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**Basic education
A joint evaluation of the programmes
of Plan Netherlands and NOVIB**

Synthesis report

April 2004

E d b u r g h consultants

Foreword

This evaluation report assesses the basic education programme of Novib and Plan Netherlands. The evaluation is the first of a series of six evaluations that will be organised during the period 2003-2006 by the MBN, the Network of Co-financing Agencies in the Netherlands. The general purpose of the MBN-evaluations is quality assurance and quality enhancement of the Co-Financing Programme (CFP).

The MBN has commissioned the task of assessing the quality of process and results of the evaluation studies to an external Evaluation Reference Group (ERG). The assessment of this evaluation is attached to the document (annex 1).

Both Novib and Plan Netherlands agree with the observations made by the ERG on the report and the process of this evaluation. In accordance with the advice of the ERG, both organisations have decided to publish this synthesis report as an internal learning document. We are of the opinion that in spite of the critical observations, the synthesis report provides ample reference points for further policy development and internal learning: by Novib and Plan separately, but also jointly within the CFP-policy framework.

Novib and Plan Netherlands will jointly undertake the following follow-up activities:

1 Production of a Position Paper on Novib and Plan Netherlands' contribution to Basic Education to be presented at the meeting with the Ministry of Foreign Affairs and its education experts in September. This paper will elaborate on some of the main conclusions and recommendations of the evaluation and show how Novib and Plan Netherlands are planning to take up the recommendations of this evaluation in the near future through mutual learning and co-operation. Further, it will present different practices of both organisations, which illustrate the value of Novib and Plan Netherlands' programmes within the context of the MFP policy framework.
2 An MBN-learning event will be organised to accumulate input and sharpen vision for this Position Paper of Novib and Plan.
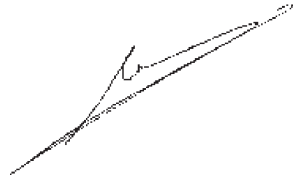
Apart from plans for joint follow-up, both organisations have their own challenges to face. For Plan Netherlands the major challenge is the development of its policy on the external, socio-political issues related to education. Novib will concentrate its efforts on the systematisation of the experiences of partners related to the external and internal effectiveness of their education programmes. The lessons learnt will be a major input for further policy development of both organisations on Basic Education.

Further, both organisations will take the results of the joint evaluation further within their international networks (Plan International and Oxfam International). Plan Inter-
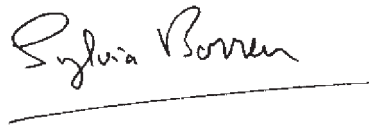
national shall discuss the outcomes of the report during a technical meeting of Plan education specialists in Paraguay. The same applies for Novib. The outcomes will be discussed in the near future in linking and learning among Novib alliances, such as the Global Campaign for Education (GCE, in which both Novib and Plan participate) and Oxfam.

Finally, lessons have been drawn from the review of the evaluation process. The MBN Evaluation Working Group will take these up in the revised Plan of Approach for the other MBN-evaluations. This Plan of Approach outlines the quality criteria to which the MBN organisations want to adhere, not only with regards to the CFP-evaluations but also with regards to their overall evaluation practice. This revised Plan of Approach will be send to the Ministry of Foreign Affairs and IOB by mid 2004.

We would like to thank all those that have been involved in this evaluation for their co-operation, especially the partner organisations and country offices of Novib and Plan Netherlands in the five visited countries.

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Executive summary

This joint CFP-Programme Evaluation of basic education was commissioned by Plan Netherlands and Novib. Its purpose was to contribute to safeguarding and enhancing the quality of the programmes of Co-Financing Agencies (CFA's in Dutch).[1] It is part of a sequence of joint CFP-evaluations, a common quality assessment system of the CFA's.

The objectives established in the Terms of Reference (ToR) were to examine the way in which Plan Netherlands and Novib put into operation the CFP policy framework for basic education and to assess the way in which Plan Netherlands and Novib contributed to the achievement of the Education for All initiatives of Jomtien and Dakar. At the same time the evaluation was to review the extent to which chosen strategies have been effective in achieving Plan Netherlands's and Novib's objectives for basic education and to learn lessons which will assist both Plan Netherlands and Novib to improve their performance. It was to be a formative evaluation intended to draw lessons from the analysis of the policies of both CFA's and their implementation in the field.

In commencing the evaluation a team of Edburgh consultants prepared an overall study format and approach including the conversion of the research questions, part of the ToR, into indicators and undertook field studies to 15 Plan Netherlands and Novib supported basic education programmes in five countries on three continents. The over-all purpose of the field studies was to assess and compare the policy frameworks with the realities on the ground. The exercises also focused on the manner in which the programmes' stakeholders at different levels of the aid chain related to each other.

The field operations of both CFA's share a common focus in so far as they target impoverished, marginalised and often demoralised groups. They both aim to strengthen, bring forward and empower these communities. At the same time the variation within their programmes was seen to be wide, as the programmes they support are directed at formal, semi-formal and non-formal basic education activities of children and adults of many education levels.

The main findings were that the role of an international forum such as EfA is seen as a source of policy indications. For both Plan and Novib the international forum is an important source of development discourse, policies and strategies. The development discourse it generates is a source of ideas and viewpoints. The ambitions established by EfA require haste. The target year of 2015 is very close as education reform takes

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1 CFP is the Dutch acronym for the Co-financing Programme of the Netherlands.

at least a generation (15-20 years) to succeed. Both base their basic education policies in the strengthening of Civil Society, but in the case of Plan this is the local community whereas in the case of Novib it is the organisations of the social sector as well. The latter strategy is better geared to the urgency of improvement of basic education.

Further, Plan Netherlands's programmes were more closely focused on was more directed at perfecting its educational interventions, while those of Novib's partners were more outwardly, socio-politically orientated. Plan Netherlands has defined its educational strategies more explicitly than Novib. The latter CFA is more inclined towards the strengthening of civil society organisations within the basic education sector, while Plan Netherlands directs its attention towards strengthening the internal cohesion of its communities of operation around its educational activities. Both endeavour with some success to build a close relation to the ministries of education they have to work with, although from different vantage points: Plan Netherlands by demonstrating its technical-educational proficiency and Novib's partners by using the success of their basic education activities as social mobilisation operations. Either approach may, on a national level, have positive advocacy results, but on the whole this often depends on conditions outside the sphere of direct influence of the CFA Country Office (in the case of Plan) or partner organisations (in the case of Novib).

The field studies established that on the whole the Country Offices and partner organisations in implementing their programmes did have a limited success in alleviating the poverty situation of the target populations and that they had some impact on strengthening the civil society. At the level of the communities they had increased access of the different participant categories to basic education, especially of women and girls. Generally, the participation of women and girls in the Plan and Novib programmes generally clearly show a rising tendency, often up to parity of access or even higher. In terms of quality factor it was observed that gender subjects are treated in most programmes and that gender awareness is growing among students, teachers and parents.

The focus of the programmes considerably raised the educational quality of the basic education interventions undertaken. At the national level they were involved in civil society strengthening activities and in many instances had succeeded in exerting some leverage on the policies of the central governments, especially those pursued by respective ministries of education.

The influence these CFA's exert on the policies and strategies of their Country Offices and partner organisations is indirect, as the latter tend to be immersed into a context, which requires them to make considerable efforts to lead their programmes to success. The pressures both organisations and their partners bring to bear in achieving such success reflect policies and strategies, which are in agreement with the mainstream international development discourse on educational policies.

Both CFA's are recommended to pay attention to the culture change side of basic education interventions, to verify whether this culture change is really 'internalised' in the teaching staffs of their programmes and whether the participation of minority groups in the programmes means that they are accepted as cultural minorities. Both CFA's should prepare themselves to resistance to basic education improvement and

innovation from the side of the 'host' government. They should start the 'systematisation' of their innovative basic education processes, and they are recommended to manage differences between internal and external effectiveness in evaluation of their own activities. (External effectiveness refers to the social objectives an educational intervention is supposed to achieve. Internal effectiveness looks at the attainment of the educational objectives of an educational intervention.)

Plan Netherlands is recommended to dedicate attention to the institutional strengthening of the Country Offices, to take into account that the CFP funded programmes are tailor-made and that this requires a more flexible and direct communication between the National and the Country Organisations than exists today. In its interventions the urgency should be reflected of the actions needed to achieve the EfA objectives in time.

Novib is recommended to define its educational-pedagogical policies in line with its socio-political objectives and to enhance its staff capacity with these policies in mind. It should accompany the scaling-up of its activities with an increased institutional capacity strengthening strategy and a policy, which keeps allowing for the implementation of small and innovative pilot projects. It should interpret its rights-based policies in such a way that it implies duties to the participants of its interventions as well as the right to basic education. Such policies have to be complemented by duties. Parents should be encouraged to do their utmost to send their children to school and to support them in their education.

Both CFA's should realise that the successes of their interventions depend on conjunctural and political culture characteristics of their 'host' countries on which they can exert only a very limited influence.

1 Introduction

The purpose of the Plan Netherlands and Novib International evaluation of basic education is to contribute to safeguarding and enhancing the quality of the programmes of Co-financing Organisations (CFA's in Dutch). The system of the joint Co financing Programmes (CFP) evaluations is part of the common quality system of the CFA's.

Up until now, while education is recognised to be an important sector for Plan Netherlands and Novib in their strategy for sustainable poverty alleviation, the education sector of the Gemeenschappelijk Overleg Medefinancierings organisaties (CFA) partners has been somewhat under-exposed in the programme evaluations,. Although both organizations share the same overall objectives and general principles regarding education and development, Novib and Plan are well aware of the fact that the organisational set up and strategic orientation of their education programmes are quite different and that without a thorough analysis and comparison of the programmes, a joint scope of evaluation would be difficult to define. For this reason, an Inventory Study[2] was carried out to get a good picture of the scope of the programmes and projects of each organisation on basic education. Furthermore, a Master Terms of Reference for the evaluation was prepared.

The Inventory Study was based on a desk study of the policy papers and the reports submitted by the CFA's. Based on this information, the effects of the *intended* interventions resulting from the formulated policies and strategies were evaluated. The Inventory study describes how the interventions focus on the two core elements of basic education policies that the two CFA's have in common:

1 the improvement of access to basic education; and,
2 the improvement of the quality of basic education.

The study investigated the expected effectiveness and efficiency with which these policy goals were pursued, taking into account internal and external factors; particularly the partnership policies that were implemented and the attempts to obtain synergy between the three strategies (1) direct poverty alleviation, (2) civil society development and (3) lobby and advocacy. All of the factors that contributed positively or negatively to achieving these goals, and the intended and unintended results, were included in the study.

Emphasis was also given to the gender approach and the struggle against the spread of HIV/AIDS. The latter was included in the policies of the CFA's because of its consequences for access to basic education, especially in Africa, and it relationship with

2 Nuffic (July 2003). Report on the Inventory Study of the Basic Education Programmes of Plan Netherlands and Novib/Oxfam.

their gender approach. The characteristics of the approaches used to pursue these objectives were also included in the subjects of the study. These were:

- The use of the private (non governmental) channel;
- The aid-chain approach and the counterpart policy;
- The building up of Civil Society; and,
- The concentration on deprived minority groups.

According to the Inventory Study, it should be possible to evaluate the realisation of these policy and strategy intentions by means of a field study, although several pitfalls were mentioned. These pitfalls included the fact that the CFA policies, in so far as they are derived from the CFP framework, were established after the implementations in the field: the projects and programmes that were to be evaluated. Another pitfall was that the field activities studied were strongly mixed with or influenced by, funding from other sources. This made it difficult to attribute any results exclusively to investments originating from the CFP. In addition to the general problem of attributing success to specific development interventions is the fact, of which the evaluators were keenly aware, that contextual economic, social, cultural and political factors will influence the achievement of any international development intervention.

