families it may be assumed that part thereof is through the local churches and pastors. In the dossiers and evaluations this aspect is not treated. Much depends also on the position the school has in the local society and other schools in the same area.

To what extent the language used in the schools and homes plays a part in contacts between the school and communities in some contexts has not been researched.

One reason for the relatively few initiatives can be that some POs lean heavily on the church-network, which then may seem to be sufficient to maintain contacts and receive feedback.

13.5.3. Relations with parents

In most cases there are contacts between parents and teachers or the school on a few occasions during the school year as is also shown in the Nieuwdorp inventory. These contacts concern the performance and behaviour of the children. Evaluations mention in respect of communication a.o.:

- the partner E in India evaluation advises to increase the contacts between teachers and parents for the Lambdy colony-day care centres;
- in partner G in India there is no formal process but parents drop by (p. 31);
- partner L in Haiti organises meetings and parents interact with teachers on the performance of their children. A report is given to parents every two months;
- the partner I in India evaluation points out that once children have been taken up in the partner I in India residential facilities and the school the parents feel relaxed as they put trust in the institution. However it creates a situation in which parents put

themselves at a distance as well and so they are no longer aware of the progress of their child. The PO also does little to compensate for that.

The partner J in India hostels give the possibility to parents to come to the institution every other Saturday to see the child; there is no contact with the teachers however.²⁰⁸;

None of the dossiers and evaluations mentions that teachers actively visit the parents²⁰⁹ to exchange on school matters or the curriculum as such. Reasons mentioned²¹⁰ are that it is too time-consuming and parents live too far from the schools or the numbers are just too large.

None of the dossiers talks about support in learning while at home, although some POs (Sierra Leone and Ethiopia) say they expect this to happen. One major reason given in the Nieuwdorp study is that parents are generally not able to, for different reasons: illiterate, away from home, no time, are not conversant with the medium etc.

Volunteering, by which volunteers support children, is also little known in the education projects. Partner P in Nicaragua has a policy in this respect, asking older and ex-students to tutor children that come to the day-care centres/clubs. Part of volunteering is through making contributions in kind which is quite common (see paragraph above). Members of the PTCs should also be considered volunteers as they generally put in a lot of time without pay.

13.6. Integrated and complementary approaches

Approaches take different forms of integration:

a. Cases could be identified where education activities are integrated through the inclusion of specific themes in the curriculum:

- the integration of Christian education in the curriculum or through extra-curricular activities;
- the partner O in Haïti, partner T in Colombia and partner S in Thailand initiatives to integrate attention for environment;
- the integration of life skills in the partner O in Haïti curriculum;
- the integration in terms of better follow up in the chain of education. The partner G in India evaluation recommends strengthening the scholarship and rejuvenation of the earlier formulated employability training.

The inclusion of similar themes may have been done by other POs as well, but the impression is that it is rather incidental.

b. There are also examples of integration-complementary approaches concerning activities by the same PO and also financed by W en D:

- in fact, the combination of care-taking in residential facilities and education is one and this is even a major feature of the overall programme;
- the case of the HIV/Aids approach in partner G in India has been mentioned already above;

²⁰⁸ Parents of day-scholars come to discuss poor performance and matters of discipline but attitudes of teachers and wardens are sometimes dismal. Many parents expressed that they do not feel really welcomed according to the evaluator, (...)“Social and economic distance between the parents and the boarders and teachers/wardens is too large to see the former as worth talking to”, p. 19.

²⁰⁹ ; There are visits to check on the family profile or whether the funding (partner Q in Ethiopia) of families is well used.

²¹⁰ De betrokkenheid van de community bij het primair onderwijs in ontwikkelingslanden”Lenny Nieuwdorp, 2007 , p. 46.

- the combination of social work(ers) targeting multi problem-families in the barrios, in the case of partner T in Colombia and partner P in Nicaragua as well as Guatemala;²¹¹
- PO's stepping into education of children with specific problems (handicapped, street-children, leprosy) could be seen as being complementary, as the project structure is already there. However, experiences show also that that is not a sufficient condition to be successful.

c. The integrated area based projects of e.g. partner B in Burkina Faso in Sissili Province, partner E in India in Vaderevu, the Hatton and Colombo estates programmes of partner X in Sri Lanka, the partner D in Zambia interventions would seem to offer large opportunities. However, even though these are geographically concentrated efforts, integration and complementary approaches are not automatically achieved:

- the groups and families reached may not be the same from one project activity to the other;
- in the case of partner B in Burkina Faso the evaluation mentions that there is too little synergy because coordination between departments that carry out different activities and therefore an internal coordinating committee for the area is proposed (p.1);
- the Vaderevu community development of partner E in India is commented upon similarly in the evaluation (p.76) and finds that the overall planning process should be improved in this respect, departing from the identification of real problems and a choice should be made between a "charity" or development approach from the outset;
- in the case of partner D in Zambia focus groups with stakeholders recognise the value of such an approach combining activities in Agriculture and Income generating Activities (IGA's), but activities are rather implemented in a parallel way (p. 52);
- the integration in the community approach of Vaderevu can also be enhanced but this should be done by a more coordinated effort.

d. The partner C in Sierra Leone approach for the Grafton community, although it is largely concerning schooling and school improvement, is an integrated one, as they with schools of different Christian denominations through one approach.

Several evaluations (partner B in Burkina Faso, partner G in India, partner D in Zambia, partner L in Haïti) promote a micro-credit programme, which is then motivated by saying that parents could thus get more income, which would enable them to also pay for the children in the long run and diminish their dependency. Such recommendations are not based on the analysis and evaluations of experience but rather statements of wishes of POs. General experience is that micro-credit is extremely difficult and demands a lot of attention. Most POs may not be the indicated organizations to run micro-credit programmes.

13.7. Conclusions

Efficiency/effectiveness:

Human resources:

- the availability and quality of teachers is a constant and major factor to make teaching effective and relevant in most of the POs, for a variety of reasons. Even though teachers may have the formally required levels, the actual teaching aptitudes, knowledge levels and attitudes are many cases found to show shortcomings. The teaching job has a low status because remuneration of teachers is generally low as is recognition in society. Teachers prefer other jobs (teaching is a "parking job") or

²¹¹ Though in the dossiers nothing is to be found which explains this better. These activities are financed by W en D as well.

teaching elsewhere above teaching target groups and in targeted areas etc. Notwithstanding such (ever recurring)²¹² problems, POs report very positive attitudes and experiences of dedicated teacher corps and good leadership in schools;

- there are indications that teachers feel little ownership towards the teaching (and the PO) as they have little say in running affairs;
- the literacy programmes have a difficulty in finding good animators who do the training properly and do it expertly;

Cost efficiency:

- POs execute the schooling projects generally within the planned budget. Under- and over expenditure occurs, but is within acceptable margins;
- Infrastructure and facilities projects have been executed within the limits of the planned budgets;
- literacy training demands a huge organizational effort but absolute amounts are low. The degree of voluntarism that is expected from animators may be one reason why their performance and commitment is low and may after all be a wrong departure point for such a programme;
- this evaluation can not determine to what extent costs have been within limits in the absolute sense. There is little comparison possible also because detailed figures of market prices in the different contexts are not available;

Collaboration/empowerment:

- explicit and structured collaboration with other organizations – the government or other NGOs- is occurring. Many organizations find reasons for some collaboration in the execution of daily activities and for specific reasons, (e.g. the government in order to organise exams);
- the general outlook is however that POs work rather much on their own when implementing their activities and that structured and strategic alliances are virtually inexistent. This is also due to the often localised character of the activities;
- very few POs have an active policy to involve parents (In PTCs) or community organizations in the decision making and communication, although existing experiences of some POs are promising. POs do not seem to assist in setting up or strengthening organizations that have an above-local advocacy and communication function;
- there are indications that many parents feel little ownership towards the education of their children. It is quite well possible that existing approaches develop some kind of dependency syndrome. They also do not prepare parents for taking up responsibilities (achieving empowerment, ownership and the Social Accountability);
- there are frequent one-to-one contacts possible between parents and teachers or homes to discuss performance of the children and matters of discipline. Teachers/ POs do hardly ever outreach to families though;
- parents are not specifically stimulated to support their children in homework, the distance to bridge being too wide: there may be no parents, parents are often illiterate, not conversant with the medium etc. Also the literacy training would have to be of another level if parents would effectively be able to contribute although mutual understanding may be increased;

Complementarity:

- there are many instances of complementary activities identified at various levels of integration. Specific themes are included in curricula especially Christian aspects. There are instances of a joint implementation of different activities financed by W en D, the most important in terms of volume being Education/schooling and care-taking.

²¹² The same elements were presented in a recent study in Holland.

The transversal approach by partner G in India of HIV/Aids in education, health care, youth programmes may serve as a subject to evaluate;

- in the area based programmes, the activities are often carried out in a parallel way. The main reason identified is that coordination between components is falling short and that the planning process itself does not sufficiently look for such integration;

Sustainability

Financial sustainability:

- the parents do not substantially contribute to the payments of school fees and other charges, except in an estimated 30% of the cases where minor amounts are asked. This is an accepted fact as the target group is too poor and the mind-setting of both POs and recipients is one of "charity. So initiatives to changes this situation are scarce. Government also does not contribute in cash;
- parents do volunteering in some POs/schools but in quite a number of cases this is incidental or absent, especially in residential facilities. Nevertheless it cuts down on costs and involves parents to some degree.

13.8 Recommendations

Efficiency:

- the improvement of availability of qualified teachers and other staff should receive coordinated and priority attention it being one of the most strategic elements for quality improvement. The ambitions of POs have to go beyond the present make-do attitude in the first place;
- there is a need for more and structured collaboration with government and likeminded organizations (chapter 12 recommendations);

Relevance:

- the positive experience of some POs to structurally involve parents and teachers in decision making may be replicated. POs should forward proposals to set up structures and provide for continuous financial sources to train parents that take on such responsibilities and/or coordinate their training with other institutions in the country. For this, and for more and clear cut external communication the inward-looking culture and attitudes of some POs will have to change to one of sharing;
- joint planning and coordination can improve integration in area-based programmes. In this respect the SMAPs per sectoral activities will have to be checked against each other or better, jointly developed;
- introduce competence based learning approaches for achieving empowerment, in both formal and non formal education.

Level 5: Effects and impact

14. EFFECTS AND IMPACT AT THE INDIVIDUAL BENEFICIARY LEVEL

14.1. Introduction

14.1.1. Indicators

The effects and impacts of education projects are especially measured through the degree to which target groups - children in schools and adults in literacy- programmes-, have improved their opportunities to learn: continue their education at another level through promotion or passing an exam and/or to become active in the labour market and so earn a higher and stable income.²¹³ For individual beneficiaries, the other category of effects and impact is to what extent “personal development” in a wider sense has been achieved. The third major category is the education programme’s contribution to change in society. The assumption is that individuals, who have been educated and have achieved a relatively higher education levels contribute relatively more to society in different ways. To what extent the total education effort in combination with other interventions (e.g. social work and health) contribute to (local) societies has not been part of the approach and is more difficult to establish.

For the PO²¹⁴ programmes, performance indicators have been fixed and minimum standards set in the agreements with POs, though this may vary slightly from one situation to the other:

- promotion from one grade to the other at any level: 95% (the school of partner J in India in Begumpet being a new school: 90%, same for partner P in Nicaragua²¹⁵ for primary school level);
- passing exams: standards have been set for different levels depending on the schooling system. E.g. partner I and J in India: from class 7 to higher education: 95%. From class 10 to higher education or finalising - 85%;
- finalising the particular year/ stopping in the particular school: 95%/ 5% (partner P in Nicaragua) for scholarships/technical education - 90%;
- percentage of drop outs should be stable or lower compared to preceding years;
- the schools belong to the best scoring schools in the area;

N.B. partner P in Nicaragua has set additional criteria in line with the chain approach: after graduation from primary school all these students continue their studies in secondary education (target = 100%). For pre-school to primary school: 95%. After graduation in secondary school 85% goes for higher education or a job. In most countries the official government standards, if existent, are set lower.

For literacy projects standards²¹⁶ set were 90% passing (of enrolled in advanced course?), 80% (of enrolled?) passing for beginners and drop outs 20% (of enrolled).

²¹³ The latter is difficult to measure though, as the Job and Income Programme of partner J in India has not been analysed here. See also the Job and Income Programme Evaluation.

²¹⁴ partner P in Nicaragua has used such indicators to quantify its workprogramme for 2007 in detail.

²¹⁵ partner P in Nicaragua distinguished targets for all school levels.

²¹⁶ Agreement with partner B in Burkina Faso.