This CFP programme evaluation on education consists of individual evaluations at the level of Novib and Plan Netherlands, and a subsequent synthesis based on the two evaluations. The individual evaluations had no specific ToRs. They were developed within a common framework. It was available to each CFA to add additional research questions to the ToR. Novib made use of this possibility.

The focal research question of the joint programme evaluation as applied by the evaluators is:

> What are the results achieved on basic education with respect to both scope as well as outcome for the target group.

This question, according to the ToR (p. 4) is treated with reference to the policies applied by the programmes of both organisations. Therefore, this study is not an evaluation of the programmes per se. Rather; it focuses on the policy and strategic levels:

- To assess the way in which Plan Netherlands and Novib have operationalised the CFP policy framework in the area of basic education between 1995 and 2003.
- To assess the way in which Plan Netherlands and Novib contributed to Education for All (following on the World Declaration on Education, Jomtien 1990 and on the Dakar Framework for Action, 2000)

(On the Operational level):

- To assess the extent to which chosen strategies have been effective in achieving Plan Netherlands and Nova's objectives in the area of basic education

(On a general level):

- to learn lessons which will help Plan Netherlands and Novib to improve their performance in the area of basic education – where necessary or desirable; and,
- to enable Novib and Plan (and the other co-financing organisations) to learn from each others experience

This evaluation study covers the guiding research questions that were intended to describe the intents, policies and strategies Plan and Novib derived from the general CFP and EfA policy formulations and strategy frameworks for action. The study also addresses how Plan and Novib applied these policy formulations and strategy frameworks to their investment in basic education. The intention is to find out whether and how these investments, realised by means of CFP funds, have changed over time. An additional aim of the study was to learn about the results and consequences of these investments.

2   Purpose of the joint evaluation

2.1 Education as a development sector

2.1.1   A general vision

Education is development. For people it creates choices and opportunities, gives them a louder say in society and reduces the twin burdens of poverty and disease. For nations it creates a dynamic workforce and well-informed citizens able to compete and cooperate globally – opening doors to economic and social prosperity. There is a nearly universal conviction that the higher the educational level of a nation, the higher its productivity and the national income of its citizens. A view widely held by economists is that the education level helps determine the level of modernity of a nation.

There have been profound changes in thinking concerning development and the role education plays to make it effective. Recent years have witnessed a move away from viewing the role of education in merely an economic context to the multi-dimensional vision that is currently used. This multi-dimensional vision considers social objectives such as education, health and habitat. It also considers cultural objectives including the maintenance or change of the norms and values that identify one society or community from another; issues which are so decisive in the case of the definition of gender roles, sexual behaviour and the identity of minority groups. It finally considers political objectives, which promote values of democracy and citizenship to qualify for an equal weighting with purely economic objectives. The 'structural poverty alleviation', which is the achievement objective of the development efforts of many multilateral and bilateral institutions, including the Netherlands Government, adheres to this latter definition. Attention has therefore shifted to the question of the circumstances under which education can be effective in this wider context of development as well as to questions related to what kind of education measures can help achieve these goals effectively.

The effectiveness of education is the core issue at hand. The question is, does an educational intervention – a project or programme – achieve, for example, the economic and social objectives for which it was designed? To establish this, this study departs from the thesis that there are two ways of looking at effectiveness: external and internal. External effectiveness refers to the social objectives an educational intervention is supposed to achieve. Internal effectiveness looks at the question whether an educational intervention functions in such a way that its educational objectives are reached. Both are obviously related like the sides of a coin. Nevertheless, this distinction will play a part in understanding the differences and similarities of the educational interventions this evaluation study is reporting on.

Directly related to the foregoing is the distinction between external and internal *efficiency*, which are also addressed in this study in order to understand the policies and

interventions of both CFA's. External efficiency refers to the achievement of the goals of an education programme at as little cost as possible for the state, society and community. Internal efficiency refers to the achievement of the goals of an education programme at as little cost as possible for the education programme and its personnel and students.

2.2 Sketch of the education sector world–wide

2.2.1   The background

In 1948, the Universal Declaration of the Rights of Man stated that free and compulsory basic education is a fundamental human right. Despite the optimism of the postwar period and the concerted efforts made over the last five decades, at the dawn of the 21st century the world still has more than 800 million illiterate people, and 113 million children do not attend school, over 70 percent of whom are female.

In quantitative terms, between the early 1960's and the mid-1970's, education expanded impressively in developing countries. There was a rapid increase in over-all school enrolments, numbers of schools and teachers. A relatively large proportion of national budgets were spent on education. However, reflecting the global economic downturn in the period following 1975, the public and international resources for education started to erode. While enrolments continued to rise, teachers' income, status and morale started to decline, quality fell, learning materials became scarce and infrastructure deteriorated.

In many countries, the decline has been marked over the last decade: falling enrolment rates in primary and secondary school, increasing repetition and drop-out rates, teacher salaries close to the survival limit, extremely low examination pass rates, short school days, large classes, few female teachers, few women in management positions, parents increasingly questioning the relevance of schooling, and the imposition of increased cost-sharing upon them.

The paradox here is that most of the developing countries spend large proportions of their national budgets or GNP on education, however poor they may be. The proportion is often comparable to that of countries in the Northern Hemisphere, and sometimes even higher. Mauritania spends the same percentage of its GNP on education as the Netherlands, i.e. 5.1% (in 1997). The difference in GNP between the two countries is large, meaning that the Netherlands spends 50 times more per student than Mauritania. Little imagination is needed to understand what happens if under such circumstances not only population growth continues but the enrolment rates rise as well.

This chronic under-funding has been exacerbated by over-centralised, inefficient Education Ministry organisations in many countries. Inflated bureaucracy, a perceived lack of clear policy, weak management, dysfunctional structures, limited planning and monitoring, lack of information, poor communication and inadequate transport, are ills encountered in many capitals.

Since the World Conference on Education for All (Jomtien, Thailand 1990), these deficiencies have been acknowledged and there has been a growing determination and

capacity to plan for progressive change. The provision of increased resources is a necessity. These resources must mainly originate from the countries themselves. Given the fall in worldwide Official Development Assistance, it is unlikely that international co-operation will be able to finance education reform in the many countries where it is needed. In view of the wide gap between the actual state of education and its potential in most developing countries, there is a need to double or triple national tax-collection and to raise education budgets from now on to vitalise the education sector. This should be combined with maximising internal efficiency. Repetition and drop-out figures must decline, hours spent on effective teaching must increase and achievement should be better monitored. Better management of education and training is now perceived to be as vital as budgetary improvements.

2.2.2 Quality of education

The output of many schools in the developing world is unnecessarily low, because of the low quality of teaching. It is not unusual that in developing counties a quarter of the primary school population consist of students repeating classes. Teaching only occurs on 150 of the 200 legally established annual school days. Only three or four of the mandatory five daily hours of teaching are used effectively. Therefore, in many countries the students that make it through the Primary system achieve only around 50% of what the national minimal mathematics or lecture standards require. When these students leave school, they are able to recognise words and figures, but are unable to understand their meaning, to interpret them, to resolve problems or enrich their own lives. They finish basic education without having the capacity to think for themselves. The learning success rate of the present day schools must increase considerably.

Therefore, changes will remain ineffective if the education systems of the world do not undergo a qualitative transformation. The systems must improve their internal effectiveness, meaning that the students must learn what they are supposed to learn and progress adequately through the system. The systems must improve their external effectiveness, meaning that the expensive investments are effectively translated into the development of student communities, the strengthening of democracy and the improvement of the quality of the students' lives.

2.3 Education policies: CFP, Millennium Pledges, EfA

2.3.1 Education for All (EfA)

The Jomtien Declaration pledged to achieve universal primary education by 2000. But in 2000, 115 million school-age children still did not attend school, 56 percent of them girls. Of these children, 94 percent lived in developing countries – mostly in South Asia and Sub-Saharan Africa. Subsequently, the World Education Forum in Dakar, April 2000, formulated a number of 6 EfA (Education for All) Basic Education goals and associated targets by which governments and the international community have committed themselves to attain by 2015 at the latest.

Education for All goals:

- Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children
- Ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete free and compulsory primary education of good quality;
- Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes;
- Achieving a 50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults;
- Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality;
- Improving all aspects of the quality of education and ensuring excellence of all so that recognized and measurable outcomes are achieved, especially in literacy, numeracy and essential life skills.

In the Framework for Action the full participation of Civil Society, NGO's and their networks play a key role. Nationally, these associations give voice to marginalized communities and provide the grassroots perceptions. On an international level, they play an essential role in the policy dialogue, the research, the information exchange and the campaigning necessary for the achievement of the EfA objectives.[3]

In 2000, the international community also formulated a number of 'Millennium Goals', two of which refer to Basic Education, and which are encompassed by the EfA goals.

Adhering to the EfA goals, countries in the South have developed their own specific country EfA goals. For this study however, the point of departure relates to the general EfA goals. Some countries have applied for the EfA fast track initiative, which would allow for increased donor funding.

In order to apply for the fast track initiative a country has to

- Have a full Poverty Reduction Strategy Paper in place, so as to indicate that the country's education sector strategy is nested in its broader development strategy
- Have a sector wide plan for education agreed with donors, so as to indicate that education policies and implementation strategies have already been carefully appraised and broadly consulted

India was identified in June 2002 as requiring an urgent focus under a parallel analytical fast track because of the large out-of-school population. Ethiopia is scheduled to produce its plan by November 2003. Burkina produced credible plans and qualified in November 2002 for additional donor funding. Neither Guatemala nor El Salvador are included in the PRSP process and therefore cannot be eligible for inclusion in the Fast Track Initiative.

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3 UNESCO. (2002). Education for All, an international Strategy to put the Dakar Framework for Action on Education for All into operation. (p. 18 and further.)

2.3.2   The Millennium Development Goals

The Millennium Development Goals set a more realistic, but still difficult, deadline of 2015 when all children everywhere should be able to complete a full course of primary schooling.

Target 3:
Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling.

  To reach the education goal, countries must first enrol all school-age children. Then they must keep them in school. While the majority of developing countries have already built sufficient schools to educate their primary school-age children, only about a quarter of these countries retain all the children through primary gradation.

Target 4:
Elimination of gender disparity in primary and secondary education, preferably by 2005, and to all levels of education no later than 2015.

  Women have an enormous impact on the well-being of their families and societies – yet their potential is not realised because of discriminatory social norms, incentives, and legal institutions. While their status has improved in recent decades, gender inequalities remain pervasive.

  According to a World Bank study, only 37 of 155 developing countries analyzed have achieved universal primary completion. Based on trends in the 1990s, another 32 are likely to achieve that goal. But 70 countries risk not reaching the goal unless progress is accelerated. In several of them, completion rates have stagnated or even fallen in recent years.