14.1.2. Data used

Data²¹⁷ have been derived from the PO, from evaluation reports, annual plans of W en D and some from the progress reports of the POs. These are not hard data by definition:

- the consistency of some data in progress reports is limited;
- most POs have started to systematically collect information on results of children and drop out only towards the end of the evaluation period. It is (therefore) not possible to calculate average performance and show variation f.e. for all PO programmes and for different levels and types of education. In most cases it is possible to illustrate effects however;
- evaluations have used sampling and some of the data have to be used with utmost care, as projection is not possible and sometimes the reliability should be doubted due to the way questions have been asked. Substantiating information in evaluations is sometimes not available, scarce or anecdotic and most of it is also derived from the progress reports;
- a number of effects are obvious and need no statistical proof; mere reasoning will do;
- likewise, perceptions and opinions of stakeholders are not giving proof as such, but can be taken into account as it motivates action and behaviour. A bias may be expected from students and parents who have been successful;
- the effects of investments for the improvement of education quality are difficult to isolate from other measures and external factors. The effects of other external factors and of complementary actions are equally not easy to distinguish, more so because very few “with/ without analyses” have been done.

Therefore a number of indicators and data will have to be accepted under that condition or have not been presented.

The effects and impacts of education (and care taking) and literacy are described separately, by which a distinction is made for effects at the individual and family and society level.

14.2. Increased opportunities through schooling

14.2.1. Participation

The mere fact of going to school or participating in literacy courses is in the first place creating the opportunity for the children and adults to acquire basic “academic” knowledge and aptitudes. In the literacy courses there is also, if the training is functional, attention for attitudes. A major assumption is, that the curricula offered are good and relevant; as has been shown before, this is questioned in a number of cases.

Some indicators have already been presented in former chapters like the total number of children in the programmes (chapter 10) and indications of planned and actual annual attendance (chapter 10.6). These indicators measure indirectly also the degree to which learners have grasped the opportunities to continue their education or training or step out to work.

Not researched, but mentioned in different ways in some evaluations and progress report is, that going to school is also part of socialising and interaction in a structured way, being or becoming part of a group of individuals, in cases with a different socio-economic background.

A hugely important effect of the programmes is that large numbers of children and adults have access to schooling and care, who would otherwise not have been in that position. The percentage out of the total numbers – those attending the schools, taking part in scholarship

²¹⁷ Some shortcomings of indicators and measurement have already been mentioned in Chapter 3. POs have started more systematic reporting on indicators recently.

programmes or adult literacy and in residential facilities- has not been systematically researched in any of the evaluations. However, the fact that parents say they would not have the means is an indication. There is very little evidence in the reports, except for the partner K in Guatemala evaluation: 60% of students in a sample of 104 say they think they would not have studied if the project would not have given them the opportunity.

The large majority of the target groups is poor or very poor and/or also part of the group of children at risk, or from groups (ethnic, caste, religion) that are discriminated in their society. By providing for basic conditions, this group has now got an equal chance to participate in education and to receive better care.

The figures presented by the POs show that the participation of boys and girls differs but a systematic under-representation of girls is not visible. Many schools have a more or less fifty-fifty distribution. E.g. partner L in Haiti: In Bel-Air the boys/ girls distribution is 48%/ 52%, Cité Soleil: 45/ 55. In the 2007-2008 year even 62% is girls in one school. The partner I in India Repalle school all levels shows a figure of 45/ 55% in 2007-2008. The partner E in India Chilakaluripet 55/ 45% in 2004. Partner C in Sierra Leone reported in 2007 around 50% girls in the three schools in nursery and primary levels. Partner R in Bangladesh reports that in a given period more girls (312) than boys (202) have graduated.

Being a boys or girls school, the difference in participation is obvious. Likewise scholarships for certain professions may be more for boys, others more for girls. E.g., in the Job an Income programme of partner F in India the students that got scholarships for Vocational education and Training and higher education only 23% are girls (women). On the other hand a training for nurses is almost at a 100% for young women.

The participation of girls / young women decreases in a lot of cases in the higher classes, as early marriage is a major reason for girl drop out in most countries. One PO reports that the number of girls in their Junior High, Inter, senior Inter is still much higher, in the undergraduates courses and in professional courses boys are the majority. On the other hand boys may drop out for reasons of becoming economically active at an early stage. In the progress and evaluation reports too little evidence is available to analyse this further.

14.2.2. Drop outs

An intervening factor for success of individual children is that they drop out or stop in the particular school, before finishing a school year and a certain level of education. Dropping out means also that the investment in the child and the families' investment is to some extent lost. "Dropout" would have to be reserved for children that leave the school and do not start again later or elsewhere within a given time. Drop out has also got a connotation that children leave the education system without having an alternative; this may not be always the case in a given situation.

In the data available, there is generally no distinction made between "stopping" the education and "drop-out". Figures of children that stop during the school year include often those who will just continue elsewhere or will only temporarily be out. To just take the arithmetical difference between the number in at the beginning of the year – end of the year figures is most likely not the figure for drop outs. POs generally included also as drop-outs the children that have stopped in their programmes and even these figures may include f.e. children that have passed a final exam²¹⁸.

²¹⁸ The reasons for drop out given by partner K in Guatemala schools in the new monitoring system:

- children did not want to continue; could not come every day; graduated (!); children moved to another area; will work instead of study; the families improved economically; did not take the exams; got married; stay at home to do housework;
- the reasons for not promoting: children do not live with their parents; had difficulties with the subjects; did not show interest.

Drop out percentages which are reliable to some extent:

- partner K in Guatemala reports drop out percentages for the scholarship programme for children going to junior high and high school between 8 and 10% in 2006. The figure in the evaluation report is higher: more than 12%;²¹⁹
- partner L in Haïti: the evaluation says that drop out was considerable for the school in Cité Soleil partly due to circumstances in the city quarters during the period analysed, but also the other schools have considerable drop out;
- partner I in India: the progress reports mention only percentages for children in the adoption programme: e.g. Repalle 2005-2006: 4%, 2006-2007: 10%. The school in Arumbaka for the same years respectively 0% and 7%. Therefore these are within reach of the agreed to standard;
- partner R in Bangladesh (p. 19) shows that of 3.241 male residential children 3.5% dropped out during a given period and of 2,875 female students 5% but that some were continuing in other schools. The percentages for (smaller numbers of) non-residential children are even less.

General reasons for drop out that are mentioned: migration/parents moved, physical illness, economic need, need to help parents for several reasons (illness in the family, fishing etc) and marriage of the girl children. Some children have been sent away because of non-performance or misbehaviour. Dropped out children traced in the partner E in India evaluation mention having alternatives in life: going to the movies, roaming about with friends and some feared to fail in their studies or exams.

The drop out percentages are likely to be lower for higher education. In the partner I in India higher grades and Degree College as well as professional courses the drop out is negligible. In the partner G in India Job and income programme, nurses and paramedical training in a given year: 40 students enrolled, 2 (= 5%) dropped out. The reason for low percentages have not been explained. One reason may be that these youngsters have been selected after having been for a long time "in the system", so their capacities are known.

Generally the drop out data do not differentiate between boys and girls. Of 50 dropouts in the partner I in India Repalle John's Elementary and High School in 2007-2008, 60% of the dropouts are boys. The partner I in India evaluation report (p. 30, 31), comparing different schools/grades for a number of years concludes that the drop out rate is very high and especially so for girls. According to the evaluator, the major reason is, that girls are not given priority by the parents. The evaluator recommends further analysis and a campaign towards parents to sensitize them on the issue of priority for boys or relative neglect of girls.

14.2.3. Promotion

Comparison of levels from one country to the other is impossible as education levels are differently defined. So figures have been taken from all POs in the sample that reported on it, as far as reliable figures were given and for selected representative²²⁰ years per PO:

- partner K in Guatemala. E.g. in 2004 the rate was reported to be at 70%, while in preceding years it was at 85 and even 95%. In 2005 there is again an improvement to 83% reported. The evaluation report confirms these figures to some extent. The increase in later years is probably also due to better definition of the criteria; no mention is made of specific measures taken;

Apparently in the case of partner K in Guatemala none of the thousands of children has become chronically ill, died etc. Also, only reason at the child and family levels are given not the possibly bad functioning of the school or a teacher or that there are conflicts between teachers and children or parents f.e. It is clear from the 2007 statistics and motivations given, that the percentage is rather for children that have stopped for whatever reason including partially even those passing to another level.

²¹⁹ It led to an adaptation in the agreement that the standard for the time being would be 9% maximum.

²²⁰ Representative in the figures did not differ substantially from one year to the other.

- partner L in Haïti reports an average total of 91% (2006-2007) for one school;
- partner F in India Agape home children are all said to pass the various levels they were in at the end of 2004-2005 although it is not sure that this is the case for all homes;
- partner E in India has kept records since a long time and monitors the development per child in a very detailed way. Ichtus Vaderevu shows in 2004 for the 21 class types: 95% overall have been promoted, in 2005-2006 it is overall even at 97%. In the English medium school for tribals, so a particular target group, again promotion is at a 100% at all levels. Children in lower standards (up to 9th) are however promoted on basis of attendance and not on the basis of marks, which means that attendance is good and/or that figures have already been corrected for non-attendance;
- partner G in India has a limited programme: e.g. in 2007 the 29 boys in the street children programme are reported²²¹ to all continue their education, 97% of the 68 girls in the children's home, more than 85% (of 137) from the nursery to the next high level;
- figures for higher education and scholarships of partner F in India shows for college students (23) that in 2003 all (100%) continued in the next year or in higher education, the same for consecutive years until 2007.

Promotion figures differ considerably for different levels, with the highest percentages in the lower grades where attendance is the more determinant factor and in the highest education levels where individuals have assumedly a stronger focus.

Promotion rates may show trends of increasing or decreasing but reasons are not explained.

Groups with a special profile (e.g. children from tribal areas- see above) do not necessarily show lower rates, but this has not been sufficiently analysed. A starting project like the street-children project of partner G in India, where children could not be retained after all, is not representative for the cases.

If put in an overall perspective of the chain flow, the few results that could be distracted from the available information are as follows:

Table 11: Chain flow from primary to secondary education

Partner	Net completion rates of primary education	Flow from primary to secondary education:	Net completion rates of secondary education:
Partner B in Burkina Faso	90.0 %	50.5 % (see text)	82.0 %
Partner K in Guatemala	88.4 %	32.8 % (see text)	88.7 %
Partner D in Zambia	98.5 %		
Partner R in Bangladesh	95.5 %		
Partner C in Sierra Leone	76.2 %		

Source ²²²: Reports/project dossiers/ evaluation reports

²²¹ IN a 2008 progress report it appears however that only five out of 20 are street children, others are poor children from all over Kerala (other twelve street children have left)

²²² These figures are the aggregated result of information distracted from evaluation reports: partner B in Burkina Faso, partner K in Guatemala, partner D in Zambia, partner R in Bangladesh, partner C in Sierra Leone, and partner I in India. The evaluations of partner E in India and partner L in Haiti, G in India, and T in Colombia did not provide data which could be used for this purpose. It was not possible to differentiate between sexes and for OVC's, but complementary information shows that de gender gap is decreasing (to a lesser extend in Bangladesh), and that girls seem to perform better than boys, especially at the secondary level. Figures from partner I in India were used here, as the high completion rates are based rather on attendance only (rates of 100% are reported).

These chain flow figures show that children, once in a certain level continue to finish that level, including doing exams. This is also confirmed by other W en D research in the framework of sponsorship.

The results shown in the third column suggest that relatively very small percentages tend to continue from primary to secondary education. The number of cases researched is however very small indeed. Also for other reasons these figures are to be treated with utmost care:

- as far as the figure of partner B in Burkina Faso (50.5%) is concerned, the percentage may be correct as it concerns only children that continue with partner B in Burkina Faso; it is known also, that quite a few children continue their secondary education in other schools outside the partner B in Burkina Faso programme. These numbers not included in the partner B in Burkina Faso figures and also not tracked so that the precise numbers are not known. It is therefore likely that out-in percentages are higher in reality;
- as far as the partner K in Guatemala figure of 33% is concerned, a W en D internal check of twelve out of 24 sponsorship programmes done by the end of 2007 showed that of the sample of 252 children that finished primary education, the continuation into secondary education was at 226 children, which would mean 90%!
- partner E in India reports and a sample for 2006/2007 of four large schools by W en D showed that of those (458) who succeeded in class 7, (436) = 95% continued in class 8. If the promotion figures for primary education 2005, 2006 and 2007 are taken as they are, the percentage promoting from class 7 to class 8 would be at 99% in the case of a partner R in Bangladesh school.

For continuation to higher level education little evidence can be found in the evaluations. The partner R evaluation mentions, that a high percentage of children that are assisted to continue their general education at a higher level are girls (45%) and in higher Technical education out of 35, 14 were girls (p. 29).

14.2.4. Passing exams

Passing exams confirms that the child has reached a defined academic level and at the same time it gives access to follow-up education or it meets with qualifications set for jobs. Primary, secondary and tertiary training in high schools and colleges etc. does generally not fully prepare for work, although a lot of jobs are accessible on the condition of having reached certain education levels. Education at these levels does provide access to further studies or professional training.

Figures show that a lot of children are successful. Schools are performing but on the average the standards set are not achieved; individual schools may reach the standard but others are (far) below:

- partner K in Guatemala: in 2006 the reported levels of students passing exams is reported at 96% for the junior high school and even at 98% for the high school. This is significantly higher than the standard set;
- partner L in Haiti: primary to secondary exam is at 94% in 2006 and 2007 for the school in Bel Air. The school in Cité Soleil²²³ only 38% (2007) and Titanyen would not be higher than 80 % according to the evaluation report and therefore below the standard set of 85%. The reasons for the low scores especially in Cité Soleil were a.o. the bad situation in the country but also other factors play a part;
- partner J in India reported on the High school for the year 2006-2007: 7th class result are at 97% (267 candidates appeared 259 passed), another batch is at 83%. The evaluation compared percentages for 3 consecutive years (p. 12) for standard 10 and concluded that the average scores are decreasing from 76% to 68%. Girls do better than boys in two out of three years.

²²³ The W en D intervention started in 2007 only; the figure of 38% shows therefore the situation at the start of the intervention.

For standard 12 the average percentages are much higher, but decreasing over the years from 93 to 70%. Reasons for the decrease are not given. Figures for boys and girls are more or less the same. So on the average the standards are not yet met;

- the partner I in India 2007 progress report mention a 87% in Repalle and 100% in Arambuka. Children passing the tenth grade examination continued at a 100%. These schools reach the standard set. The evaluation report (p. 31 and 32) looks back a number of years:

- 2004-2005: for 7th, 10th and 12th²²⁴ grade taken together 56% passed (174 out of 312 appearing);
- 2005-2006: idem 67% (153 out of 229);
- 2006-2007: 66% (163 out of 246)
- 2007-2008: 76% (201 out of 264) this is considered high as it is for 10th only

Overall, the standards set are not yet met, but it is important to note that performance is improving.

- partner E in India: progress reports mention that e.g. in Chilakaluripet school (2003-2004), children (79) in Xth grade at 100% of those appearing. VIIth also 100% (151 appearing and good marks compared also to highest in the region). This remains like that in the years after like 2005-2006. The evaluation for three schools (Chilakaluripet, Beemili) shows that the high passing rates of 100% or just below are materialising since 2001 or 2003 onwards, before that there were a number of years that results were lower and sometimes much lower. According to the evaluation of the Vaderevu English medium school (p. 85), from 1996 until 2007 437 students in 7th class exams all passed (100%). For 148 students in 10th class the percentage is lower at 84%. The results show a great variability from one year to the other like for 2005-2006 100% and 2006-2007 only 61% of those appearing, which does not seem logical. The reasons why such a sudden drop occurs are not explained. In general these schools are all above the standard set;

- partner C in Sierra Leone: of 68 pupils that sat for the exams more than 90% succeeded according to the 2007 reporting. To what extent the relatively high figure can be attributed to the recently started project may be questioned though;

- partner B in Burkina Faso scores for 2007 and 2006 show that some schools have a higher and some have a lower percentage from one year to the other, but the average for all 15 schools for which figures were available has gone up from 74% to 78%. This is below the standard set, but there are schools that are above and others that are less good as the following overview shows for the CEP exam 1st cycle and for all students that sat a CEP exam in 2007:

²²⁴ Especially in the 12th grade children that followed education until then elsewhere are included and they may not necessarily be in the sponsorship programme. In that respect the combined figures are a bit spurious.

Table 12: 2007 exam results of partner B in Burkina Faso for all W en D supported schools

CEP exam 1 st cycle	All students in CEP exams
Results per school 448 students	Result per school for 900 students
3 schools at 100%	3 schools at 100%
5 schools at 80-95%	5 schools at 80-95%
5 schools at 60-80%	3 schools at 60-80%
2 just under 60%	3 schools at 40-60%
Overall 78.5%	Overall

Source: progress reports 2007 and 2006

For higher level and specific programmes the percentages tend to be higher: Students graduating from the partner E in India Degree College in Chilakaluripet is at 90% on the average over 13 years of records. Students finishing the Industrial Training Centre: 89% of enrolled figures! In the partner G in India scholarship programme, all students in the special courses for nurses and tailoring finished their courses successfully.

The evidence in the reports on differences between boarders and day scholars in the PO programmes could not be established because precise data are not available. There are some indications only. W en D India compares f.e. three consecutive years of the high school exam-results, where the high school is combined with boarding. For 7th class the average score for day-scholars is every year higher than for boarders, while the results for the 12th class exams are significantly higher for the boarders.

The evidence to what extent results of schools in the W en D programmes are better compared to other schools²²⁵ is scarce and should be treated with care. Comparability with schools in the same area for instance depends a lot on the precise profile of the chosen schools and very much on the comparability of the profile of the children in those schools. Another important influencing factor is that children in other schools are not sponsored which may create equal (if their families are able to easily support them and continuously so) but above all conditions that make their performance systematically less good (e.g. teachers are not paid for the full year may be).

Some evaluations and progress reports have looked into this issue:

- the partner K in Guatemala evaluation says that there is generally no statistical significant difference between the academic results of the children that attended day care centres or colleges and the control groups of schools not in the programme, although this may differ per grade (either higher or lower) and schooling area. In some cases the schools are better in other cases less good compared to children from other schools. The evaluator concludes that it would have been expected that children who receive academic support in the day care system would score higher but this is apparently not the case;
- in partner I in India: the comparison of exam results of the high school with other schools in the Repalle area shows that partner I in India schools are at least as good or significantly better. The evaluation report says that the average pass rate for class 12 over the three year is 66% which is moderate compared to national figures. For 2007-2008 the partner I in India rates are lower than state rates for 10th (74%:82%) and higher for 12th (76%:63%). In 2006-2007 and 2005-2006 the rates are significantly higher than the overall state rates for all exam levels;

²²⁵ It is clear that also schools in the same programme may differ enormously while f.e. external and management factors would be assumed to be the same; this assumption is probably hard to maintain though as figures for partner L in Haiti might illustrate. The three schools in the programme show a considerable difference in exam figures: 90% in Bel-Air, Cité Soleil 68% and Titanyen 78 and 68% for different levels according to the evaluation.

- the average to achieve according to government standards in Burkina Faso is 50% . Considering the overall figures for partner B in Burkina Faso the average being 74% and 78% for 2006 and 2007 respectively are both far above the minimum required levels. One school performed far below this level, all other schools above. The national average being 67% in 2007, the partner B in Burkina Faso schools are also on the average far better;
- in the schools in Vaderevu India, partner E in India reports that all other High schools in the area are at a significantly lower level of exams: lower than 60% for three schools on the average passed. This is so in 2004-2005 and 2005-2006 the pattern has not changed.

The cases cited would justify a conclusion that PO schools supported in the W en D programme perform on the average better compared to other schools, but the number of cases is too small and a number of variables in choosing schools may not have been taken into account.

An associated question is whether children that pass exams are better off compared to children that stopped before final exams? In the different reports there is no hard evidence available to answer this question. The partner K in Guatemala evaluation concludes that the average level of education achieved by children that left the programme is after all significantly less high compared to a group of children that graduated within the organization.

14.2.5. Have children learned sufficiently?

The assumption is that children who have followed a certain education and passed exams for respective levels have acquired a basic level of knowledge an aptitudes (and attitudes). This is in fact the most acceptable standard to go by given situations. How well they know and whether they know what they should know has been challenged earlier in this report, when discussing the general quality of the curricula (see chapter 12).

The marks/scores of the children for different subjects like Maths and Science etc. have been presented by various POs in their progress reports. The impression is that marks/ scores are generally good, but in fact there is not a reference basis given (e.g. comparison with the national average). Such data are generally not available at disaggregated levels for the region or for other reasons.

Three evaluations did tests that should “objectively” determine levels achieved:

- the partner K in Guatemala did four tests for three levels and did so for schools in the W en D programme and a control group. From the marks given it is difficult to conclude something and has neither been done by the evaluator;
- the evaluator of partner J in India did the so-called ASSET test in a sample of 360 students: 60 in each standard divided equally over day scholars and boarders. Their knowledge on 3 subjects and HIV/Aids was compared. It must be noted that the test tested other knowledge aspects compared to the normal government tests. The ASSET test is for instance measuring above all “insight” and not so much retaining facts. The results were that the average performance is at around 30%, which is low compared to the national average of 55% . So learning levels of students in W en D schools are rated poor in that respect. What is more, this is only just above the statistically average score of 25% that would be the result of pure guesses, so the overall level is also in that respect very low. The study concludes also that there is no significant difference between day scholars and boarders in the same school and that the different schools have comparable results on the average;
- the partner R study has done tests of a very small sample of children in key-classes on language, math and science following national benchmarks and indicators. The conclusion is that the one RPHS school in Gazipur has significantly better results than the Khulna RPHS school (p. 35). The final conclusion is that compared to the national averages, the Khulna

school is average and thus acceptable and Gazipur significantly above the average and excellent.

The partner E in India evaluation mentions that children say they have learned to be more interested in their studies, gained knowledge, learnt to speak English and speak freely, improved handwriting, to read or professional skills and problem solving skills.

14.2.6. Access to work

In the tracking systems of POs little information is available so far on what happens after children left school and the extent to which they found a job that agrees with the education qualifications acquired through the programme. Such information is anyway difficult to obtain as it requires specific research and a lot of effort. POs being development organizations should have some capacity for such type of research but depend also on research done on contract basis. To find out what children/youngsters in small groups in higher professional and vocational training do may be relatively easier. A few evaluations have tried to profile ex-students in respect of their after-school career.

- The partner F in India Scholarship-College programme has been rather successful. In the total of 54 students that finished their studies over the years, 53 found a job that fitted with their education, 1 was chronically ill. In the 6 years until 2003, 29 students finished their studies; of these 28 got a job. In 2003-2004: 12 finalised and found a job straight away, 8 in education, 2 pastor/home parent, 1 in private sector and 1 working with an NGO. In 2004-2005: 7 finished, and all found a job and the year after gave similar results;

- partner G in India. The 2005-2006 report (it is a Job and income programme) mentions that 40 students enrolled in a special course in an institution of the Ministry of Health. Of the 1st batch of students all succeeded within one year to find work, most of them in nursing. The others all continued their education;

- partner E in India evaluation mentions (Table 9a) the present status of children who left de homes. Figures may be an indication but they are based on what the organizations staff think they know so these are to be regarded with utmost care. Figures show that more than 21% of the children stopped their studies and almost 25% continued their studies from home, 18% continued their studies from the homes - this is not consistent. Another 12% got married (supposedly not having a job) and 4% has taken up higher studies (elsewhere). Assuming that there would be no double counting in these figures, 46 out of 210 (22%) would have a job now. Figures in the same report show on the basis of school records that of Beemili school leavers during a non defined period 11 % is known to have a job. A lot depends on how adequately these figures are kept up-to date. Therefore and as there is nothing to compare them with, the usefulness is very limited;

- the partner P in Nicaragua evaluation (p. 9) shows that women that have followed courses (be it in the Job and Income programme) have found jobs and or are self-employed including the formation of a small cooperative;

- the partner T in Colombia evaluation says that those who found work after secondary school or the technical training is estimated at 61%. However the majority (65%) of the employed earns wages that are even lower than the average minimum wages;

- the partner I in India evaluation: on the basis of a small sample of families of which the child passed final exams : 19% are continue their studies elsewhere, 27% are working in off farm activities and 24% on farm. Of a small sample of girls, 48% got married and work at the home, 24% was not having any occupation and 5% is working.

14.3. Personal development

The academic development and associated aspects have been discussed already above. Other personal development aspects are difficult to measure. A further distinction can be made for economic, social and ethical//moral changes. Especially the latter changes are

measurable by asking for perceptions of the students and of parents, families or people who work with the beneficiaries like the teachers or employers.

Obviously, except for the aspect of Christian education schools not in the programme would probably mention the same type of effects. The effects of care-taking in homes or other residential facilities are to a large extent similar, but also include “improved health”²²⁶ due to the regular food and hygiene as reported by partner G in India in 2007 (p 6).

14.3.1. Economic

The economic effect of having a job and of a job that realises extra margins compared to someone who has not been educated, would be the best way to express the effect of education in the chain approach. This type of “with/without” research is difficult to organise; none of the evaluation studies has done so. Just having a job is therefore often used as an approximation. Income figures are not that telling also because of the same reason.

In the evaluations, only the partner E in India evaluation gives some idea of income of students (38) that have got work: 29% being employed in government and private companies and 18% as skilled workers, the others in jobs for which no special skills are needed. 37% out of the total of 38 earn more than 4.000 Rs a month but a comparison with a control group has not been made.

The partner P in Nicaragua evaluation gives some income figures for women that have followed specific courses under the Job and income programme(baking, sewing). It appears that these women got jobs or were self-employed and net income would probably be higher compared to the situation they were in before the course.

Being asked for changes due to the programme, respondents in the partner E in India evaluation mention in the first place changes in behavioural and knowledge aspects and only in 7th place having a job.

14.3.2. Social/attitudes

The large majority of the target groups is poor or very poor and/or also part of the group of children at risk or in certain cases from groups that are discriminated in their society. Under the W en D education programme, it is especially this group that has got an (equal) chance to participate in education and to receive better care. Children express, that they are proud to be part of it. Especially personal histories relate such perceptions and many children will tell that story.

Both the partner P in Nicaragua and partner E in India evaluations mention changes in attitudes as perceived by students, parents and ex-students: increased motivation, self-consciousness/ confidence, self respect/ no inferiority complex, open minded/initiative/more expressive, self determination/ more courageous. The partner R study adds reaction of teachers: cooperative, industrious, sincere. Other studies relate the same aspects. Schooling thus creates confidence and status at the personal level.