2.3.3   The CFP 'Broad-based Co-Financing Programme'

The CFP *'Broad-based Co-financing programme'* aims to promote Structural Poverty Reduction in the developing countries and to achieve universally recognised human rights. It defines structural poverty reduction as: improving living conditions and building social relationships to enable poor populations to increase the control they exercise over their own lives, so that they and future generations can provide for themselves in a sustainable and dignified way. It recognises the need for economic growth and the fair distribution of its fruits, democratisation and ecological sustainability. It admits that these goals have often to be reached in countries where injustice, exploitation and poverty flourish because *'political and economic elites feel no responsibility for certain groups and cannot be held in check by a democratic system. Structural Poverty Reduction must break through destructive patterns of this kind.'* (Policy Framework for the Broad Based Co-financing Programme, DGIS, 11/05-'01)

  This breakthrough must be realized by a strategy of positive interaction between (parts of) effective government, the private sector and Civil Society. The latter consists of networks of citizen self-help associations that participate in the formation of ideas, claim their rights and demand democracy. A large proportion of these associations (NGOs) are pursuing the basic needs of their affiliates (food, water, health care, a secure environment, education and income). *'If such direct poverty alleviation is combined with civil society development and policy influencing processes, it can lead to structural development.'* (idem) In spite of their differing social and political ideas these associations and organisations share a commitment to the structural reduction

of the poverty experienced by marginalized persons and their communities. Direct Poverty Reduction, Civil Society Building and Influencing Policy are the interrelated intervention strategies that are pursued and that lead to basic education. The ToR, on which this study is based, describes these strategies as follows:

Direct poverty reduction is directly geared to improving the living conditions of poor populations through the targeted provision of services or by strengthening their capacity to provide for their own basic needs.

Civil society building involves the strengthening of pluralistic and democratic social structures and organizations to achieve a more equal balance of power and the involvement of marginalized groups in social, economic and political decision-making processes.[4]

Influencing policy designed to change local, national and international policy and processes and structures that perpetuate or exacerbate poverty and inequality. Within the programme, policy is influenced by partner organizations, CFA's and their networks.

2.3.4   Basic education

The general definition of basic education, derived from Jomtien is as follows.

> **BASIC EDUCATION**
>
> Every person – child, youth and adult – shall be able to benefit form educational opportunities designed to meet their basic needs. These needs comprise both essential learning tools, such as literacy, oral expression, numeracy and problem solving, and the basic learning content (knowledge, skills, values and attitudes) required by human beings to be able to survive, to develop their full capacities, to live and work in dignity, to participate fully in development, to improve the quality of their lives, to make informed decisions, and to continue learning.'

In this evaluation study, in accordance with the requirements of the Dutch Government, a more specific definition will be managed:

> Transfer of knowledge and skills that people need for a decent existence in the local community and fair access to the modern sector. This includes literacy, numeracy and other non-vocational life skills.

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4 For the purpose of the CFP programme evaluations, CFA distinguishes four broad fields of activity in the area of *civil society building*:
- strengthening organisational capacities (of both formal and informal organisations) in civil society;
- building up and strengthening networks of, and alliances between, social organisations (both within and between the various sectors);
- building up and strengthening capacities for (policy) advocacy, with the aim of strengthening vertical intermediary channels between civil society and the state and/or the market;
- strengthening citizenship, social consciousness, democratic leadership, and social and political responsibility, with the aim of increasing participation of citizens in the public sphere.

It implies that basic education includes Early Childhood Care but that it stops short of technical-vocational education/training and general or specialized secondary and tertiary training/education. It agrees with the implication of the definition that primary education is bound to take centre stage in this type of education that aspires to lay the groundwork for future learning by individuals.

In the foregoing short introduction in relation to the meaning of education in development, the assumption has been that basic education contributes significantly to Structural Poverty Alleviation (SPA). The basic question posed is: have the three intervention strategies pursued under SPA – direct poverty reduction, civil society building and influencing policy – contributed to basic education and have these strategies been in synergy (mutual advantageous) in reaching this goal. It is contended that many aspects of Structural Poverty Alleviation (SPA) exert an influence on basic education just as basic education reform and strengthening will positively influence many aspects of SPA. As the interaction between the two is so clearly recognised, the intention will be to focus our attention in both directions and to consider basic education now as a dependent and then as an independent variable of the evaluation study.

2.3.5   Plan Netherlands and Novib

Plan Netherlands
Plan Netherlands (Plan), in terms of its overall goals and general principles regarding education, seeks to ensure that children, youth and adults acquire basic learning and life skills to help children realise their full potential and contribute to the development of their societies.

Plan's educational goals and strategies closely parallel those agreed at the 1990 World Conference on Education for All. Plan participated both in the EFA Forum and the NGO consultation held prior to the Forum.

Plan devotes an average of US$45 million, or around 27% of its total budget every year to education, mainly primary education. In 2000, 29% of Plan Netherlands's cofinancing budget was used in educational programmes. The available budget of Plan Netherlands[5] in 2002 for education is between 20 and 25% of its total budget,

Since 1998, Plan has been improving its in-house technical capacity at the national, regional and international levels. The international headquarters and the five regional offices are now staffed with highly qualified and experienced educational specialists. Out of the 45 Programme countries, 40 have national education co-ordinators who are specialists in many key areas of education. The regional and international education networks bring together the staff at least twice a year. These networks help to promote professional interactions and organisational learning. An international network brings together Plan's international and regional staff and external education experts once a year.[6]

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5 CFP-budget.
6 Inventory report.

Plan's current programmes have the following strategic objectives:

- To ensure the participation of pre-school children, generally under the age of six, in good quality Early Childhood Care and Development (ECCD).
- To enable children to acquire retainable basic learning and life skills by completing good quality primary schooling.
- To support children who complete primary education to continue with secondary education or other forms of post-primary education.
- To help adults, particularly women, to acquire basic learning and life skills that address family, community and livelihood needs.[7]

Novib

Novib over-all principle regarding education focuses on the merits of education to the individual in a changing environment.[8] Novib manages rights-based policies. The right to education forms an essential part of the right to Basic Social Services (BSS). It supposes that all children living in poverty will achieve their right to a good quality basic education, and adults living in poverty will have educational opportunities to help them overcome their poverty.[9]

Novib educational goals and strategies emerged out of the World Summit for Social Development (WSSD) in Copenhagen 1995. It participates in the Global Campaign for Education (GCE) from October 1999, a coalition to pressure governments and the international community to fulfil the promises of Education for All (EfA). It participated actively with Oxfam and other partners in the 2000 World Education Forum in Dakar.

In 2002 Novib's total budget amounted to approx. €155 million, 21% of this amount is spent on BSS, € 32,5 million.12% of the total budget (approx. € 18,6 million) is spent on programmes dedicated exclusively to basic education. Basic education activities, which are part of other programmes, are not included in this number.[10]

Novib has an in-house team, which addresses basic education and ensures links between its programmes in the field and its campaigns. Besides this, Novib employs three part-time staff for the sector: its policy development, advocacy and campaigns. For South Asia and West Africa there are specific focal points, but programme officers for other areas may specialise on the theme as well. In the field, local consultants are contracted, or the experts of other Oxfam's are used when the need arises, (See Inventory Study p. 12).

7 Plan Position Paper on Basic Education, 2002.
8 Novib and the rights to Basic Social Services (2000, p. 2).
9 Inventory Report, p.12
10 Source: *www.novib.nl*

Novib strategic objectives for its BSS policy, including basic education, are that interventions should:

- contribute to increased availability, accessibility, acceptability and adaptability of BSS to the target group (these four areas combined are a measure of quality) and taking into account the particular needs of women and men;
- are linked to developing and strengthening civil society and to advocacy and lobbying efforts towards influencing government policies;
- can be used in lobbying and campaigning (at national and international level by Novib and O.I.);
- where possible can be mainstreamed into the government apparatus;
- can be used for increased understanding and knowledge of development processes;
- have a high potential for learning and linking activities.

3 Methodology of joint evaluation

3.1 Evaluation approach

The evaluation approach has been of a process character and has concentrated on evaluation of the way policies and strategies were applied rather than on their end products. This approach has determined the following logical order of actions:

- The policies and strategies designed by the two CFA's in the field of BE were analysed.
- The implementation of these policies in the field was studied.
- Conclusions were drawn with respect to the value of these policies and strategies, the translation into the implementations, and the comparison of the two.

This process character fully complies with the formative character of the evaluation study as recommended in the ToR. The approach adopted is on deriving lessons for policy and programme improvement. It is not to establish the preferential nature of one practice compared to the other, to draw conclusions concerning the continuation or termination of certain activities, or to bring in a verdict on the superiority or inferiority of a policy. Rather, it is meant to evaluate the policies pursued; to see how well they are realised in the field and to identify lessons leading to improvement in relation to the policies followed by both organisations.

This meant that the study had to use *qualitative and quantitative methods*, with an emphasis on the former. Qualitative data was used where the effectiveness of the applied methodology was concerned, for example the involvement of parents and community, or the girl-friendliness of the schools, etc. Qualitative data also applied where improvement in the quality of the education processes had to be judged, for example the quality of the teachers or the curriculum. Some assessment of access, effectiveness and efficiency were made on the basis of quantitative indicators, such as enrolment, repetition or promotion data.

It was noted that some of the research questions were of a very general nature, which made it difficult to answer them with a degree of certainty. This refers to questions like 'What are the achievements of the interventions to date?', 'Which internal (partner organisation/country offices) and external factors influence the implementation and the results of the intervention?' 'What are the intended and unintended effects, positive as well as negative, of the interventions?' and 'Are the (planned) achievements sustainable?'

The Terms of Reference determine the definitions of basic education described in par. 2.3.4 of this report. They were applied by the evaluators, as they were deemed satisfactory. This decision was also taken because discussions on the use of possible dif-

ferent definitions among the evaluators and between the evaluators and the commissioners of the study could be expected to detract from its purposes.

Following the Recommendations of the Inventory Study, the ToR suggests a Plan of Work which focuses on access factors in the evaluation of interventions in West and East Africa, and quality factors in India and Central America. As a result of discussions with the commissioners of the study, the evaluators decided not to employ these differences of focus on either one core element or the other. The reason for this decision was the profound interaction between quality and access factors. Plan especially focuses on an education quality concept which encompasses accessibility, effectiveness and efficiency factors. Therefore it was felt that an emphasis on either quality or access would rather confuse matters.

The approach in respect to HIV/AIDS was included in this evaluation study, in accordance to the Inventory Study and the policy documents of both CFA's. It is considered as a priority influence on access and quality of basic education, particularly in Africa. It, moreover, is closely related to the gender factor in education, of utmost importance in the education policies of both organisations. The combating of HIV/AIDS is seen as a direct poverty alleviation result pursued by basic education.

The concept of child rights was included in this evaluation study, as it is a concept basic to the interventions of both CFA's. It is central in Plan's rights (and duty) based approach towards structural poverty alleviation in general and basic education in particular. Its community interventions, directed at parents and students, derive from them. Novib's management of child rights evolves out of its economic and social justice approaches and the subsequent rights of poor and marginalized populations. It justifies its interventions, particularly those directed at Basic Social Services (BSS). It is also an indispensable concept for its empowerment strategy.

3.1.1   The comparative character of the evaluation

The comparative character of the evaluation refers to two aspects:

- The fact that the qualitative data had to be validated by comparing findings obtained from different stakeholders, and[11]
- The policies and policy implementations of the two CFA's studied had to be compared.[12]

This comparison assumes an understanding by which the two CFA's studied are quite different organisations, with very different histories, traditions and approaches. Some of the differences of organisational structure are:

- The Country Offices of Plan in the 45 countries are responsible for the development of a country policy, the implementation of country programmes and the reporting

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11 Ad 1: validity and confidence in the findings will be sought by comparing the data, insights, etc. provided by the research units mentioned in par. 3.1.2 (multiple data sources; triangulation).

12 Ad 2: The objective of this comparison was not to conclude which of the two CFOs operated in a superior manner with respect to a certain aspect, as in a summative evaluation, but to point at differences in policy, strategy or implementation which might result in decisions to change or consolidate in either of the organisations studied.

on progress and results in general and specifically on the reports for the grant funded programmes. The Country Offices propose projects and programmes for (co-)financing to Plan Netherlands. Decisions regarding financial approval of programme and project proposals as well as monitoring and evaluations are based on Plan Netherlands' strategy and policy. The Country Office seeks co-operation with local partner organisations. The choice of partners is part of Plan Netherlands' assessment of any proposal.