14.3.3. Ethical/moral/religion

The partner P in Nicaragua study mentions respondents (amongst them no students) saying that they see a change in behaviour and attitudes: increased respect, honesty, love, better relations and sharing. The partner E in India evaluation mentions improved discipline, good manners, neatness and punctuality in addition and children saying they lead a better Christian life (church attendance, prayerful, participation in religious activities are amongst the most important ones)

²²⁶ Studies like the AMG India evaluation mention health aspects as well but there is no comparison with a control group.

14.4. Effects on families and society

The more general impact on families and society is again not easy to measure and therefore a lot of effects are the result of reasoning or perceptions of different stakeholders:

14.4.1. Economic

There is no hard evidence on economic effects in the reports. There is an assumed effect on the increase of contributions of students who found (more) remunerative work to the family budget. The partner E in India evaluation mentions that ex-students that found work contribute almost all their full or part of their salary to the family (table 29). Partner T in Colombia found out that most of the expenditure is on personal and home expenses, but half of the students also contribute to the family income. To what extent this would differ from a control group has not been researched but the ex-students themselves say that this is a change due to education.

In the partner E in India evaluation of Vaderevu the direct effect of education cited is that parents/fishermen are now no longer dependant on others to mark their fish quantities marketed and so less cheating is the result.

Infrastructure of the school functions as a meeting centre for other groups.

The partner P in Nicaragua study cites cases where the (less positive) effect on the local community is that students that finish their studies leave the barrio. Generally it is considered a loss as the more active persons are leaving.

14.4.2. Social

The partner P in Nicaragua evaluation cites cases where the participation of children in the programme reduced tension in the family and so improved mutual relations. It also may help in reducing the misbehaviour and number of children roaming in the streets. Partly these effects could also be attributed to the work of social workers that reach out to both the families and the barrios. In the partner T in Colombia evaluation VTC students say that there is an improvement in their behaviour which also reflects on the way they treat their fellow-students (p. 35).

The partner B in Burkina Faso evaluation emphasises the possible negative effect of education in terms of expectations of youth that are not met and so may lead to frustration which in turn may lead to anti-social or criminal behaviour. This would especially be the case if there is not sufficient follow-up in terms of Work and Income.

In the partner R evaluation an unintended effect is mentioned: parents become reluctant to take on their responsibilities towards their children as they think partner R will take care of them.

14.4.3. Participation

The partner R in Bangladesh evaluation says that children participate in social development (are active) and being leaders in developing the churches. Lower unemployment, increased female education/less discrimination, higher literacy rate and lower poverty are also mentioned as (possible) effects.

The same elements are mentioned in the partner T in Colombia evaluation (a large percentage of the students sees themselves as “change agents” through the church and active in government and in the local community (Graduate Association was set up).

14.5. Increased opportunities through literacy training

The literacy training projects concern large numbers of participants. For the partner B in Burkina Faso and partner E in India projects some information on effects and impact is available.

14.5.1. Participation, drop out and success in exams

Overall, the number of actual participants is reduced because out of the numbers enrolled, a large percentage does not finish the training and an even smaller group passes exams.

Looking back on an earlier experience (1991-1996) in partner E in India's Vaderevu project²²⁷ the estimated number of trainees was estimated at 6,660. An estimated 25% dropped out and so 75% did the exams. Of these less than 40% (and so less than 30% of the enrolled numbers) passed the exams. This project was taken up again in 2003-2006. According to progress reports 4,500 participants were enrolled. Drop out was calculated at around 20% so 80% went for exams of which 57% passed. This is less than half of the enrolled. Participation of women has been substantially higher compared to men as almost 70% enrolled were women and in the end also 66% passing exams were women. It was found that most participants are in the age group 15-35 years, so of productive age.

While figures of Vaderevu have to be used with utmost care also the figures of two other areas with total enrolled of 2,760 participants, seem not too reliable. For the Parimithadaka area a 100% of enrolled in the second year also doing the exams and "a sudden" very high passing rate of 85% suggests to be unrealistic. The rounded figures for the third area give likewise the impression of being constructed. The estimated passing rate there is less than 25% of enrolled.

The partner B in Burkina Faso programme included in this evaluation had been set up for 2003-2006, to be followed by another multi-annual plan which is executed now. Over the period²²⁸ (from 2004 till first batch 2007) around 4,300 enrolled, of which most in the basic course others in and advanced course. In the basic courses between 15 and 26% dropped out. Of the group that went for the exam between 57 and 82% succeeded (= between 42% and 73% of the enrolled). The advanced course knew in 2005 101 enrolled of which 32% dropped out. 100% of those who went for the exams passed (67% of enrolled). The participation of women has increased over the years and increasingly more women succeed compared to men. Considering that standards set were 90% passing (of enrolled in advanced course?), 80% (of enrolled?) passing for beginners and drop outs 20% (of enrolled), the standards are not quite met.

The overall impact of the programme is therefore much less than suggested in first instance on the basis of initial participation (= enrolled). Nevertheless, a lot of participants have succeeded above all through their exposure to literacy and specific themes that have got to do with daily life like health and sanitation, personal hygiene etc.

14.5.2. Reported effects

The partner E in India evaluation concludes that those who have passed "(.) have become functionally literate: they can read, write, sign and do simple arithmetic. It has helped to gain confidence in questioning money lenders on payments and interest rates. They are able to count and get proper payment from fish traders. The social consciousness on voting, electing leaders and being part of the system has come. They are able to acquire information on government schemes (...)" (p. 15).

The evaluator downsizes these conclusions on the basis of tests though, a.o. concluding that of those who attended in different areas a varying number (0 - 40%) is no longer literate. Most of the learners in the first batch in the 90ties were no longer literate at all (p. 49).

²²⁷ Evaluation, p 13. These figures are just estimations apparently.

²²⁸ Also these reported figures have to be used with some margin as sometimes figures were not available and have then been estimated in the reports.

The evaluator observes that participants are active in society (but this may be not due to the programme - JF), and also during literacy programmes participants were sensitized on personal and family hygiene and there was a heightened awareness on spiritual belief.

14.6. Conclusions

Efficiency:

- The need for the collection of reliable basic data and information on specific questions, that arise during implementation at PO level, is apparent;

Effectiveness;

There is a large number of positive effects that can be ascribed to the education at primary, secondary and tertiary levels, be it in terms of grasping opportunities, personal development or contributing to change in society.

Grasping opportunities:

- large numbers of children have been able to participate which means families have grasped the opportunities offered. Participation means not only acquiring knowledge and aptitudes (and attitudes) but also socialising and interaction with peers and being recognised for it. Groups that had minimal chances because of often combined factors of poverty, multi-problem situation at family and personal levels, discrimination etc. have been given at least equal chances to enter and stay. A high percentage might otherwise not have studied. The access of boys and girls in most projects is more or less fifty-fifty on the average for different levels. Decreasing participation of girls in higher levels is apparent because of general priority is given in some contexts to the education of boys and because of early marriage;

- a large percentage of the children continues to participate once they enrol up to a certain level as is shown by promotion figures for such levels. Chain flow figures calculated on the basis of reports of POs suggest that small percentages tend to continue from primary to secondary education, but these figures do not take into account all factors. Additional research done by W en D in the framework of sponsorship programme, would indicate a percentage as high as 90%. For continuation to higher level education little data are available in the evaluations;

- a possible indirect negative effect of low promotion figures or of not finding a job may be that expectations are not fulfilled which in turn will lead to frustration resulting in misbehaviour or it may be one of the reasons for social unrest as is often concluded in general literature; in the evaluations little evidence is presented which would confirm such effects;

- promotion figures differ considerably for different levels, with the highest percentages in the lower grades where attendance is the more determinant factor and in the highest education levels where individuals have assumedly a stronger focus. Promotion rates may show trends of increasing or decreasing per PO, but reasons are not explained. Groups with a special profile (e.g. children from tribal areas) do not necessarily show lower rates, but this has not been sufficiently analysed in evaluations or progress reports;

- drop out percentages are approaching standards set, but tend to be too high still. Reasons are multiple and mostly explained by contextual economic and cultural factors, less by personal factors. It has to be taken into account that drop out figures presented by the POs include also in many cases those children that leave but continue their education elsewhere or later. The underperformance of the PO organization and management, the school or teachers/animations are systematically not taken into account while it may be one of the major reasons for increasing or decreasing trends;

- a lot of children succeed at their exams for certain levels. Schools reach high percentages.

There is however not enough evidence to state:

- to what extent a difference exists between boarders and day scholars

- nor between schools owned by the PO or by others, c.q. government schools or other private schools;

Daycare does not seem to make the difference in achieving good results as is indicated in some evaluations, but evidence is too thin to be conclusive; boys and girls may show alternating better results also depending on the level reached. Once reaching higher levels or when doing specific courses, performance tends to increase;

- concerning exams:

- quite a number of schools are at or above the standard set in the programme. Most schools are as yet underperforming in this respect, some show improvements over the years;
- most schools in the programme are significantly better compared to average minimum standards and to average rates achieved in a given country for the same exam;
- at the lower aggregate level, the levels reached by the schools in the programme compared to "similar" schools in the vicinity may be higher, but also lower;

- knowledge tests of children in the programme have a restricted added value overall, as numbers and conditions under which children are tested differ. In one case, the results were rated poor to very poor and in another case the children of one school scored according to average levels in the country, one was significantly higher;

- most of the primary, secondary and tertiary education is academic and so does not prepare for a particular type of job. However, reaching a certain level is for most jobs conditional. This means that the higher the level reached is an indicator for increased opportunities to (eventually) accessing work, but the actual grasping of opportunities can only be found out through actual figures through a very good tracking system that is not biased and in fact only when a control group is used.

Personal development:

- it is perceived that education helps in getting a job. Improved access to work as a result of education is difficult to prove statistically as is increased income. It appears that special courses are likely to be an assurance to acquire a job in line with the type of education/training as is increase in income;

- effects of participation are increased confidence and status and for all children better care and better health;

- perceptions of almost all stakeholders are that children that are educated under the W en D programme show changed attitudes and behaviour in terms of increased motivation, self-consciousness/ confidence, self respect/ no inferiority complex, open minded/initiative/more expressive, self determination/ more courageous, cooperative, industrious, sincere. These are changes that would be probably the same for other education programmes that are well implemented; it does not distinguish the programme from others. However, a better Christian life as a result of Christian education and the care given in homes and other residential facilities is empahsised.

Families/general society:

- the (extra) contribution to family budget of students who found (better) work and have (more) income can not be proved, but it is clear that ex-students contribute to the family household income in many cases;
- a general economic effect on society can not be proven on the basis of existing data. In one case the diminished dependence and consequently the diminished exploitation of fishermen in Vaderevu-India on traders is observed. The fishermen, have become more capable to judge figures, to read and to write and to critically follow calculations due to literacy training;
- in combination with other activities of POs the education efforts may have reduced tension in families because the burden that was felt has decreased significantly. Also un-social behaviour of some youths may have diminished;
- educated children are active in society, be it as tutors, in the church in other organizations or they start new organizations.

Increased opportunities through literacy training:

- the effectiveness of the programmes of two POs is greatly reduced in the short run due to high to medium drop out percentages. Low success rates in exams in one PO and reasonable rates in another imply even further reduction. Nevertheless, the absolute numbers of participants passing exams are still high and this signifies that literacy training has been an opportunity for many illiterates to get an exposure to reading, writing, calculations etc. and the associated gain in confidence and status;
- the functionality of the literacy training is doubted as after a number of years even acquired knowledge or aptitudes are apparently forgotten. An exception needs to be made probably for attention for themes like health and sanitation during these training session. It may have produced a higher level of awareness and there is a heightened awareness on spiritual belief observed as well.

14.7. Recommendations

Efficiency:

- to substantiate conclusions on basic indicators a number of POs still need to introduce the systematic collection of information and present and analyse this in their progress reporting. Definitions of the basic indicators and measurement has yet to be improved and applied in a unitary way in order to increase comparability and relevance. More emphasis should be placed on following whether children continue education after having finished a certain level (either in the PO system or outside). The tracking of ex-students (both drop outs and successful students) can give valuable information on effects in respect of follow up education and work and income, but this may better be done on the basis of sampling instead of full coverage. POs may want to create capacity for such monitoring in conjunction with the monitoring of its other activities; doubling of efforts in different departments should be prevented. The W en D capacity building department can further assist in this in coordination with the Research and Evaluation Department and the staff responsible for the Education programme;
- the recent policy to execute applied research, cut to measure for questions that arise during the implementation, should be continued and action taken on conclusions. One such action is searching for complementary actions to reduce drop out of girls at certain ages by creating awareness in families on education for girls in certain contexts, like India. Other research in e.g. a limited number of contexts, may focus on questions arising around groups with a special profile like children with trauma, from tribal areas and/or language groups etc. However, basic research is not necessarily to be done on the spot; such research has most likely also been done already in a comparable context literature research. In that case this would be sufficient and/or it could be coordinated with other actors in the field;
- the evaluations may zoom in on a restricted number of aspects that are common for all situations and on selected other aspects of education activities of the particular PO. A choice has to be made to what extent extra testing is to be done; the relatively limited scale and one-moment testing is probably not representative, especially if children have not been able to prepare themselves like they do for regular exams;
- in searching for explanations for drop out and under-performance in exams, the influence of under-performance of schools/teachers, general organization and implementation of the sponsorship programme should be taken into account as well.

Effectiveness:

- the need to be critical on what is learned should be emphasised and for that reason curriculum development, contextualised learning and teacher capacity training should receive strategic priority in the programme.

ANNEX 1: Terms of Reference²²⁹

Name of evaluation study	Program Evaluation Education
Woord en Daad Project number	91.94.005.08.1
Contact person/program	Wouter Rijneveld/ Maryse Tanis
Partner organization(s) involved	N.a.
Contact person(s)	N.a
Other agencies involved	External referent: Bert van de Putte
Contact person/program	
Leading organization	Woord en Daad
Evaluator / evaluation team / organization	1 ^e evaluator: Jenze Fokkema 2 ^e evaluator: Rogier van 't Rood
Date of application	March 2008

This terms of reference (ToR) has been discussed and agreed upon by the parties involved.

1. Introduction and Context

Woord en Daad is a Christian organization working in international development in about twenty countries. The organization has four programs: Basic Needs, Education, Job and Income and Emergency Relief and Rehabilitation. Usually, projects and programs are implemented by partner organizations.

In 2006, Woord en Daad has formulated its evaluation policy. The analogy of a pyramid is used in which the bottom is formed by regular monitoring systems and informal knowledge of partner organizations and project officers. The middle layer is formed by project evaluations, carried out by partner organizations in conjunction with Woord en Daad. It is the intention to use a wide array of tools and methodologies for these project evaluations, which may also focus on specific themes or combine a number of projects. The top of this 'pyramid' is formed by program evaluations at the level of the four programs of Woord en Daad which are mentioned above. Every year, one of the programs will be evaluated so that every program is evaluated once in four years. It is the intention that there will be sufficient project evaluations available before a program evaluation is carried out to serve as building blocks for the program evaluation (see table 7). The first program evaluation is executed in 2007. This evaluation concerned the emergency relief and rehabilitation program. The second program to be evaluated is the education program.

The planning is that a program evaluation is held once in four years for each program, therefore logic suggests to include the last four years in the evaluation. This program evaluation comprises the years: 2004, 2005, 2006 and 2007.

2. Objectives of the evaluation

1. In its evaluation policy, Woord en Daad uses a model with three levels of learning. The objective of this evaluation is that learning takes place at the level of principles (development): based on the outcomes of this evaluation, the board, management and staff of Woord en Daad should be able to learn about the performance of the education program of Woord en Daad at policy level. This learning should lead to improvement or further development of policies for this program.

²²⁹ The part of the TOR on the preliminary analysis of the programme has been left out here; these are included in levels 2 and 3 and analysed.

2. Also learning at the level of insights and rules (innovation and improvement) should take place: based on the outcome of this evaluation, the management and staff of Woord and Daad should be able to learn about the overall performance of the education program of Woord and Daad at the execution level. This learning should lead to innovation and improvement of education programs and projects.
3. Accountability to all stakeholders involved: through this program evaluation, Woord en Daad wants to give insight about its education program and the lessons learned in it.

Evaluation questions:

The evaluation questions are formulated on four levels, following the way which Woord en Daad (W&D) works:

1. W&D: policy and programming
2. W&D: relations with partners (and other forms of cooperation)
3. W&D: program implementation and management
 - a. Preparation
 - b. Financing & support (capacity building)
 - c. Feedback
4. Partner: project implementation and management
 - a. Preparation
 - b. Implementation process
 - c. Results on project level

The evaluation questions for these four levels are grouped under the main evaluation categories (relevance, effectiveness/impact, efficiency, sustainability) and are presented in the tables below. The evaluation questions at levels 3 and 4 will be answered for a sample of the projects. This is elaborated under section 4, methodology.

Level 1: Woord en Daad policy and programming

	Evaluation question	Sources of information
Relevance	<p>Policy development</p> <ol style="list-style-type: none"> 1. Is the W&D policy for the education program relevant, coherent and sufficiently developed? 2. Does W&D share a coherent and consistent view on education and its role in the process of development (individual development / development of society; academic / social / economic / other development)? (Theory of change). 3. Does W&D share a coherent and consistent view on the ideal respective roles of government, civil society, private sector and other actors in the provision of education? Are these views reflected in the formulation of the three intervention strategies (direct poverty alleviation; civil society strengthening, policy influencing)? 4. Does the current division of the education program in different types of educational projects (see table 5 and 6) fit within the mission and policies of Woord en Daad? 5. Does the current division of the education program across different continents, countries and regions fit within the mission and policies of Woord en Daad? 6. What is W&D's view on sustainability of education in relation with ownership of education and participation of parents in education? 7. To what extent is the Christian aspect of education integrated in the policy of W&D? And what is the influence of this aspect in the further policy development and program formulation? 8. How is Christian education worked out in practice (integration of values or parallel systems) and what determines the decision for this? <p>Positioning</p> <ol style="list-style-type: none"> 9. How is the education program positioned relative to the other W&D programs? 10. Is 'the chain approach' a relevant and sufficiently thought-through approach? 11. How is the education program externally positioned? How does the policy for the education program relate to international policies (e.g. MDGs, EFA)? 12. To what extent are the policy for the education program and the sponsorship policy related and influencing each other? <p>Target groups</p> <ol style="list-style-type: none"> 13. What are the target groups of the education program? 14. Is there sufficient attention for access and attendance of the poorest of the poor, marginalised groups, boys and girls and vulnerable children? 15. To what extent is there attention for family- and community-development? 	<ul style="list-style-type: none"> ▪ Policy-documents/ multi-annual plans ▪ Year plans/ reports ▪ Interviews with relevant W&D staff
Efficiency	<p>Learning and improvement</p> <ol style="list-style-type: none"> 16. How does W&D's policy of the education program develop over time? Does learning and improvement occur? Is learning and improvement systematic and purposive or incidental? What are been triggers for learning and improvement of policy? 	
Effectiveness	<p>Effectiveness of policy</p> <ol style="list-style-type: none"> 17. Has the policy for the education program been effective? 	

Level 2: Woord en Daad relations with partners and collaboration with others

	Evaluation question	Sources of information
Effectiveness	<p>Selection and assessment</p> <p>18. How are (education) partners selected and / or assessed? 19. How are sponsorship partners selected and/ or assessed? 20. Is the organizational capacity and quality of the partner network sufficient to ensure sufficient quality in implementation of projects? 21. How do partners operate in their institutional contexts? 22. Is W&D's support to partner organizations effective?</p> <p>Collaboration</p> <p>23. To what extent does W&D effectively collaborate with other organizations in the field of education?</p>	<ul style="list-style-type: none"> ▪ Relevant policy-documents ▪ Information about capacity building at partner level ▪ Project Manual ▪ Adoption manual ▪ Relevant evaluation reports ▪ Field visit reports ▪ Interviews with relevant W&D staff ▪ Focus group discussions with partners/ interviews by telephone
Efficiency	<p>Relation and communication</p> <p>24. To what extent are the partnerships equal and is communication open? 25. Are the several communication channels between partner organizations and W&D clear and efficient? Are there differences in this respect between partners with different sources of funding (through sponsorship, businesses, institutional donors)? 26. What types of relations does W&D have with partners and what is the influence of the volume of support on that relation? 27. To what extent is W&D's education policy developed in conjunction with partners? And / or to what extent are W&D policies clearly shared and communicated with partners? 28. To what extent do W&D and partners share essential perspectives on education? (see questions 2 – 7).</p> <p>Learning and improvement</p> <p>To what extent do W&D and partners learn together, learn from each other and offer constructive criticism to each other?</p>	

Level 3: Woord en Daad program implementation and management

	Evaluation question	Sources of information
levance / Effectiveness / Efficiency	<p>Preparation</p> <p>29. How were initiatives for new projects / extensions of projects taken? By whom and based on what triggers?</p> <p>30. What was the quality of the projects as proposed?</p> <p>a) Was there sufficient attention for access and attendance of the poorest of the poor, marginalised groups, boys and girls and vulnerable children?</p> <p>b) To what extent was there attention for family- and community-development?</p> <p>c) To what extent did proposed projects have attention for results beyond the output level?</p> <p>31. Were the criteria for assessment of proposed projects relevant and in line with W&D policies? Were these criteria kept? How is the quality of education assessed?</p> <p>32. What criteria were used as basis for assessment of infrastructure projects? Are these criteria relevant and does W&D have sufficient capacity to assess these?</p> <p>Financing and other support by W&D</p> <p>33. Were decisions about funding of projects made in line with W&D policies?</p> <p>34. What was the influence of the sponsorship system and other forms of financial support on the management of the program by W&D?</p> <p>35. How was the timing of the assessment and decision taking within W&D? And were payments regular and timely?</p> <p>36. To what extent was W&D support partners with capacity building? Is this effective?</p> <p>Feedback</p> <p>37. Was the monitoring of education projects relevant, effective and efficient? How did monitoring take place? Were reporting requirements relevant? Were these requirements kept?</p> <p>38. Were field visits relevant and sufficient?</p> <p>39. What specific monitoring is done for sponsorship projects?</p>	<ul style="list-style-type: none"> ▪ Project Manual ▪ Project proposals ▪ Project reviews + advices ▪ Project agreements ▪ Relevant project correspondence ▪ Project reports ▪ End memo's ▪ Field visit reports ▪ Evaluation reports ▪ Focus group discussions with partners/ interviews by telephone ▪ Adoption manual

Level 4: Partner: project implementation and management

	Evaluation question	Sources of information
Relevance	<p>40. How were needs assessed at the level of the target group? Which stakeholders were involved in such assessments?</p> <p>41. How is selection of target groups and selection of beneficiaries within target groups done? Which criteria are used, were these relevant, and what was the process of selection? To what extent was there attention for access and attendance of the poorest of the poor, marginalised groups, boys and girls and vulnerable children?</p> <p>42. Were the projects relevant with respect to the needs the target group? Were the projects relevant to the needs of the family/ community of the target group?</p> <p>43. Were the compulsory elements of the sponsorship program in line with the needs of the target group?</p> <p>44. Were the different types of intervention (primary/ secondary/ higher education/ literacy/ informal/and investments) relevant within their contexts?</p> <p>45. To what extent was there within the projects attention for HIV/ Aids (within the curriculum, internal and external mainstreaming, life skills, etc.)?</p> <p>46. To what extent and in what way were projects complementary to other educational interventions in the community/ region?</p>	<ul style="list-style-type: none"> ▪ Project proposals ▪ Project reviews + advices ▪ Project agreements ▪ Relevant project correspondence ▪ Project reports ▪ End memo's ▪ Field visit reports ▪ Evaluation reports ▪ Focus group discussions with partners/ interviews by telephone ▪ Adoption manual ▪ Information from department Adoption
Effectiveness / Impact	<p>47. Were projects implemented according to project agreements? Were planned objectives achieved?</p> <p>48. To what extent were processes participatory? To what extent did different stakeholders participate in the preparation and implementation of projects?</p> <p>49. To what extent did different intervention types contribute to the effectiveness of other types (see table 5 and 6 for the different types of interventions)? Did interventions support each other (e.d. literacy and primary education)? What percentage of students continued from one level to another level of education (chain approach)?</p> <p>50. Did interventions on the level of Direct Poverty Reduction, Civil Society Strengthening and Policy-influencing (if present) strengthen each other?</p> <p>51. What was the long term impact of the education projects? (Impact on individual, family, community and impact in personal, social, economic etc. aspects.)</p> <p>52. To what extent did the education projects lead to self-reliance? And to what extent was it observable that the next generation (children of former beneficiaries) do no longer need the external support of the education projects?</p> <p>53. Were there been unforeseen and unplanned positive or negative side effects of the education projects?</p>	
Efficiency	<p>Process of implementation</p> <p>54. Were adjustments in projects made when needed and communicated with W&D?</p> <p>55. How did monitoring function within the partner organizations? Did reporting requirements of W&D match sufficiently with the program/ projects of the partner? Were partners able to meet the reporting requirements?</p> <p>56. To what extent was there (effective) cooperation between different stakeholders? With other NGO's, with government, with relevant networks, with local leadership / communities, with parents?</p> <p>57. What was the influence of the sponsorship system and other forms of financial support on the project implementation and management of partners?</p> <p>Project results</p> <p>58. Was the execution of the projects efficient?</p>	

	Evaluation question	Sources of information
Sustainability	<p>Sustainability of results 59. This is covered by question 49 (impact of education projects).</p> <p>Economic sustainability 60. To what extent were the education projects sustainable? What additional financial sources did education projects currently have? 61. What were potential additional sources for financial support of education projects? Could parents and / or governments be more involved financially? To what extent were partners active to access these potential sources? 62. What was the influence of the (strategy of) financial support of Woord en Daad on the (financial) sustainability of the projects? What was the influence of the sponsorship system and other forms of financial support on the sustainability of the projects?</p> <p>Social sustainability 63. What was the level of acceptance of the education projects? How was the relation between the partner organizations and their constituencies? 64. To what extent was there ownership of the projects with other stakeholders (government, parents, community, churches, etc.)? 65. To what extent did partners promote active participation (apart from finances) of parents and other community members? 66. To what extent did partners collaborate with other relevant organizations and participate in relevant networks?</p>	
	<p>Effectiveness, efficiency and sustainability of different types of support 67. Which differences did exist between day- and boarding schools related to effectiveness, efficiency and sustainability? 68. Which differences did exist between own school, other supported schools, day-care centres and scholarships (see table 5 and 6 related to effectiveness, efficiency and sustainability?)</p>	

3. Methodology and Approach

Desk study

Subsequently a desk study will be conducted. From each of these type of projects mentioned in table (table 5 and 6) a representative sample will be studied. As well as the (other) sources of information mentioned in table 10.