- Novib is funding autonomous local civil society organizations and does not have field offices. Novib does provide funding to partners so that they are able to fund their own organisational and institutional development, but does not act as an advisor to partners. Novib does not want to combine its donor function with an advisory role to its partners.

Moreover, both CFA's are currently involved in profound reform and reorganisation processes. They therefore have to be understood in their own right.

3.1.2 The parties involved

A formative evaluation involves stakeholders in the evaluation process. This maximises the feedback and lessons learned in the evaluation. It allows for a collaborative effort through information exchange that makes use of the insights and know-how of informants and the expertise among the stakeholders.

Units of analysis of this study are:

- organisations: the two CFA's and their Regional, Country and Partner organisations;
- staff-members of the Partner organisations;
- individual participants or groups of participants present at the time of field visit;
- individual key informants of the recipient government (central and local);
- staff of CFA's, Partner organisations and similar organisations;

In view of the measurement of the effectiveness of the links of the aid chain established, some special consideration was given to the critical aspects of the relationships:

- between the funding agency (the CFA) and the Country or Partner organisation (the project holder);
- between the project holder and the participants of the basic education activities and
- between the project holder and similar NGO and GO organisations.

3.1.3 Scope

The study limited itself to:

- The distinctive implementation the two CFA's have made of the *CFP policy framework* concerning basic education and its reflections in the interventions of their country/partner organisations;

- The distinctive implementation the two CFA's have made of the general, and not country specific, *EfA-Framework for Action* and its reflection in the interventions of their country/partner organisations.

An effort was made to restrict the study to those interventions that were financed by funds provided through the CFP. From the outset it was known that this would be difficult, if not impossible to achieve completely. The different facets of a project are closely linked and mutually reinforcing (an example being the provision of educational materials and the use of an innovated curriculum), but they may have other funding sources than the CFP. This could be money from sponsors in the case of Plan or the support of a different NGO in the case of Novib.

It was also clear that the scope of the evaluation study was extremely broad. Basic education is a wide field, encompassing infant education, primary education, and the training of young people and adults in a wide variety of life-skills, of which literacy and numeracy of course stand out. Poverty reduction is an even far wider field, as it not only encompasses economic aspects of human behaviour, but, in development terms, it extends into many 'social' aspects: health and sanitation, habitat and environment, shelter and safety – and of course education itself. In order to make poverty reduction and many other of the concepts used, manageable, it was necessary to analyse how these concepts are used by the CFA's in the two policy areas basic to this field of development co-operation, namely CFP and EfA.

3.1.4   Establishment of effects (indicators)

The assessment concentrated on the various elements that are known to have a decisive effect on the improved access and quality of basic education to the poor. These may be input or output access and quality enhancing factors, which are of course linked: the use of a contextualised curriculum (referring to input quality) may attract more students (referring to input access) because it may make learning a more pleasant activity. It is more pleasant because students can identify themselves more easily with its content, so they learn more (referring to output quality) and drop out less (referring to output access). Therefore, input as well as output factors were both studied

The research questions, described in the ToR's were very elaborate. From the outset, it was also clear that the policies and strategies laid down in the Inventory Study, which formed the basis of the content of the ToR of the study, were highly abstract. The concepts used are all far removed from concrete applications and the observable phenomena and behaviour of human beings. Poverty is a case in point, but the same goes even more for many other of the concepts used, including effectiveness, efficiency and impact. The research questions derived from this study were also rather abstract and could be un-intelligible to other than the most sophisticated interviewee. Therefore, when preparing the study, it was attempted to link the research questions to input and output factors. An effort was made to translate these concepts into observable indicators, which were described in the Interview Guides.[*] During the fieldwork, these were used to direct the researcher's attention to the relevant data and as a focus for the interviews, not as questionnaires to be applied literally to the stakeholders at the different levels.

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[*] These Interview Guides are included in the Volume with additional annexes.

The design of these Interview Guides was based on the Quality Education conditions mentioned in the Plan Education Policy Paper (p. 17) and the quality and access improvement conditions. The design reflects the concrete options, which are mentioned in mainstream educational development literature.

3.1.5   Avoidance of systematic bias

The parameters used in this study are derived from the official policy and strategy documents of the CFP and EfA programmes and of the two CFA's, as shown by the Inventory Study. The many documents produced by their country offices or partners in the field were also seriously taken into account. To that extent, the data used are objective.

The evaluators nevertheless are aware of the existence of an underlying source of bias. For a long time, Novib has had a central position as a CFA in the 'development scene' in the Netherlands, and has at times been close to the sources of power that determine the country's development policies. The position of Plan has up till now been more peripheral. This might lead to the subconscious application of definitions about what 'development co-operation (or CFA interventions) really is', as Novib's ideas might have filtered through to official discourse much more than those of Plan Netherlands. The evaluation team was aware of this.

3.2 Choice of programmes and projects

The five countries where the fieldwork was done were already pre-selected by the Inventory Study. These countries were Burkina Faso, Ethiopia, Guatemala, El Salvador and India. In India, in accordance with its size, the fieldwork concentrated on more than one region.

The sampling strategy used to select the programmes and projects was pragmatic. In most countries the number of basic education activities 'per se' was small. If there was only one activity, that one was studied. If there were more, the choice of the activity in which the 'intrinsic basic education value' was established was made following discussions with the responsible programme officer. In a few cases, this resulted in the selection of very small basic education pilot programmes.

The following programmes were studied:

For Plan, the interventions studied were Education in the New Single-teacher Primary School by Active Methodology (NEU) in Guatemala, Strengthening Quality Education for and with Children (CBI) in El Salvador, Addressing Basic Learning Needs, (CLR, Pune), India and the Non Formal Education Programme (Seva Mandir, Udaipur), India. In Burkina Faso it was decided to review the Global Teenager Project Koupéla en Pouytenga (GTP) and the project for Building Community Capacity in Kongousi en Koupéla (IBN). In Ethiopia, the School Improvement Programmes in Addis Ababa, in Bugna Woreda en Shebedino Woreda were selected.

For Novib, the interventions studied were the innovative tertiary socio-economic education partner TULAN in Guatemala and the formal and non-formal education and socio-economic development partner CIDEP in El Salvador. In India, the South Asian

Coalition on Child Servitude (SACCS) was studied for its lobby and advocacy for education, and Pratham, which runs bridge courses to allow out-of-school children mainstream in their proper age-group in the formal education system. In Africa, the beneficiary organisations studied were the Literacy Centres of the Association Tin Tua (ATT), and the Framework de *Concertation des ONG et Associations intervenant en Education de Base* in Burkina Faso (CCEB/BF). In Ethiopia the rural development partner Relief Society of Tigrai (REST), and Hope for the Horn in Ethiopia (HoH), which responds to the needs of the children of pastoralists were the partners studied. The projects served as cases. The reports are attached as annexes to the two organisation reports.

The particular activities to be visited were determined in consultation with the management of the programmes in question, usually beforehand (by telephone and e-mail) but often in the field. Criteria were 'accessible but still as far as possible from the asphalt'; 'a mix of good, mediocre and problematic activities; with as little announcement as possible. The final decision on which projects to visit was always made by the researcher.

The selection could hardly be described as being random. This is inevitable as, for reasons of objectivity; special care was taken to select evaluators who had hardly any prior knowledge of the programmes concerned. Therefore, these evaluators had to rely to some extent on the knowledge of the programme officers and the offices and partners in the field. The decisions as to the concrete interventions to be studied were taken as an outcome of the dialogue between these and the evaluators.

In the end, the selected interventions were quite dissimilar. As already stated, although most of the interventions could be described as being proper basic education, some could not. Some belonged very much to non-formal basic education, mostly for adults, but sometimes for young people or children. Others were formal education programmes that formed part of the national system. Those programmes could either address infant or primary education. Although the ToR's concentrated very much on the principles underlying general policy and strategy, this variation in activities did not actually facilitate comparability.

3.3 Instruments

The following instruments were used. All belong to the standard equipment for qualitative, formative evaluations:

- Desk studies of the documents mentioned earlier;
- Semi-structured and focused interviews based on the approach adopted in the interview guides with the indicated stakeholders;
- Observations made of classes or course sessions etc.,
- Comparison and triangulation of judgements made for example by project staff and participants;
- Round table discussions with participants, groups of teachers or project-staff; and,
- Statistical data analysis – to provide the base line data included in the country studies.

3.3.1   The interview guides

As already mentioned, the interview guides were used as a support instrument for the interviews, the group discussions and the field observations. Sometimes they were followed quite literally, as a quasi-questionnaire, but most of the time they were used as a reminder so as not to forget the concrete research questions from which they were derived. A too strict use was avoided so that the free flow of the interviews was not interrupted. The interviewee could bring up points that were not considered when the guides were designed. Usually most of the items in the guides were covered during the interviews.

3.3.2   Structure of the study

The evaluation team consisted of four Dutch evaluators and six local evaluators, one from each of the countries expect for India, where, because of its size, two Indian evaluators were chosen. A Dutch coordinator managed the logistics around the team. The consultants left for the field with a well-designed structure of the study they would have to carry out and on which they would prepare their findings. The structure had to be used to harmonise the inputs of normally eight consultants, both Dutch and local, so as to be able to compare the Plan and Novib reports and to make it possible to combine them. While in the Country Reports this structure remained implicit because of the adjustments made to the situations encountered in the field and the emphasis made by the consultants, in the two organisation reports the underlying structure became explicit.

3.4 Activities

The evaluation was carried out from early July until mid December 2003. The evaluation was carried out in three major phases:

- The preparation phase;
- The field study phase; and,
- The reporting phase.

The phased approach was a continuous process to achieve consensus on key issues, both technical (methodological) and socio-political. The results of each phase provided inputs to the subsequent phase, eventually leading to consensus on complex problems among the group of consultants. A start was made with a single field visit to Central America rather than with four simultaneous field visits. This approach allowed conclusions to be drawn and changes made for the remaining three field visits. In reality, the subsequent three field visits could not be completely synchronised, due to unforeseen factors: one of the team-members being ill, festivities in India and extreme logistic problems in Ethiopia.

3.5 Inputs

The policy documents, which refer to the CFP and the particular CFA's policies concerning basic education and the EfA proposals, were found to be indispensable and used extensively. The Inventory Study played a key-role. The policy documents were compared with international literature on basic education, EfA, Civil Society building, etc. General data in relation to the economic, social, cultural and social contexts of the countries in question, the population categories involved in the basic education activities along with base line data on the target groups was assembled. The available literature on Gender, HIV/AIDS, and the situation concerning children's rights was also taken into account. Where available, use was made of the project progress reports and evaluation reports from when the project was conceived to when the study was carried out.

It was noted, that in many instances many more documents were available in the field than could be obtained from the offices in the Netherlands. This particularly refers to educational policy documents and curriculum documents in use in the programmes of country or partner organisations. It is by means of recourse to these types of documents that the question really can be answered as to whether the socio-political objectives of the basic education programmes are reflected in the concrete educational interventions. The contextualisation of the curriculum in use is a case in point, but also the reflection in the curriculum of gender, minority group and civic issues must be mentioned. The study of these types of documents can clarify whether contradictions exist between the policies of the country or partner organisation and the practice in the field.

When field visits were made, normally logistic support was made available. The field itineraries, people interviewed, list of projects visited, team composition and supporting materials are can be found in annex 2.