Interviews with Woord en Daad staff

Supplementary to the desk study, interviews will be held with relevant Woord en Daad staff such as Project Officers Education, Director and Deputy Director of the Department of Projects & Programs, the Program Officer Capacity Building and partner Relations, the Program Officer Advocacy, the Manager of the Sponsorship Department, the Director of the Department of Communication and Fund Raising, the Program Officer Evaluation and/ or Evaluation Officer Education, the Manager (and Deputy Manager) of the Department of Finance and Control, the Chief Executive Officer and a member of the Board of Trustees (with the education portfolio).

Interviews with partner organizations

A sample of partner organizations will be interviewed as well. This will be done through one or more focus group discussions before/ during or after three partner conferences (in Burkina Faso in June, in Nicaragua in October and in Bangladesh in November 2008). Furthermore several (telephonic) interviews may be held with relevant persons of partner organizations (CEO, Head/ Coordinator Education).

The consultants have worked out the methodology to be used further. This proposal is added in annex 1 and is an integral part of this ToR.

During the preparation, the process and finalisation of the evaluation an external referent and an internal reference group of Woord en Daad staff, namely the Director of the Department of Projects and Programs, one or more of the Program Officers Education, the Program Officer Evaluation and the Evaluation Officer Education, will be involved actively.

Several meetings have been or will be held in this perspective. Two sessions have been held to discuss the ToR during the last months; two sessions are planned during the evaluation process: one by the end of September and one in the third week of October and; one validation meeting on the draft report will be organised: on the 9th of December. Between these sessions the external referent and internal reference group will read and comment documents when needed/ relevant.

Method of Sampling

The sample for the program evaluation will consist of a large part of projects that have been evaluated (see table 8). It is not yet clear if all the evaluations in table 5 will be finished in time. Therefore (the size of the sample) will be defined later on. These projects will be completed with not yet evaluated projects. In the making of the sample the following will be taken into account:

1. Projects that are (or will be) covered by a project evaluation.
2. At least 20% of each type of project: pre and primary education, secondary education, higher education, informal education, adult literacy, investments (infrastructure), capacity building, curriculum development and policy influencing.
3. These projects are chosen in such a way that the following variables: region, year, projects financed through sponsorship and through project support, size of projects and project with and without boarding facilities, are represented in the total sample in the same proportion as in the whole program – see table 1 and 8 as well as annex 2.

Expected results

A final report (digital and hard copy) of a maximum of 50 pages (elaborations can be given in appendices) should be written in English. The report should contain:

- An executive summary of maximum 3 pages;
- A description of the methodology and methods used for data collection in such way that the research is reproducible;
- Findings with regard to each of the evaluation questions;
- Analysis and discussions of the findings, separate from the findings themselves;
- Conclusions and recommendations;
- As appendices: the ToR for this evaluation, a listing of the projects in the samples and a list of all projects and a list of people interviewed.

Depending on the outcomes of the evaluation a presentation meeting will be planned with relevant staff and board members of Woord en Daad. And a presentation may possibly be organized on the partner conference(s) of March 2009.

4. Required expertise

The evaluation team consists of two consultants.

The first consultant, Jenze Fokkema, has the lead in the evaluation. He also has the final responsibility for writing the report. He is asked to conduct the evaluation based on his competences, experience and attitude:

- Knowledge and experience in development work
- Experience with extensive evaluation studies, both desk and field studies.
- Knowledge of and experience with organizational assessments.
- An attitude towards learning and innovation
- Independent, but willing and able to listen to arguments

- Able to compose a clear and concise report.

The second consultant, Rogier van 't Rood, is involved in the evaluation based on his expertise in education:

- Knowledge of and experience in the education sector in Southern contexts
- Experience with evaluations of education in Southern context, including field studies
- Insight in and a clear vision on the possible role of education in development
- A positive-critical-analytical attitude

5. Services to be provided

Woord en Daad will make staff available for interviews, and will provide secretarial support in planning these. The organization will make (some) time available for specific document research. And will make available and prepare all necessary documentation. Which includes the selection of relevant parts from

larger documents, such as annual plans, annual reports, policy documents and field visit reports. This information will be delivered to both consultants as hard copies.

6. Follow up of the evaluation

The evaluation report(s) will be made publicly available on the website of Woord en Daad and will be pro-actively shared with those partner organizations of Woord en Daad that are involved in Education.

7. Planning

The evaluation will be conducted between May and December 2008. The final report will be presented on the 19th of December of this year.

ANNEX 2: Activities of the evaluation team

Period	Activity	Oorganizations/Persons met
2008:		
Week 23	Preparation of meetings Burkina Faso and travelling etc.. Orientation, TOR, specification of questions, study of dossiers of selected partners	Reference group W en D
Week 24	Travelling to and from Burkina Faso- interviews/exchanges with partners of WenD, conclusion session of the partner conference Orientation dossiers, general documentation Preparation of comments on the draft TOR	<u>Partner M Haiti</u> <u>Partner L in Haiti</u> <u>Partner O in Haiti</u> <u>Partner U in Bénin</u> <u>Partner A in Burkina Faso</u> <u>Partner B in Burkina Faso</u>
Week 28	Discussion draft TOR and preparation workplan	Reference group W en D
Week 36	Contract, Orientation and start activities	Staff W en D, Maryse Tanis, Research questions
Weeks 37- 50	Deskstudy	
Week 40	Travelling to and from Nicaragua- interviews with partners of WenD, conclusion session of the partner conference Orientation dossiers, general documentation	Partner K in Guatemala Partner T Colombia Partner P Nicaragua:
Week 42/43	Interviews staff WenD Detailing the approach	Maryse Tanis, Hilda de Vries, Greetje Urban, Cees Oosterhuis, Leen Stok, Geurt Versteeg
Week 45	Discussion on general policy / first findings	Not implemented
Week 46/ 47	Reading /analysis dossiers	
Week 48	Travelling to and from Bangladesh- interviews / exchanges with partners of W en D	Partner R in Bangladesh, partner J in India, partner E in India, partner G in India India, partner I in India, partner S in Thailand, partner Y in the Philippines and partner F in India
Week 49/51	First draft of the report	
2009:		
Week 3, 4, 6	12 th January- discussion on first draft Preparation second draft	
Week 7	Preparation synthesis	
Week 8	19 the February Validation meeting draft	
Week 9	Final reporting and strategic conclusions	

ANNEX 3: List of documents consulted

. Terms of Reference- final version, August 2008

. Evaluations by Woord en Daad and respective partners:

- (Draft) Evaluation Report of Good Samaritan Project India's Health and Education Program, by Shikshangan Foundation
- (Draft) Evaluation report of India Rural Evangelical Fellowship, by ASK, Haryana
- AMG International India, Adult Literacy- evaluation report, 31 July 2007 by Seva Barath
- AMG International India, Fisher Folk Development Project Vaderevu, Andhra Pradesh, 30 May 2007, by LETHA Secunderabad
- Evaluation Report of partner E in India International Education projects in Andhra Pradesh, September 2008, by Rusa department Christian Medical College, Tamil Nadu
- Evaluation Report of partner J in India's Education Programme, March 2008 by Shikshangan Foundation
- (Draft report) Word and Deed (Sri Lanka) Survey, October 2008, by MDF South Asia, Colombo-Sri Lanka
- Evaluation of the Education Program of partner R in Bangladesh, September 2008, by Arijit Kumar Roy
- Progress report 2008, partner T in Colombia Education- Evaluation construction process of the pedagogical model
- Evaluación Impacto Program Educación Reporto Resultados 2008, by I & D
- (Draft) Performance technical report of the Assessment of Educational Project AMG Guatemala, October 2008, Claudia Noemí Monterosso y José Alberto Villagràn
- Report of the evaluation of Educación Christiana, partner P in Nicaragua, October 2007, by Wouter Rijnveld, Evaluation and Research Department W en D
- Project de parrainage, Rapport d'evaluation, December 4, 2007 by Dr. Van't Rood, Rogier et M. Tiemtoré, Oumarou
- Draft Evaluation Report for partner D in Zambia education Program 2003 to 2007, by Chisanga Chibuta & Sunday Chanda, Lusaka, Zambia
- (Draft) An evaluation of the Education Projects of Cotton tree Foundation Sierra Leone (partner C-SL), 2008
- Evaluation des écoles Nosirel Lhérisson de bel Air, de Cité Soleil et Bon Semeur de Titanyen, septembre 2008 Nelson SYLVESTRE for partner L in Haïti

Internal research reports Woord en Daad/ Evaluation and Research Department

- De betrokkenheid van de community bij het primary onderwijs in ontwikkelingslanden, een dossier onderzoek, October 2006 by Lenny Nieuwdorp
- Boarding Schools, why (not)?, September 2007, M.W. Urban Msc

General documentation W en D:

- . Minutes of Education workshops during the 2008 partner conferences in Ethiopia, Burkina Faso, Nicaragua
- . Project Manual Woord en Daad, version Sept. 2005
- . Financial sponsorship Manual, 2008
- . Handboek organisatie Woord en daad, a.o. Beleidsmemos- visiedocument financiële adoptie
- . Jaarverslag/Annual Plan Woord en Daad 2007, Woord en Daad, Gorinchem 2008
- . Annual Reports of the years preceding the evaluation period: 1979, 1981, 1983, 1985, 1992, 1997, 1998, 2000, 2001, 2002

- . Annual Plans- 2004, 2005, 2006, 2007 specifically the Education paragraphs and relevant annexes
- . The W en D MFS Application
- . Aidsbeleid 2002-2005, by Drs. J.P. Ouwehand

Project dossiers

- . 85 education projects of the POs in the sample from 2004-2007, including proposals, appraisals, agreements, financial and physical progress reports and relevant correspondence
- . A selection of files of rejected projects 2005-2007
- . Baseline Survey report. Grafton western Area, Sierra Leone by Prof O.M. Bah (Ph.D) Freetown Sierra Leone 2007
- . Visit reports (internal reporting by W en D staff)

Various websites, a.o. UNESCO, UNICEF, EFA, MDG etc.

General Literature:

- . Beleidskader Medefinancieringsstelsel (MFS) 2007-2010, plus annexes 1 and 2 www.Minbuza.nl
- . Appleton, Philip, and Rogier van 't Rood: *Strengthening of Service Delivery through enhanced Social Accountability and School Governance – Midterm review EC funded programme in Namibia*, HTSPE, London: 2008
- . Castley, Robert, and Rogier van 't Rood: *Support to Education and Training in Swaziland – Midterm review EC funded programme in Swaziland*, HTSPE, London: 2008
- . NRC-Handelsblad: *Op school krijg je tenminste een gratis maaltijd*, November 15, 2008 (page 4)
- . Rood, Rogier van 't: *Empowerment Through Basic Education – a foundation for development*, CESO Paperback no. 26, The Hague: 1997
- . Rood, Rogier van 't: *Project The Vision, Kyambogo University Uganda – Internal Evaluation*, APS / Nuffic, Utrecht: 2003

ANNEX 4: Analysis of conformity of the W en D policy to the MDG and EFA objectives

The eleven main challenges of the MDG's and EFA, and the Woord & Daad educational policies

Challenges	Woord & Daad policies
1. All children in primary school by 2015	<p>Growth of the volume of supported children / students²³⁰: from 45.047 (2004) to 58.098 (2007):</p> <ul style="list-style-type: none"> • Largest growth in Sub-Sahara Africa: from 6.445 in 2004 to 13.859 in 2007 (+ 115 %); • Largest volume in Latin America: 23.972 in 2007 (+ 18.5 % since 2004); • Volume in Asia: 20.267 in 2007 (+ 11 % since 2004); • Since 2007 no supported children / students anymore in Europe. <p>Supported no. of children in (pre) primary education (2004 / 2007):</p> <ul style="list-style-type: none"> • In Africa: 4.360 / 8.945 = + 105 % • In Latin America: 17.007 / 19.279 = + 11 % • In Asia: 11.286 / 11.733 = + 4 %
2. Comprehensive basic learning for youth and adults	<ul style="list-style-type: none"> • Large support to (pre) primary education for children: 58.4 % of education budget • Support to adult literacy and informal education²³¹: 2.8 % of education budget
3. Enhancing empowerment ²³²	<ul style="list-style-type: none"> • Empowerment of beneficiaries is the explicit goal of all educational programming • Stimulating ownership²³³ among partners – ownership is a crucial factor of empowerment • Active participation of beneficiaries in partner organizations is stimulated • Promoting life competencies: self reliance, social mobility, capacity to stand up for oneself, achievement of comprehensive and functional knowledge, skills and attitudes, are in need for further elaborations.
4. Transmission and enrichment of cultural/moral values	<ul style="list-style-type: none"> • The cultural context is an integral part of all programming • Through participation of beneficiaries in partner organizations, and an open dialogue between partners and Woord & Daad, the specific cultural contexts are embedded in the programming • Christian values are the starting point and reference benchmarks for all activities, and are transmitted in all programmes (without exclusion of others), ensuring an enriched social and cultural environment, with a special focus on critical self reflection in relation to responsible attitudes and behaviour

²³⁰ Includes all levels of education – beneficiaries are selected from poorest families

²³¹ Day care centres

²³² Definition of *empowerment*: People take control over their own lives and resources (Rood, Rogier van 't, 1997: 13; also see level 4 analysis).