3.6 Outputs

The following reports were produced:

• 15 case study reports, most in English and some in Spanish and French, including the main findings of the field visits.
• After feedback from the field and from the offices in the Netherlands, these reports were combined into Plan country reports and Novib country reports; and some combined reports.
• One Plan Netherlands organisation report and one Novib organisation report.
• A synthesis report.

3.7 Critical assumptions

The availability of key people from the organisations and groups was an essential aspect for the realisation of the study. However, this created some problems in planning because the study had to be carried out during the summer period.

Another assumption made concerned the availability of documentation. Most of the required documentation was made available. Most partner-organisation spared no effort in helping the evaluation team, and assisted with electronic facilities and secretarial services.

Not all of the local consultants were known and had worked with Edburgh consultants before. It turned out that the selected local consultants were all fully-fledged professional team members. All had experience of working in multi-disciplinary teams. They improved the local credibility of the teams' work by offering insights into the cultural and country-specific relevance of findings and recommendations. In addition, they were involved in preparing the visit of the evaluation team, co-ordinated with the relevant national authorities, and in working out an itinerary in agreement with the management of the relevant Country and Partner organisations. No specific ToR's were prepared for them, but they were briefed before the arrival of the Dutch consultants and during their stay.

4 Objectives, strategies and interventions

4.1 Introduction

4.1.1 Plan Netherlands policy and strategy

Plan has made an effort to define its basic education, policies and strategies. Plan has a generalised objective to improve the quality of all its basic education activities, which also have an access enhancing effect. It decides which educational themes it intends to work out in its interventions in order to attain increased access. Most EfA objectives can be recognized in Plan's education strategy. As Plan's central mission is to aim for lasting improvements in the lives of disadvantaged children in developing countries, it translates the CFP strategies as:

- *Direct Poverty Alleviation*: Improved access (quantity, quality, use and sustainability) of the poor to services and resources that are essential for a sustainable and decent life of children and their families.

- *Civil Society Building*: Improved access to processes and structures in society, which enable the poor to successfully claim their rights to services and resources that are essential for a sustainable and decent life, explicitly focusing on the Rights of the Child.

- *Lobbying and Advocacy*: Increased critical insight and action within Dutch society and at the international level regarding the Rights of the Child and the distribution of wealth between the North and the South.

The core objective of Plan Netherlands's policy and programmes on education (the education of children), is improvement in the quality of educational services and its outreach to the poor. The CFP component of Plan Netherlands's core funding has been directed towards three pillars of quality education: accessibility, effectiveness and efficiency. These are realised in the operational framework of its School Improvement Programme (SIP). Strengthening Early Childhood Care and Development (ECCD) and Lower Secondary Education (LSE) are additional programme objectives.

Plan Netherlands, as mentioned in the inventory study, aims for lasting improvements in the lives of deprived children in developing countries through the following **strategies**:

- Enabling the children, their family and the community to enlarge their opportunities to fully participate in society
- To achieve communication between people from different countries and cultures leading to better understanding and solidarity
- To plead a cause for the rights of children all over the world

As mentioned in the inventory study, Plan Netherlands sees an implicit relation between the provision of education and the alleviation of poverty. Furthermore, Plan Netherlands pro-actively supports innovative approaches and methodologies to reinforce an organisation-wide quality drive in education.

4.1.2   Novib policy and strategy

Worldwide economic and social justice is the overall goal of Novib and its Oxfam partners. The position adopted is that injustice, in the sense of exclusion and poverty, is unnecessary and unsustainable. In order to battle against injustice, five interrelated rights must be respected, the first two of which Novib considers to have particular priority.

These are the rights:

1 to a sustainable livelihood: economic and environmental equity, and sustainable livelihoods for future generations;
2 to basic social services (BSS): equitable access to basic health care and education;
3 to life and security: equitable provision of protection, relief and rehabilitation;
4 to be heard: equitable participation in political, economic and social policy-making and decisions;
5 to an identity: equity in gender and diversity.

These rights correspond to the CFP policy framework in the sense that the realisation of the five aims will contribute to structural poverty alleviation. Novib works towards the realisation of the five aims through interventions at target group level (**Direct Poverty Alleviation**), strengthening civil society (**Civil society building**) and effectively lobbying local, national and international policy makers (**Influencing policy**).

Novib specifies as its target groups the children, women and men who live in poverty and under repression, and emphasises that the struggle for poverty reduction must be sustainable. That implies that the underlying causes and structures of poverty, exploitation and exclusion must be addressed. It is clear that Novib and Oxfam are focusing on the real-world roots of the socio-political poverty phenomena. They therefore look for co-operation with partners with activities that:

• Contribute to increased availability, accessibility, acceptability and adaptability of BSS to the target groups mentioned above. The combination of these four areas is a measure of quality.
• Are linked to developing and strengthening civil society and to lobbying and advocacy efforts that attempt to influence government policies;
• Which can be used in lobbying and campaigning at national and international levels by Novib and Oxfam International (OI);
• Where possible, can be mainstreamed into the government apparatus;
• Which can be used to increase understanding and knowledge of development processes, and have a high potential for learning and linking activities?

Education is one of the BSS themes. It is a right that is pursued, taking into account:

- the potential of the younger generation to shape their own lives;
- that critical civilians are a prerequisite for structural poverty alleviation; and
- that childhood and adolescence are perhaps the most vulnerable and most receptive periods in a person's life.

Consequently the CFP strategy to basic education is applied as follows:

Direct poverty alleviation: Innovative empowering and effective approaches to delivering and improving/strengthening services in the area of basic education for children and adults, with special attention being given to women and girls, including curriculum development, teacher training, management and planning, and sexual education. Emphasizing a redefinition of gender roles and combating HIV/AIDS form an integral part of this strategy. This applies to both formal and non-formal basic education.

Civil society building: Building the capacity of civil society organisations and campaigning to achieve people's rights to basic education services. Research, training and information aimed at sharing lessons and improving policies and practices. Gender disaggregated monitoring and advocacy related to the efforts of governments to meet agreed international targets.

Lobbying and advocacy: Advocacy, campaigning and development education with respect to commitments made by the international community relating to financing education. This includes campaigning for debt relief to increase investments in basic education and influencing the World Bank Poverty Reduction Strategy Papers (PRSP's). This latter point, although it refers to the international level, doesn't specify the activities undertaken within the partner countries, but it is supposed that this is implied.

Novib's socio-political direction is clear: community organisation enhancing interventions and training are necessary to empower the target-groups in order to overcome the underlying causes and structures of poverty, exploitation and exclusion. This is to enhance the motivation of adults to seek education for themselves and their children. Novib is very much focused on the social processes into which basic education has to be promoted. It hasn't developed a pedagogic vision of how the formal and non-formal basic education activities it supports have to be structured in order to realise this.

4.2 Assessment of the implementation of the CFP policy framework by both CFA's

4.2.1 Introduction

The CFP departs from the general policy premise that the CFA's it funds should have a complete and multi-dimensional programme that tries to address the strategic core phenomena of underdevelopment, or at least structural poverty. It expects the CFA's to continue to use the three strategies of Direct Poverty Alleviation, Civil Society Building, and Lobbying and Advocacy.

The strategic concept of 'synergy' has not been defined in the Inventory Study, in the policy or position papers of the two CFA's, or in the 'Policy Framework for the Broad-based Co-financing Programme' (*Staatscourant* December 2001). As there is no further explanation found in the documents basic to this evaluation study, the team of evaluators interpreted synergy as:

> 'the mutual strengthening of the strategies of direct poverty alleviation, civil society building and the influencing of local policies with respect to basic education.'

Thus, when a programme succeeds in improving the poverty situation of its target group, the programme improves its position to unite the community around education and other development activities. At the same time its standing is enhanced among the other civil society organisations. Both these successes, in respect of poverty and of the civil society, will give the programme an improved leverage to influence governments to stimulate basic education.

At the same time it has to be recognised that even if a programme does convince similar Civil Society organisations of its success, it may still take a particularly susceptible government to let itself be convinced by means of technical arguments alone. Therefore, it is contended that a policy of aiming to achieve improved education through the synergy resulting from the success of programmes will only be partially successful.

4.3 Assessment of Plan's strategies and approaches

In discussing the consequences of the aid chain for the implementation of CFA policies it is recognised that the introduction of the CFP policies emerges out of the relationship between the Dutch Government and Plan Netherlands. It had profound implications for the relationship between Plan Netherlands and the Country Offices. It is there where the effects of the introduction of the CFP-policies are felt most intensely. The latter are in the process of being convinced of the value of the new policies, which imply a more socio-political role for the country offices. The new role means a challenge for the Country Offices to involve themselves more with Civil Society.

The introduction of the CFP strategies in the field did not go altogether smoothly, but in the end the Country Offices are in the process of becoming convinced. This process was very much helped by the fact that the promoted changes are backed by international development discourse.

A definite asset of the CFP policy change is that it facilitates the Country Offices relationship with local NGO's, which are a part of Civil Society. Next to concentrating on its communities and the qualitative up-grading of education in community schools, Plan's Country Office has to develop a socio-political role. Plan International is alive to the significance of this experiment for the renovation of its general strategies.

In the field Plan's pedagogic strategy is one of teaching through facilitating and encouraging active self-directed problem-centred learning, based on co-operation. This vision refers to the educational duties that educators, parents and communities have

in addition to rights. In practice, Plan's duty bearer approach of parents and pupils goes beyond a mere 'service provision' viewpoint as to education. It is a logical outgrowth of its rights-based approach. This 'duty-bearer' approach is a prerequisite for educational sustainability. It is congruent with a rights-based approach. However, in emphasising these rights there is an omission to consider and to define consequent social obligations. Rights to education do not exist without duties.

Thus, the endeavour to have communities organised around the education of their children remains Plan's core business. The policy papers of Plan Netherlands indicate their strong intention to encourage the Civil Society organisations into becoming effective partners. However, in pursuing this agenda the policy papers neglect to mention the very realistic possibility that the Civil Society support agencies may have great difficulty in uniting and agreeing on a coherent approach.

Plan also indicates that they desire to maintain a direct link with the Central Government in question. This too can be risky. Its effectiveness naturally will depend on the susceptibility and support of the government that happens to be in power, and could change from one regime to the other. It is noted that Plan has indicated awareness regarding such possibilities and in recent times has been concentrating efforts on influencing social organisations to try to influence national ministries of education to support innovative approaches and initiatives.

A presupposition as to synergy of strategies that Plan nurtures is, that all central governments are interested in the progress, educational or otherwise, of isolated rural villages and are therefore impressed by the successes, educational or otherwise, of NGOs in this respect. Most governments might be more impressed if these successes would be backed by umbrella organisations that would make the voice of these community populations heard. Plan's partner policies are not really working on this, therefore their policies cannot be considered synergetic on a national basis. However, the synergy mechanism does present itself on a community basis.

4.4 Assessment of Novib's strategies and approaches

Oxfam International is seen to be a significant influence in respect to the policy development of Novib. The Oxfam paper 'Education Now' rightly points out that the introduction of education innovation is hardly a technical matter, and the fact that a programme seems to work well usually doesn't go a long way. Education innovation or reform is a political matter. Many local political powers get involved in educational politics when they feel their interests are challenged or even jeopardized. In many countries the three most important forces are the entrepreneurial 'caste', the church and the teachers' unions. These groups have their ways of letting government know what they expect.

Novib, with its more polemically inclined counterparts, seems to understand this better than Plan, and acts accordingly. Plan however, with its political detachment, is able in many countries to get close to the local national government itself, as it is perceived to be non-confrontational. That is another way to exert influence, but it is more a top-down approach that involves less 'synergy'.

In contrast to Plan's approach, Novib has developed a socio-political strategy for access to basic education in which service delivery is linked to lobby and advocacy at local, national and international level. Novib anchors its access improvement strategies in the strengthening of civil society.