²³³ There is no ownership without empowerment. This implies that there can be ownership only, if people / organizations have achieved appropriate and comprehensive life skills: they understand what to do, the purpose of their task(s), and how to implement their activities effectively (Rood, Rogier van 't, 2008: 14).

5. Development of innovative practices	<ul style="list-style-type: none"> Effectiveness and efficiency are explicit core values in long term programming and in programme monitoring; this could include support to the development of functional innovations if relevant, but this is taking place very sporadically and is not part of W & D policies Positive exception: partner A IN BURKINA FASO has presented the so-called "<i>speedschool</i>"²³⁴ (children around 10 years old receive a crash course, enabling them to enter in higher primary classes, to continue with their peers)
6. Gender equity (girls and women)	<ul style="list-style-type: none"> At micro levels (beneficiaries) explicit attention for the roles of girls and women in development, especially through literacy courses for women At meso levels (project) attention for gender disparities wherever functional and relevant Gender equity as such is not an explicit element in W & D policies (macro level)
7. Special attention for the disabled and children at risk ²³⁵	<ul style="list-style-type: none"> Special educational projects (VET) for children at risk (for instance street children)²³⁶ Projects strongly promote access of OVC's; this support however, is fully depending on partner initiatives and not an explicit element in W & D policies
8. Promotion of participatory approaches ²³⁷	<ul style="list-style-type: none"> In educational projects the participation of the beneficiaries is stimulated Participatory methods and approaches are not promoted nor implemented, as these are not an explicit element in W & D policies
9. Efficient retention and completion rates	<p>Completion rates (W&D norm = 85 %):</p> <ul style="list-style-type: none"> Net overall primary completion rate (2006): 89.7 % Net overall secondary completion rate (2006): 85.3 % It appears to be very difficult to extract comparable retention figures from the documents available
10. Contextualisation of the curriculum (and promoting mother tongue as language of instruction)	<ul style="list-style-type: none"> The cultural context is an integral part of all W & D educational programming, but: <ul style="list-style-type: none"> W & D partners are generally not involved in curricular issues W & D partners generally follow governmental regulations
11. Partnerships / coordination on educational reform (government plans, PRSP's ²³⁸ , education SWAP's ²³⁹ , other NGO's / civil society)	<ul style="list-style-type: none"> Projects need to be complementary to other initiatives in the same area, and be embedded in existing functional structures, without dysfunctional duplications PRSP's and / or education SWAP's are referred to, wherever relevant Civil society cooperation is encouraged

Source: Consultants Mr. Jenze Fokkema and Mr. Rogier van 't Rood 2009

²³⁴ A formula developed by the Norwegian Stromme Foundation with its counterparts in several West African countries

²³⁵ Disadvantaged communities, minorities, street children, orphans, etc.

²³⁶ Most programming for children at risk under the Woord & Daad Labour and Income Programme.

²³⁷ A *participatory approach* is emphatically learner centred. It takes the various views of the learners as a starting point: their comprehensive knowledge, experiences, motivations, values and attitudes.. Through a reflective process awareness is raised about their roles, rights and responsibilities: the start of a process of *empowerment*. In other words: not the knowledge to be achieved (= *interactive approach*) is the starting point for achieving empowerment, but the existing views among the learners (= *participatory approach*) (Rood, Rogier van 't, 2008: 65).

²³⁸ Poverty Reduction Strategy Plans

²³⁹ Sector Wide Approach

Conclusions: Woord & Daad policies for the education sector score more or less positively on all of the eleven main challenges of the MDG's and EFA.

ANNEX 5: Illustration of indicatorsheet for Primary Education and Literacy Training for the three strategies

Progress report / monitoring sheet - PERIOD:.....

Project:

Country:

Organization:

Project number:

Amount approved:

Project period: April 1, 2007 - March 31, 2008

Result code	Primary / Elementary education	2007	
		Planning	Realisation
1.1.1	<i>Direct poverty reduction</i>		
a	Number of pupils in the project/program*		
b	Number of girls*		
c	<i>Percentage</i>		
d	Number of pupils in the examination class*		
e	Number of pupils who passed their examinations*		
f	<i>Percentage</i>		
g	Number of graduates who moved up to secondary education		
h	<i>Percentage</i>		
i	Number of graduates who moved up to VET (Vocational Education and Training)		
j	<i>Percentage</i>		
k	Number of pupils who promoted to a next class*		
l	<i>Percentage</i>		
m	Number of drop-outs (including those who do not come back to school after holidays)*		
n	<i>Percentage</i>		
o	Number of teaching staff		
p	Number of teaching staff who followed a refresher course and/or extra training		
q	<i>Percentage</i>		
r	Percentage of parents who are satisfied (in a survey)		
1.2.1	<i>Civil society strengthening</i>		
a	Parents communicate with the school; they are involved in parent meetings, volunteering work, etc.	yes/no**	yes/no**
b	Parents participate in policy influencing activities (school board/committee, parent-teacher-association, etc.)	yes/no**	yes/no**
c	Parents contribute financially	yes/no**	yes/no**
d	Communication with local actors (like government, churches, CBOs etc.) about each others complementary roles takes place	yes/no**	yes/no**
e	Specific cooperation (at least one particular activity) is realised with another local actor (like government, churches, CBOs, etc.)	yes/no**	yes/no**
1.2.2	Do you cooperate with other organizations in a network on educational quality / relevance?	yes/no**	yes/no**
	<i>Policy influencing</i>		
1.3.2	Local advocacy with regard to educational issues/sustainability is part of the project/program	yes/no**	yes/no**

* Please specify numbers per school, per grade and per sex (and for *result code m* also per reason of drop out) in your progress report ** If yes, please explain in your progress report

Progress report / monitoring sheet - PERIOD:.....

Project:

Country:

Organization:

Project number:

Amount approved:

Project period:

Result code	Literacy courses	2007	
		Planning	Realisation
1.1.4	<i>Direct poverty reduction</i>		
a	Number of participants in the course		
b	Number of female participants		
c	<i>Percentage</i>		
d	Number of participants in the final part of the course (if longer than one year)		
e	Number of participants finishing the course succesfully		
f	<i>Percentage</i>		
g	Number of participants who promote to a next level (if applicable)		
h	<i>Percentage</i>		
i	Number of participants who participate until the end of the course		
j	<i>Percentage</i>		
k	Percentage of (ex)participants who are satisfied (in a survey)		
1.2.1	<i>Civil society building</i>		
c	The targetgroup contributes financially	yes/no**	yes/no**
d	Communication with local actors (like government, churches, CBOs etc.) about each others complementary roles takes place	yes/no**	yes/no**
e	Specific cooperation (at least one particular activity) is realised with another local actor (like government, churches, CBOs, etc.)	yes/no**	yes/no**
1.2.2	Do you cooperate with other organizations in a network on literacy?	yes/no**	yes/no**
	<i>Policy influencing</i>		
1.3.2	Local advocacy with regard to educational issues/sustainability is part of the project/program	yes/no**	yes/no**

** If yes, please explain in your progress report

ANNEX 6: Empowerment and ownership; the concept

Empowerment aspects

In general educational projects or programmes strive towards self-control of the clients (stakeholders and beneficiaries) over their own lives and resources. This process helps them to improve their competences in order to relate themselves effectively and satisfactorily to their surrounding social, cultural and economical environment, according to their needs and possibilities. Thus, this process supports their *empowerment*, since empowerment could be defined as *the ability of people to direct and control their own lives and resources: the ability to take their lives into their own hands*²⁴⁰. Woord en Daad uses empowerment in a general sense, meaning that the target group and individuals arrive at taking initiatives, decide on their future and do have more and better control, which is in line with this definition of empowerment.

The general goal of striving towards peoples' empowerment needs some elaboration²⁴¹. If we look at the concept of empowerment, we can identify three main aspects: the economic, the cultural and the social/psychological/physical aspects. The contents of these aspects play a major role in the evaluation effort, in assessing the quality and effectiveness of the implementation of the educational program.

- A. The economic aspect of empowerment is related to learning, work and labour. This aspect describes the daily activities that people take care of. Caring people are able to learn and/or to work: learning for future purposes, work (labour) in order to obtain a fair income for themselves and for the others who depend on them, domestic work also for the fulfilment of their household and care-related tasks at home, and work for cultural welfare (like theatre, music, dance, arts, storytelling, etc.). Therefore, this aspect could be called *the aspect of care: the hands* of empowerment.
- B. The cultural aspect of empowerment is related to values and beliefs. Responsible people are aware of their legal rights and duties and have the ability to fulfil them according to their own needs and the needs of those whom they work and live with. On top of that, empowered people show the capability to reflect critically on their own motivations, values and beliefs, and they are fully accountable for them. Therefore, this could be called *the aspect of responsibilities: the head* of empowerment.
- C. The social, psychological and physical aspect of empowerment is related to well being. For well-being, every person needs a safe environment, meaning an environment in which they are able to fulfil their security needs for food, shelter and health, and in which they do not have to fear violence by a misuse of position and power: torture, mutilation, sexual harassment, maltreatment, intimidation and mobbing, or discrimination (on the basis of gender, ethnicity, age, disability, social position, etc.). Safe people are self-confident and have obtained a strong self-esteem. Therefore they are able to communicate in a safe way, enabling them to safeguard a safe environment for themselves and for the others whom they work and live with. Therefore, this aspect could be called *the aspect of safety (or: security): the heart* of empowerment.

Competencies and learning

Empowered people are able to direct and control their own lives in a caring, a responsible and a safe way. They organise themselves and they express themselves in a way that creates a caring, responsible and safe environment for themselves and for the people whom they learn, work and live with, and who sometimes depend on them. This may include

²⁴⁰ Schrijvers, Joke, in: Rood, Rogier van 't (1997).

²⁴¹ Rood, Rogier van 't (1997)

children, old people, sick or disabled people, but also partners, friends and family, pupils, subordinates and colleagues. Those are the necessary skills required by every human being to fulfil the job called life.

For transforming their environment to solve problems or face challenges, people need to organise themselves (alone and/or together with others). In this view *self-organization* is an important indicator of empowerment: if and when people are capable of organising themselves in order to work towards self-identified goals and objectives, and when they are also capable of mobilising the necessary physical and/or human resources, they have started their own empowerment process.

This capacity includes necessary mental achievements, like self-respect, self-esteem, self-confidence and effective self-expression. In this view, fruitful self-organization is to be implemented in the economic, the cultural, the political, the social and physical dimensions of life.

Indicator for empowerment

Self organization in a caring, a responsible and a safe way is an indicator for empowerment.

By self organization we mean the following:

1. Identification of a task (problem/challenge);
2. Assessment of goals/objectives;
3. Development of a strategy;
4. Mobilisation of resources (human, physical and financial);
5. Implementation of the strategy;
6. Reflection on results (monitoring and evaluation): be accountable, learn and make improvements.

Empowerment implies (among other issues) a capacity for self reflection and accountability. It is necessary therefore to support capacity building of stakeholders through the achievement of empowerment (and ownership). Today it does not need any further proof to conclude that the most effective way of achieving empowerment is by using participatory approaches

This pedagogical approach is emphatically learner centred, aiming at enforcing learners' self-esteem, self-confidence, self-expression skills and the development of a positive and realistic self-concept (self-image), and thus aiming at enhancing (individual) empowerment and the capacity to organize one-self for future tasks. Furthermore this approach aims at creating an environment which allows respect for characteristic and sometimes differing cultural features. Facilitators try to accommodate and support every individual learner and its specific needs and possibilities. Most participatory methods are based on the ideas of Paulo Freire and have been developed further (also see appendices 3

Indicators

Taking the competence of self-organization as the principal indicator for empowerment, it should be possible to develop more specific and comprehensive indicators for the project, which assess the support to the process of achieving empowerment and the achievement of empowerment itself, on the basis of the following (synopsis of the most relevant empowerment related recommendations):

1. *Self organization in a Caring way:*
 - Organise work and income
 - Organise the development of leadership
 - Organise learning & awareness (also among implementers)
 - Organise regular meetings & cultural activities

2. *Self organization in a Responsible way:*

- Organise accountability & reflexivity
- Organise rights & duties, based on shared norms & values
- Organise maintenance & ownership (incl. becoming self-reliant)
- Organise co-operation, linkages & dissemination

3. *Self organization in a Safe way:*

- Organise sensitivity on gender, on minorities, on the environment, on (preventive) health care issues, etc.
- Organise learner centred / competence based / problem oriented approaches
- Organise appropriate physical infrastructure
- Organise safe communication
- Organise parental / community participation

Two types of indicators on empowerment should be developed:

1. At the project level: for assessing the implementation of preconditions for achieving beneficiaries' empowerment
2. At the beneficiary levels: for assessing their (growing) competence to solve various types of problems / face challenges (could start at the primary level already)

It is obvious now, that learner centred/competence based/problem oriented and participatory approaches are a prerequisite for achieving empowerment, since raising awareness, reflection capacities, sensitivity, etc., and finally the competence to solve problems, are essential parts of the process of achieving empowerment. Therefore traditional teacher centred approaches need to be reconsidered²⁴².