Novib has made a positive effort to define its basic education policies and strategies. It however does not specify a pedagogical-educational strategy for its basic education interventions. It concentrates on the socio-political function of basic education. Nevertheless, Novib's rights-based approach and its gender policy imply a vision on empowerment and child-centred approaches.

It formulates that education needs to achieve 'availability, accessibility, acceptability and adaptability', but it does not indicate the basic education strategy to be used to achieve these objectives. In the Oxfam booklet 'Education Now' clear examples are given of the pedagogic ways and means by which partner organisations improve the quality of their basic education interventions and we have therefore interpreted this as being a 'Novib policy'.

In this way the policies are pursued realistically and in a feasible manner. It does not specify the educational mechanisms it would like to see applied. Rather, it leaves it to its partners to specify educational innovation strategies and methods directed at quality improvement. The description of its policies does not clarify whether it screens its partners on these strategies.

4.5 Novib's rights–based approach

Novib's support is inspired by its rights-based approach, which holds central government to its responsibility to reach universal and free quality basic education. For Novib, the child rights approach is very important. The approach is directed at communities obtaining what rightfully belongs to them and their children, which is only possible with an empowerment strategy. There is a world-wide understanding that central government is the only national institution capable to achieve this on a long-term basis and that it is fully justified to tax its citizens to this end.

The CFP-Policy Framework – for Novib functions as a confirmation of its own and Oxfam's rights-based policies, which are even more encompassing than the CFP strategy. For Novib the CFP policies did not mean a rupture with its past general policies. However, the application of the policy decision to invest up to 25% in Basic Social Services by the year 2001 did involve a change of focus and to some extent a new departure. It had to set-up institutional adjustments in order to be able to apply educational expertise to projects and campaigns. Staff members and staff teams had to be appointed or groomed to allow them to attend the various stakeholders in the intervention chain. In particular, a team was set-up to ensure the links between campaigns, policy and programmes in the field. This refers particularly to the members of the international forum which are involved in the GCE, but also to those NGO's dedicated to basic education programmes in different regions of the world.

The partners generally have a long tradition of co-operation with other civil society organisations, to make themselves heard and to press for educational improvement. They are aware of the fact that their interventions form part of a political struggle – for example for the enlargement of education budgets – and are not purely technical-educational.

Novib's policies have an urgent tone, which is completely realistic in view of the nearness of the deadlines of the EfA initiative and the monumentality of its objectives. The desperately needed increase in public expenditure on education, which Novib promotes locally and internationally, is therefore fully justified.

4.6 Conclusions drawn

The existence of synergies, which presume 'the mutual strengthening of the strategies of direct poverty alleviation, civil society building and the influencing of local policies with respect to basic education', in turn pre-supposes that the civil society organisations are effective partners in the policy discussions with central government. Whether this is the case depends on the robustness of these civil society organisations.

For both organisations the relationship with the national government is an important object of policy influence. The relationship with local administration is also seen as essential in the implementation of the programmes. While Plan is involved in primary education, its investment into the relationship with the Ministry of Education is essential. The Country Office tries to cultivate its relationship with the National Government but its real impact depends on conjunctural circumstances. For Plan the value attached to its relationship with local administration is of significant importance. On the whole this is close, and justly so, as without them Plan's ambitions as to community development could not be realised.

The relationship with Government managed by Novib is strongly influenced by 'outside forces'. Its international contacts (international forum, and other donors) are important sources of ideas, views and policies. These are significant forces which exert pressure on a national government, for example through campaigns. In the case of Novib it is the partner organisation which manages the interaction with the local Ministry of Education. The existing differences of interest of power groups, in relation to education are potential sources for the advancement of basic education. The local Civil Society is potentially even more decisive, but its leverage power depends on circumstances outside of the sphere of influence of the Novib partner.

The Novib policy description indicates their strong intention to encourage the civil society organisations into becoming effective partners. The policy papers do not mention the very realistic possibility that a government is not very interested and the civil society support agencies often have great difficulty in uniting and agreeing. In the former case increasing the pressure of civil society organisations seems to be the answer of the Novib partner. In the latter case Novib's institutional capacity strengthening approach seems to be the answer. At the same time, it has to be born in mind that in contrast to the Netherlands Bilateral co-operation, both CFA's operate in societies not necessarily endowed with 'good governance'.

A conclusion drawn is that the Country and Partner organisations should do their utmost to improve their relationships with government, as Oxfam suggests. When a CFP-supported programme works directly with grass-root initiatives and then upwards – the approach should give it persuasive powers to influence government and partner organisations to adopt it. This expectation is more likely when a strong body of civil society organisations exists and sees technical successes in development programmes as a convincing argument. However, in most cases there is no such 'inter-agency' pool, and the various programmes are often inward looking to the extent that they do not take on board the successes of others. It is considered that it is the task of the Plan Country Office or Novib partner organisation to help set up such inter-agency bodies. At the same time they could consider founding umbrella community organisations, in order to give their community organisations a voice in the family of civil society organisations. This is part of Novib's strategy, but Plan omits this important part of a synergetic strategy. The realisation of this would combine a top-down and a bottom-up approach, in other words, it would resolve the micro-macro problem.

Plan, as much as Novib, aspires to community cohesive interventions, resulting in social improvements. Novib more explicitly strives for strengthening economic self organisation and empowerment. The lobby and advocacy function of Plan is of a much more recent origin than Novib's. It is therefore more modest still. Novib has so far invested much more effort into the co-operation with Civil Society organisations than Plan. Overall, the degree of success in relation to the respective leverage strategies depends on socio-political circumstances largely outside of the control of both.

The policy and strategy definitions of Plan Netherlands studied are considered to lack a degree of realism in relation to the understanding and commitment of beneficiary governments. Basic education is not just a technical affair, but also a political one. Plan seems to convince itself of the underlying assumption that the technical perfection of its basic education programmes is in itself sufficient to convince Central Ministries of Education that they should innovate basic education. The existence of such a synergy presumes that the Civil Society organisations are effective partners in the policy discussions with Central government. Whether this is the case depends of course on the susceptibility of the Ministry in question and the robustness of these Civil Society organisations.

Novib's strategy to achieve synergy is seen to be more complete than Plan's. Plan organises its communities only on a communal basis while Novib also does this on a higher social level. In the case of Plan, this leverage power is based on its educational/technical capability resulting in direct poverty alleviation. In the case of Novib it is based on the internal strength of the Civil Society, which Novib tries to boost. The synergy of the three CFP-strategies only presents themselves when governments are susceptible to factors such as the direct poverty alleviation results and the strengthened leverage power of civil society.

Novib supports partners and campaigns which aim at the improvement of access to basic education. The partners deeply involve themselves into socio-political processes, which advocate basic education in their countries of operation. They do this by joining similar education action organisations in proposing to government and society alternatives to the existing state of educational affairs. In this sense Novib's poli-

cies are synergetic. They involve themselves in local lobby campaigns, which often are enhanced by international support. The evaluation team came across many successful activities in this sense.

4.7 The contribution to EfA (Jomtien, 1990 Dakar 2000)

4.7.1 General
The role of an international forum such as EfA is seen as a source of policy indications. For both Plan and Novib the international forum is an important source of development discourse, policies and strategies. The development discourse it generates is a source of ideas and viewpoints. Plan Netherlands and Novib Netherlands have been contributing to EfA since 1995, particularly with regard to improved access and quality and civil society building. Plan International and Oxfam International are both members of the 'Global Campaign for Education' which both Plan Netherlands and Novib fully back. This campaign is fully supportive of the EfA objectives, particularly the Dakar goals nos. 2 and 4, which cover access to basic education of children in difficult circumstances, ethnic minorities and female adults.

Novib believes its NGO partners are best positioned to manage local power structures, as they are part and parcel of the same society. Novib has a tendency to look at central government as a unitary whole. In practice within it there always exist many opposing factions, which might be used for the promotion of the BSS goals, in particular of basic education. Overall, the urgency of socio-political action needed to attain EfA access enhancing objectives is better articulated in Novib's than in Plan's approach.

4.7.2 Plan Netherlands
The fact that EfA supposes the lead of national governments in the achievement of the access and quality education goals plays into the policies of Plan. This organisation attempts for, and in many cases has achieved a close relationship with national governments. It strives for the integration of its activities and innovations into the national educational systems. However, the adoption of the EfA goals by Plan was not a rupture with its past policies, as it already concentrated on formal and non-formal education. Plan Netherlands takes all EfA objectives into account in making its policy operational and its implementation in the field. Its experience with formal primary and non-formal adult education did not make this a very large step to take.

The results Plan Netherlands wants to achieve in their education interventions are:

1 The improved quantity and quality of education facilities

2 Improved accessibility, effectiveness and efficiency of basic education, specified as:
   * accessibility: access, enrolment, equity
   * effectiveness: teacher quality, instruction materials, learning environment, supervision, relevance
   * efficiency: school management, allocation of resources and of teaching facilities, supply services, use of new technology

3 Improved effectiveness of Early Child Care and Development (ECCD)

4   The increased participation of society in improving the quality of education

5   The introduction of a range of innovative approaches leading to better access of education.

The weaker points of Plan's implementations of the EfA goals lie in its capacity to strengthen Civil Society for the realisation of the basic education goals. Its relationship with civil organisations so far in many counties is incipient and has not come to flourish yet. This impedes its capacity to persuade governments to take the EfA strategy seriously, at least those that have not done this so far.

This persuasive stance is essential for Plan to take, as the realisation of the EfA strategy is a very urgent matter. This persuasion moreover would need leverage from outside Plan's countries of operation, a.i. by Plan International. The role of the latter in respect to this has not been noted as being very preponderant.

It is a Plan ambition to combat poor quality education. Therefore EfA objective no 6, the obligation to strive for high quality in all the objectives mentioned above, is very much adhered to.

4.7.3   Novib

Although it supported the Dakar Forum, Novib's respect for the EfA strategies is less explicit, as its basic education policy departs from the position taken at the World Social Summit in Copenhagen, in 1995. The angle there was the struggle against the devastating effects on social services, in particular education, of the Structural Adjustment Policies of the '80s and '90s. The improvement in BSS was propagated there, of which education is just one of the targets. A spin-off of the Social Summit was the establishment of the Social Watch initiative, which inter alia monitors progress on BSS targets and the Millennium Development Goals. In addition, within the framework of Oxfam initiatives, Novib campaigns under the banner of 'Education Now', within the 'Global Campaign for Education' (GCE). Novib policies therefore do not contradict those of EfA. Rather its activities are not defined in a detailed 'pedagogic' way. It is less governmental/multilateral – after all EfA is a UNESCO-inspired exercise – but has a more polemic approach, based on identifying those who are responsible for the deplorable state of education in most countries in the southern hemisphere.

Novib has supported the strengthening of basic education in its non-formal, and to a lesser extent to its formal ramifications for a long time. The strategy points of EfA were largely covered by this, although the ambitions as to the achievement of the goals of universal and free primary education have been highlighted by Novib only in recent years.

It has left the development of the educational and pedagogical policies so far to its partners as it viewed the strengthening of basic education as only one, albeit important, aspect of its BSS objectives. It will have to take a more active stance as to the development of criteria here, as it must be able to form a judgement as to which educational or pedagogic policies of its partners are favourable to the achievement of the EfA goals. In order to develop these criteria, it may employ its own and Oxfam's successful basic education projects which are in operation already for some time. The co-

operation with Civil Society as stipulated by the EfA strategies is seen as a natural policy continuation for both organisations.