Ownership

Moreover, there cannot be ownership without empowerment. This implies that there can be ownership only, if people have achieved the life competences of care, responsibility and safety in a comprehensive manner: they understand *what* to do, the *purpose* of their task(s), and *how* to implement their activities. If one or more of these three aspects are missing, people (and organizations) did not achieve ownership over their tasks yet. As a result the outcomes or results of their activities will be less effective. On the other hand, the sustainable impact of projects will raise significantly when the process of achieving empowerment becomes the core issue²⁴³.

²⁴² Appleton, Philip, and Rogier van 't Rood (2008)

²⁴³ Appleton, Philip, and Rogier van 't Rood (2008)

ANNEX 7: Key concepts : Participatory approaches and learner centred approaches in education

1. Participatory approaches²⁴⁴

Paul Freire (Recife, Brazil 1921 – São Paulo, Brazil 1997) said it outspokenly: "(...) *education is cultural action for freedom and therefore an act of knowing and not of memorization. This act can never be accounted for in its complete totality by a mechanistic theory, for such a theory does not perceive education in general and adult literacy in particular as an act of knowing*" (1974:13). This knowing, according to Freire, implies that every person has a need to transform of the environment. Ones own environment, which may appear to be unchangeable and which can sometimes alienate one from one's deepest wishes and needs. Because, in this case, the environment is shaped from the top down, without appearing to allow one to have influence on it. Thus one can become a weak-willed instrument working for the benefit of the interests of others. Others, who do have some power or influence and can therefore influence their environment (1974:14).

Those others can be parents, but also employers, civil servants, teachers, traditional leaders, etc. In any case, they are people who can influence others because of their position. An influence which sometimes runs contrary to the interests of those whom they are influencing. Those in high places, consider it in their interest to maintain the status quo. This can best be done by impressing upon the subordinates, the static situation is an unchangeable given. The thus created static view of the world hinders the promotion of one's own interests: after all, one's own environment is presented as an unchangeable factor. "Alienated man is a nostalgic man, never truly committed to his world. To *appear* to be rather than to be is one of his alienated wishes" (1974:14, italics RR). The alienated man seemingly adjusts, but is not truly an intrinsic partner in his own environment and is therefore not in a position to change that environment, i.e. to transform. What is required is knowing, an insight into the causes of the status quo, linked with an insight into ones own wishes and needs. Knowing that the causes are cultural, because they are determined by people and that culture is therefore changeable. This insight can lead to the transformation of one's own environment, of the existing cultural context. Change for the benefit of one's own expression, for the benefit of liberation from subordination and the apparent adjustment connected to it. The knowing man has become aware of his influence and possibilities, and the need for transformation in order to create room for this.

Every form of education, be it informal learning through parents and traditional frameworks, or through the path of formal schooling, creates an image, an interpretation of man and his world. If the learning process goes well, considered from Freire's approach, this will lead to the awareness that "The process of men's orientation in the world involves not just the association of sense images as it does animals. It involves, above all, thought-language; that is, the possibility of the act of knowing through his praxis, by which man transforms reality" (1974: 21).

In Freire's view, education is "cultural action for freedom" (1974). This places a heavy task upon the shoulders of those who are initially responsible for learning processes. Leaders, parents and teachers. A task which also requires insight into their own motivation, in addition to insight into how to present this type of education. This is quite demanding. The latter point, however, has received much attention from educationalists such as Freire. In any case, one cannot speak of good education in Freirian terms, if and when merely mechanical transfer of knowledge is taking place ("memorization", "a mechanistic theory", see above). Knowledge learned by heart is necessary, but should not be left at that.

Illiterates, often and increasingly live on the edge of their society, in a rapidly modernizing world. They must use all their strength and resourcefulness to survive in an environment upon which they do not seem to have any decision-making influence. A resourcefulness, which is admittedly sometimes astonishingly effective, but which usually

²⁴⁴ Rood, Rogier van 't: 1997.

leaves existing power relations essentially untouched, and is therefore, not more than an apparent adjustment. They lack the power, the insight and the knowledge (the tools and the skills to deal with this) to adequately anticipate the course of the rapidly changing world around them. Anticipation, resulting in bringing the process of transformation into motion, a shift in power and influence. There is often a lack of assertiveness, the ability to verbally defend and negotiate in favour of one's own interests. This requires that the words should connect with the perceptions of all those involved. As long as this is not achieved, they will continue to live on the 'periphery' of their society, a concept coined two decades ago and which is still useful as a general determinant of position.

In many Southern countries, but increasingly also in metropolitan areas of Northern industrialised countries, an ever increasing group of powerless and marginalized people is being formed. Often this group makes up the majority of the population. They have no access to a regular income, to medical care, to education, to reasonable living standards, or to a better future. Although, many of them, amazing though it may seem, succeed in maintaining minimum living conditions for themselves and their dependents, there is an additional ever increasing group for whom the only way out is to take a cynical view to survival: drugs, boredom, violence, crime and prostitution. Unacknowledged feelings of inferiority, bring them to translate their feelings of powerlessness and anger into forms of violence. This could colour the future of many more illiterate or barely educated people, as long as no sustainable measures are taken with and for them, offering a way out of this dead-end street. Following, Freire, here, illiterates are considered people who do not understand the power of the word (1970:13-14). They often cannot read or write, but even if they could (to some extent), they would not be sufficiently capable of using that skill in a way that would be recognised by the centre. Thus, they would not have the positive self-image and self-confidence they need to organise themselves in order to improve their position. These qualities are essential for defending ones interests in front of a centre that does possess the power of the word and that can use it to secure its own interests. A centre which is regarded with a mixture of loathing and admiration. Purpose should be the ability to truly choose, to actually live. To be able to meet the surrounding world with insight and self-confidence.

Reading is a tool with which you can learn from others, learn about developments in society. Writing is a tool with which you can react, to let others know that you exists with your own priorities and perspectives. Acquiring these tools, however, does not teach you how you can react adequately. Adequately, in terms of your own existence and assertiveness. In order to be able to anticipate adequately, it is necessary that you know and understand your own position and possibilities in relation to your environment. An environment has various layers: domestic and outside, with different levels and possibilities of influence. That is why other tools, besides reading and writing, are essential in order to escape from the marginal position of an illiterate. Tools that assist in building up self-confidence through insight into the power of the word and tools that contribute to building up a reasonable existence in an ever changing environment. Collectively, these tools provide one with the opportunity to acquire basic skills, in order to become a functional part of the surrounding world. Learning within basic education can be a dynamic process. A process which does not stand on its own, but rather, is part of the surrounding world and the dynamism that goes with it, from the word go. Basic education can provide the participant with the opportunity to acquire skills that will make him or her part of society, a participant who is capable of choosing and who can function in a dynamic environment.

Participatory basic education provides people with a tool box: a box full of comprehensive tools necessary for acquiring new skills. Skills to develop strategies and power in order to escape from the periphery. Basic education provides people with the opportunity to acquire 'empowerment'. As such, literacy as a part of basic education, is not an goal in itself. It is an essential component of the tool box that offers people the opportunity to liberate themselves from their often increasingly deteriorating living conditions. A tool box that offers a prospect of acquiring the role of an active participant, instead of a spectator; a functional participant in his or her own economic, social, political and cultural environment. A tool box for constructing one's own personal education map.

2. Learner Centred Approaches²⁴⁵

It appears that there are some general misunderstandings about the issues of *child friendly* and child or *learner centred* approaches in education (competence based learning, problem solving approaches, etc.). Many educational professionals in formal education tend to think that child friendly is more or less the same as child centred. Therefore it is important to make a clear division between these two approaches:

- *Child friendly approaches*: the teacher behaves in a safe and respectful manner towards the children, regardless of their gender, without any abuse or physical punishment. The children feel safe, encouraged and happy in school; their performances improve gradually and the drop out rates decline.
- *Child centred approaches*: the teacher challenges the children in a safe and respectful manner to develop (together and individually) their own solutions to problems given, thus encouraging co-operation, the development of life skills, their analysing power, and their capacity to organise themselves. The children feel safe, encouraged, happy and empowered in school, and have more fun; their performances rise significantly and the dropout rates decline even more.

It is a general assumption that education should teach the pupils or students (boys and girls) how to participate effectively and satisfactorily in their society. In other words: education should teach them how to become a *responsible* person, who takes the obligation to be accountable for relatives, for the development of the society, and for the maintenance of the environment. It also teaches them how to achieve appropriate living conditions and health, hence helping them to *care* for themselves and for those who are depending on them, like elderly people, children and the disabled. Finally it teaches them how to create *safe* living conditions, through honest, peaceful and righteous attitudes and behaviour.

In order to enhance the life skills competencies (or values) of responsibility, care and safety, it is necessary to make the pupils acquainted with real life situations, hence strengthening their problem solving capacities. For solving problems it is necessary to organise oneself. Through processes of self-organization people learn to deal with problems in a satisfactory manner. This can only be achieved through child-centred approaches: the child friendly approach might still be teacher centred and knowledge based, while the child centred approach is empathically problem and process oriented. The children learn themselves to analyse a problem, to develop strategies and to mobilise resources to solve them, and to evaluate the outcomes critically. This way they strongly enhance their life skill competencies. In other words: they learn how to empower themselves. Empowerment is understood here as a process by which people learn to achieve control over their own lives and resources, through self-organization.

In for instance Burkina Faso the government, assisted by international donors and within the context of the existing educational SWAP²⁴⁶, is stimulating the introduction of child centred approaches in primary education ("*la pédagogie convergente*"). This could quite well happen in other countries as well. It is also reported²⁴⁷ that in India the overall quality of primary education is very low and teacher centred. W & D partners therefore, should be challenged and enabled to support initiatives towards a more child centred pedagogy in their own schools and in affiliated schools.

²⁴⁵ Rood, Rogier van 't: 2003.

²⁴⁶ SWAP: Sector Wide Approach (international donor coordination in a specific sector, in cooperation with the government), linked to budget support

²⁴⁷ NRC-Handelsblad: November 15, 2008

ANNEX 8: Example selection criteria and weighing factors

Subject of assessment	Assessment factor	Assessment points	Actual points
Family background	Total orphan	5	
	Single parent	3	
	One parent terminally ill	3	
	One parent disabled	3	
	None of the above	0	
Family size – number of school going children	More than 5	3	
	3 to 5	2	
	Less than 3	0	
Land holding of parents	Involved in casual labour (with or without land that cannot be used for agriculture)	5	
	Tenant farmer (< 5 acres)	4	
	Marginal farmer (<2.5 acres)	3	
	Small level farmer (< 5 acres)	2	
	Middle level farmer (>5 acres)	0	
Or: Employment	One or both parents have a job	2	
	One or both parents works for govt.	0	
Household monthly income – total of all earning members ²⁴⁸	below Rs. 3,000	4	
	Rs. 3,001 to 5,000	3	
	Rs. 5,001 to 6,000	2	
	Rs. 6,001 to 8,000	1	
	Above Rs. 8,000	0	
Debts incurred by family	More than Rs. 20,000 or land mortgage	4	
	Rs. 10,000 tot Rs. 20,000	3	
	Less than Rs. 10,000	2	
	None	0	
Education level of parents	Father and mother illiterate	4	
	Both parents not studied beyond class 5	3	
	Both parents not studied beyond class 10	2	
	1 or both parents studied beyond class 10	0	
Type of housing	Thatched roof mud walled house	4	
	Brick house / concrete walls built by government	4	
	Thatched roof brick walled house	3	
	Tiled roof brick walled house	2	
	Concrete roof house	1	
Assets	Do not own any cattle	3	
	Own 1 or 2 cattle	2	
	Own 3 or more cattle	0	
TOTAL POINTS ASSIGNED:			

Source: project evaluation report 65.94.001 (example from India)

Category I: less than 9 points (doing very well)

Category II: 10-15 points (quite good)

Category III: 16-21 points (managing)

Category IV: 22-27 points (poor)

Category V: 28-34 points (very poor)

This idea could also be adapted to assign separate marks for economic and social poverty.

²⁴⁸ Note: this is assessed by assessing the expenditures as this gives a more realistic picture than assessing income directly. The assumption made is that income is at least equal to expenditure.