4.7.4   Conclusions

The ambitions established by EfA require haste. The target year of 2015 is very close as education reform takes at least a generation (15-20 years) to succeed. One would expect that the CFA's working for basic education would develop a view about the degree to which their efforts are picked up and used by the remaining target groups in the countries for which they are working. Implicitly this view exists in Plan, with its policy of maintaining good contacts with central government. In its education policy Novib expects that partner organisations make an effort to mainstream their innovations in the formal system. This implicitly means that apart from lobby and advocacy, their partner organisations should maintain constructive relations with their national or state level governments. This view is also reflected in the strategies adopted by both organisations to combine with networks of similar organisations to exert influence.

However, further policies aren't developed in this area. There seems to be no policy to encourage partners to carry out a systematic analysis of the experience of projects as they near completion. It is felt to be an absolute necessity to prepare for this from the very start of a project, in order to dispose of the data needed. This would mean that the termination of programmes would result in academically solid publications in which the project's experiences – it successes and failures on the education themes pursued – would be divulged nationally and internationally, for everybody to learn from. Such a systematic analysis forms an indispensable instrument for the propagation of interventions to the rest of the sector in question. It intensifies the national and world-wide interaction between all parties involved in the development of basic education.

The other prerequisite for the achievement of the EfA goals is of course improving tax collection and increasing the proportion of education budgets. This prerequisite is missing from the two CFA policy papers analysed in the Inventory Study. (It is however mentioned in Chapter 6 of Oxfam's publication 'Education Now', break the Cycle of Poverty). Plan, with its meticulous financial monitoring system, should be able to calculate how much countrywide adoption of its ECCD systems or its piloted primary systems, as applied in some of the countries studied, would cost. This could give a realistic indication of the finance and personnel resources, etc. that would be required if Central Governments earnestly attempt to achieve EfA by the foreseen date.

> In April, the world's Finance and Development Ministers promised 'to provide the necessary additional domestic and external resources' to get every child into school by 2015. They 'strongly endorsed' an Action Plan to 'make primary education a reality for all children'. At the heart of this Plan is a fast-track initiative to coordinate additional aid to developing countries that adopt policies to deliver Education for All. In June, G8 leaders welcomed this fast track initiative and promised 'to increase significantly bilateral assistance for countries that have demonstrated a strong and credible policy and financial commitment to these goals'. Yet, even though governments in some of the poorest countries have taken this initiative seriously and are ready to fulfil their side of this new part-

nership almost all the world's richest nations have failed to act. Only the Netherlands has announced a specific financial commitment to the fast-track initiative.

Oxfam is urging development and finance ministers to fulfil promises by:
- Committing additional annual financing of $5 billion to implement the action plan.
- Agreeing a timetable to expand the fast track list beyond the initial 18 countries.

Concrete actions evolving out of an educational strategy are necessary to increase the accessibility of primary schools. It is clear that, however much an organisation propagates the increase in access associated with its basic education programmes in its policy papers, some of this must be recognisable in its field interventions if these claims are to be considered credible. It is therefore recommended that for these concrete actions are included in the policy papers. It is noted that Plan does this to a large extent (see its Position Paper on Education, p. 17), and Novib does not. It does state that it supports partner activities which *'Contribute to increased availability, accessibility, acceptability and adaptability of BSS to the target groups mentioned above. The combination of these four areas is a measure of quality.'* It, however, does not define an educational strategy as to access the way Plan does, or the way educational mainstream thinking does. What it does do, is support its partners in their institutional development, meaning that the partners learn to clarify the direct actions needed to reach the objective of increased access.

In addition, the urgency of the achievement of the EfA objectives requires an increased pressure by Civil Society on national governments. It must aim at an increased quality of its basic education provision, in order to widen access and enhance effectiveness. Its already existing role in supporting Education Ministries to execute their obligations requires to be supplemented by an increased role in mobilising society to demand an enhancement of education facilities for the excluded sectors of the population. Both CFA's studied are encouraged to continue challenging their supported interventions and partners to fulfil this part, which is so strongly emphasised by the EfA framework for action.

All of the countries studied have subscribed to the Eva initiative. Plan, in its countries of operation takes these internationally-recognised objectives seriously into account: ECCD, access of minorities, youth education, etc. It tries to equip its students with the knowledge, abilities and attitudes needed to lead a respectable life in their own surroundings. The education of girls and women is promoted in all of the activities described. In the African and Indian projects, this is done not so much by openly promoting a gender approach, but by insisting that girls (in the case of formal education) and women (in the case of non-formal education) assist as equals in the education processes. In the Central American case, the gender approach can be promoted much more explicitly. Teachers, mothers, carers, parents, and community members are openly and in participation, trained in its application.

The Novib-sustained interventions clearly pursue the EfA objectives, but it obviously depends on the character of the activity which of them is emphasised. The semi-formal projects refer to Dakar objectives 2 and 3; the infant centres reflect objective 1, and the literacy activities objective no. 4. The literacy accomplishments of Burkina's ATT are particularly impressive, as this project allows 30,000 people to become liter-

ate every year. The contribution of the interventions of the CCEB umbrella organisation must be mentioned as this organisation plays an active role in the Global Campaign of EfA in Burkina Faso. On the whole, the Central American implementations are responding to the EfA objectives 1 to 4, while the Ministry of Education in El Salvador is the only Ministry encountered in this study that claims it will achieve the EfA deadlines for objectives 2 and 4. The Novib-supported system-wide education programmes very strongly reflect EfA objective 6.

The overall impression gained by this field study is that the internal, pedagogical interventions have many aspects in common. Novib is seen to direct its attention at strengthening their external effects, while Plan concentrates on perfectioning its internal effects.

4.8 Improvement of the quality of basic education

The quality of Plan's basic education interventions is enhanced by its emphasis on strengthening a child centred pedagogy in class and participatory (community involvement) approaches. Child centred and participatory approaches reduce drop out and enhance overall enrolment (access) and retention figures, especially for girls, which is also an efficiency enhancing result. These quality enhancing strategies are mainly directed at the improvement of the internal effectiveness of its interventions. For its quality criteria, Plan adequately states its position on these efficiency factors, and describes which ones it takes into account. However, the inventory study gives the impression that for Plan the subject is heavily influenced by financial considerations. It is suggested that the inputs in relation to (teacher, pupil) energy and materials could be more emphatically addressed.

Plan defined its educational/pedagogic strategies (its quality concepts) up to a certain point. Novib leaves it to their partners to fill this out. Novib needs to develop an educational-pedagogic vision which is congruent with its socio-political vision. Only this way will it be able to interact with its basic education partners about the avoidance of contradictions between its educational and its social vision. Plan indicates its efficiency enhancing strategy as part of its quality concepts. Novib does not mention these and again leaves their definition to their partners.

Novib has supported the strengthening of basic education in its non-formal, and to a lesser extent to its formal ramifications for a long time. The strategy points of EfA were largely covered by this, although the ambitions as to the achievement of the goals of universal and free primary education have been highlighted by Novib only in recent years.

Too little is found in the policy definitions of Plan Netherlands and Novib concerning the cultural idiosyncrasies of the target populations: the rural characteristics, the fact that many belong to cultural minorities, the existence of an endogenous learning culture. A policy definition on 'rural education', 'bilingualism', multiculturalism or inter-culturalism should be developed by both organisations. It is felt that this would both support and corroborate their claims that their educational efforts are directed towards improving the access of minority groups to basic education.

Quality enhancing effectiveness also implies enhancing efficiency. In its quality criteria, Novib does not explicitly indicate that it wishes its partner organisations to apply efficiency-incrementing strategies, or the directions these strategies could take. Instead, it is left to its partners to specify educational innovation strategies and methods directed at quality improvement. The description of its policies does not clarify whether it screens its partners on these strategies.

The programmes of Novib and Plan Netherlands studied on the whole satisfy their basic education ambitions as to access and quality. The children and adults undergo a pleasant learning experience, adapted to their life circumstances and levels. They are encouraged to evaluate their social contexts, learn to learn, and acquire some relational life skills (including gender, participation and co-operation) that are bound to prepare them for more complete citizenship within their societies.

4.8.1   Effectiveness

CFP funds enabled Plan Netherlands to put more emphasis on the improvement of the quality of education. Plan Netherlands has, up to a certain point, developed a pedagogic strategy which emphasises improvement of the internal effectiveness of its interventions. They relate to the effectiveness of the educational system as such. Its Position Paper on education indicates quite clearly the education areas it thinks to improve in order to accomplish quality education. These areas are:

• Teacher training;
• Curriculum development;
• The availability and quality improvement of didactic materials;
• The improvement of the learning environment;
• The improvement of the supervisory system; and,
• Augmenting the relevance of the education content.

It may be observed that a position paper is not a pedagogical thesis. The aspects Plan wants to influence in this respect are clear. It could however, as has been said before, be more explicit about the pedagogic directions it would like to take. Concepts such as 'pupil-centred', 'emphasis on the teacher's role as facilitator', and 'activity-orientated', could at least have been mentioned, in view of their importance with respect to quality and effectiveness of education.

Plan rightfully mentions the availability of latrines as a prerequisite for an adequate learning environment. Its position papers could also have indicated some minimum criteria to which the curriculum content must respond. An example is the psychosocial development of pupils and the role played in this by play and fantasy development.

So far, Novib does not address these matters at all. The authors of the Inventory Study were not able to identify quality aspects, not even in the progress reports of its basic education programmes. While not mentioned in Novib's policy papers, programme officers probably do pay attention to these issues in their project assessments and in the partners' dialogue.

Novib seems to be concentrating on the developmental relevance of the improvement of basic education. It mentions for example the importance of participation as a development strategy. It briefly reveals its importance for the improvement of education quality. Education is effective as part of a developmental strategy.

It would have been interesting if the policies and strategies of both organisations had applied a distinction between internal and external effectiveness. Internal effectiveness refers to the accomplishment the education system has set for itself, external effectiveness refers to the accomplishment of the objectives society, the state and/ or parents, and the community have set for the education system. Seen in this light, it becomes clear that Plan's education quality criteria tend to emphasise internal effectiveness while Novib's stresses external effectiveness.

4.8.2   Efficiency

Generally, factors are mentioned such as retention, drop-outs, school management, the use of teaching hours, the organisation of schedules and teaching learning situations. Plan is quite explicit about this, and includes in its Position Paper a fairly detailed description of the items it takes into account. Novib does not pronounce itself on these aspects. Quality enhancing effectiveness also implies enhancing efficiency. In its quality criteria, Novib does not explicitly indicate that it wishes its partner organisations to apply efficiency-incrementing strategies, or the directions these strategies could take.

It is noted that the Inventory Study approaches the efficiency aspect mainly from a financial angle. Obviously, it costs a lot of money when 25% of students in the primary school system of a country are doubling a year. A flexible promotion system could, with the other advantages it brings, be seen as a device to achieve savings. There would however not only be savings with respect to financial inputs, but also with respect to energy and materials. There could also be improved learning achievements because of smaller classes. The financial angle is a rather limited one, albeit important.

Here as well it would have been interesting if both CFA's had made the distinction between internal and external efficiency. Under such distinction internal efficiency may be defined as the education system itself reaching its own learning objectives, at the lowest possible cost (financial, energy, material). In contrast, external efficiency is the education system achieving the objectives that society, the state, and/or the parents set it, at the lowest possible financial, energy, or material cost.

In the case of CFA's, external efficiency in particular is very difficult to establish. CFA's ostensibly target impoverished and excluded populations. For most of the time these populations have little choice. The alternatives are either to accept the programme as implemented or have no programme at all. There is no way of finding out whether 'current' implementation is the most efficient as there is nothing to compare it with.

Community involvement is an essential factor in the stimulation of Basic Education quality of both CFA's. It must be borne in mind that this is a complicated process, due to internal tensions which are normal to human communities. Novib's scaling-up of interventions does not necessarily mean an increase of influence on national governments and fellow NGO's. It depends very much on conjunctural circumstances outside

of CFA's' control. The NGO's interviewed were not very much preoccupied with the up-scaling of their activities. There attention was fixed on the solution of their immediate operational problems.

4.9 The cross-cutting themes of child-rights and HIV/AIDS

Both organisations profess to espouse a 'rights-based' approach. This means that they base their interventions not so much on the needs of the communities or countries they are involved in, but on the claims the populations can make to a just and fair distribution of resources and services. It implies a more dynamic vision of development, in which ownership and empowerment are leading concepts. It is already noted in the elaboration of its basic education concepts and ideas that Plan, in contrast to Novib, doesn't work this out very extensively. The key issue must however be to establish what the consequences of this approach by Plan for the children are.

Plan developed the notion of 'child-centred community development'. Communities should develop themselves in such a way that their children are allowed all possible choices and here education obviously has a high priority. The community must become a child-friendly place, just like the community infant centre or school. So far, Novib has not developed such a set of operational concepts for its child-rights objectives – while it is empathic that these needs must be realised – it has not formulated applicable strategies to achieve their realisation.

Both Plan and Novib empathetically use strategies to enhance the access of disadvantaged groups to basic education. Both define the concept 'disadvantaged' mainly in socio-economic terms.

Another issue raised is whether school uses the abilities children learn when doing the chores around the house and the plot of land. This isn't mentioned in the policy papers. The curriculum and the teacher can try to contextualize and to link language and mathematics to the work experiences of the children. Both CFA's fall short on the development of a strategy in respect to the cultural side of such an approach. This is particularly important in the case of the gender and HIV/AIDS issues. Plan has not formulated a cultural strategy concerning gender and the alleviation of HIV/AIDS but it defines its policy of gender equality with respect to access of girls and women to the specific organisation's education activities and they connect this to the organisation's approach to combating HIV/AIDS.

Novib however, has formulated a strategy for child labour. This is endemic in all of the countries studied. Novib considers that a function of education is to counteract child-labour: when children are at school they cannot be forced to work. This appears to be debatable, as children are usually put to work out of sheer necessity. In many cases the most the programmes can strive for is that the children's labour does not infringe upon their rights to schooling. It appears to be next to impossible, at least in the short-run, to try to cater for the needs of desperately poor people, as both CFA's do, and then to expect to abolish child labour in favour of schooling. Focusing the activities on productive improvements within the framework of direct poverty alleviation would appear to be a more fruitful approach.

The programmes of both organisations in general clearly show a rising tendency for the participation of women and girls, often up to parity of access or even higher. There are figures and other criteria to back this claim. With respect to the quality factor it was observed that gender subjects are treated in most programmes and that gender awareness is growing among students, teachers and parents. This applies to cultural features like early pregnancies and marriage. Both are treated in the formal and non-formal programmes studied. Also FGM, which in the Ethiopian context is a serious problem, is explicitly treated.

While both Plan and Novib are successful with respect to the achievement of an increase in gender equity awareness as far as basic education access and quality is concerned, this may not extend to the attitude change aspects of quality. There remain doubts as to whether the more subtle attitudinal educational aspects of the gender approach were practised.

Novib **extensively** defines its policies on the aspect of gender equality with respect to access of girls and women to the specific organisation's education activities. It connects this to the organisation's approach to combating HIV/AIDS.

Novib has not formulated a cultural strategy concerning gender and the alleviation of HIV/AIDS. Novib obviously leaves it to its partner organisations to tackle this, but it should at least indicate culture as a problem area on which action is to be undertaken. There is always the problem that the gender issue is only preached but not practised. Its sensitivity demands that it becomes part of the attitude of teachers and instructors and of the educational culture of their institutions.

The basic education policies and strategies did exert a positive influence on the living conditions of women, thereby contributing to the equalisation of gender relationships. Plan basic education interventions directly employed some women of the communities. More importantly, the school and habitat improvement, which are most often taken up by women impinged positively on improving living conditions from which women benefit most. Through this community involvement they acquired an increased self respect and improved their capacity to exert more control over their own lives.

Most of the interventions studied augment the access of vulnerable and deprived infants, children and adults to educational facilities. This applied equally to both Plan and Novib. It is groups of the most vulnerable students that profit from the improvements, particularly woman students. For these, the strengthened security is a main factor. Activities that do not have this focus were seen to concentrate on other basic education objectives. This positive conclusion can be extended to the access of woman students. On the whole, the safety factor for girl and woman participants is well catered for. The only pitfall concerning the gender aspect the evaluation team saw was that the treatment of the gender problem might remain at the verbal level. The need to translate the gender approach into a gender *attitude* needs to be further addressed by both CFA's.

4.10 Partnership policies, organisational and management set-up in view of aid chains

In examining the relations between the actors in the aid chain it is necessary to examine the theoretical definitions and to review these in practice as a result of the field visits. In both CFA's the link between the offices of the donor and the Country/Partner organisations are the key to the realisation of the interventions.

4.10.1   Plan Netherlands

In theory, there exist elaborate procedures to implement the selection, design and implementation of programmes. Different stakeholders within the Plan aid structure must intervene. The offices of Plan International and the Regional offices are cases in point. In practice, these stakeholder roles haven't become clear in the evaluation, as in the field little mention of them was made, and if so, not in a constructive way.

For Plan, the key link in the chain is between the donor (Plan Netherlands) and the Country Office, at least as far as CFP-funded activities is concerned. As each programme has to be tailor-made and therefore many adjustments have to be put into practice for the programme to be applicable in its own context, the quality of the communication between these two links is decisive for the quality of the programme. This goes not only for the set-up of the programme, but also for its monitoring.

In the description of Plan's Aid Chain, obtained during the study, the roles of the Regional Office and Plan International were either not mentioned or appeared to be interpreted as not conferring much additional value.

For Plan, the Inventory Study describes in considerable detail how project proposals are initially developed by the Plan Country offices and subsequently move upward through 'a long and bureaucratic chain' to a National Plan funding organisation. At the same time it describes how direct informal contacts also exist between the Country Offices and the National Organisations. This seems to be indispensable, for it is difficult to see how a proposal could otherwise be shaped in such a way that it is appropriate for Dutch funding. The shaping of a programme proposal usually is quite a sophisticated exercise, from which both ends of the chain learn a lot about each other. A reliance only on an official routing would appear to make this impossible.

The policy dialogue between Plan Netherlands and the country office takes place on the basis of infrequent field visits, held for example, on the occasion of the introduction of CFP-inspired policies. Such visits form part of the communication with respect to the grant funded activities by the county offices, based on the yearly narrative progress reports. Furthermore, the basic education consultancy team is used for the technical monitoring of some pilot basic education activities. Here the parties discuss the educational strategies to be applied. On the whole the contact between the Netherlands office and the Country Offices is not considered to be completely satisfactorily because it is felt to be too indirect. Much information reaches the National Office through mediation of the Regional Offices. It is based on insufficient and indirect contact between the two parties. When the contact is direct, there is often interference by the other stakeholders. Notwithstanding these teething problems, there exists the expectation that a real relationship is slowly being built up and that communication is

becoming more direct. It is recommended that more attention be given to improving the level of communications generally.

4.10.2   Novib

Novib's structuring of the aid chain is on paper entirely different from Plans. Here informal contacts of programme officers with possible partners are used during field visits as they formerly were through the regional platforms. Negotiations are initiated on a face to face basis. The possibility of subjectivity in such a process is counteracted through submitting the programme selection to established procedures, so as to ensure all requisites are fulfilled. These procedures are used, as in Plan, to cover the 'legal' needs and to make the choice rightful.

Novib's communication on policies and strategies is directly from the programme officer to the partner organisation staff and v.v. This manifests itself straight from the identification phase. Agreement on policies is ascertained that way. The identification of the co-operation and the selection of the project activities are based on face-to face interaction. There are frequent field visits and telephone conversations on the basis of progress reports and informal briefings. Partners find this contact satisfactory as it is realised on a horizontal basis in which the donor-ship of Novib is not experienced as an obstacle to a free exchange of information.

In the case of Novib, the policy dialogue is positive and satisfactory. In the identification and in the implementation of projects and programmes there is ample opportunity to discuss policies and strategies, in which the partners feel free to express their opinions.

Again, theoretically there exists a direct link between the donor Novib and the implementing NGO. This is an advantage as to the communication and the adaptation of the implemented programme to the field situation. In the field this is appreciated. The potential weakness of this procedure is that it may become too personality-bound and subjective, and deviate from agreed policies. In practice such pitfalls were not mentioned, which is only natural as the informants were party to these processes themselves. This danger can be counteracted by tightening the criteria and rules, which programmes have to adhere too, and by delegating the monitoring to one of the Oxfam donors. This is a process Novib is undergoing at present.

The direct link between Novib and partner organisation generally is an advantage, but it can become a disadvantage as well. In order to avoid the latter, monitoring by another Oxfam organisation is being applied.

4.11 The three CFP intervention strategies

According to the Inventory Study, Plan doesn't intervene strongly in the field of civil society building: organisational strengthening, alliance building, and lobbying and advocacy. On the other hand, the building up of Community Based Organisations (CBO's) is definitely also an important part of Civil Society building. This works to the benefit of basic education, but basic education in turn contributes to the benefit of the civil society through establishment of CBO's, as literate and socially skilled vil-

lagers are more inclined to organise themselves and make their organisations more effective. Thus, there is synergy generated between basic education and civil society development.

Novib has always had an explicit policy on the formation of civil society. The documents on which this study is based mention the institutional support provided for partner organisations and they claim to clarify the actions they take with respect to such formation. With the help of the local organisations they learn to define the alliances and advocacy strategies to be applied in their own environment. This is considered by many partners to be one of the most valuable assets of Novib support. In addition, the reasoning with regard to Civil Society Building with Plan is also valid for the Novib funded partners.

4.12   The contribution of the intervention to the CFP–strategies

The aspects of Direct Poverty Alleviation, Civil Society Building and Lobbying and Advocacy have been discussed in the previous paragraphs. The discussion will therefore be limited to the question of synergy.

In the case of the Plan and Novib programmes, whether this synergy effect occurs in respect to basic education depends on: (a) the traditional strength of the civil sector, (b) the traditional receptivity of government and (c) the amount of leverage international co-operation exerts.

The idea of synergy implies that a Ministry of Education lets itself be influenced by 'the successful example'. The Plan strategy is to ensure that this success is apparent, before it starts to promote its models to the Ministry. It hopes to have its communities organised so strongly that a local department of the ministry, or the Central ministry itself, starts to take notice of the effort. Plan therefore tries to co-operate with such a ministry on a mainly technical basis. Up to now there has been little exertion of socio-political pressure or the mobilisation of other NGO's or communities in the Plan strategies. It is precisely this cautious strategy that has helped Plan cultivate its relationship with the state. It has met with some success in most of its countries of operation, although this is not necessarily due to the strategy itself, but to the receptivity of the government in power. The difference in reaction to the same strategy of two seemingly comparable Central American countries is illustrative. In El Salvador there is open co-operation, in Guatemala there is tolerance of Plan's efforts but the Central Ministry systematically gives preference to own initiatives, to the detriment of Plan's efforts.

The Novib-supported interventions take a more polemic position. Although the receptivity of the government in power to the success of these interventions is also a decisive factor for Novib, Novib is much more inclined to use the leverage that co-operation with 'associate' organisations and international NGOs present. Novib is less inclined to use its successes in the field as the only argument towards central government. If the central government picks up this success, so much the better, if it does not, the other means are employed anyway. This government susceptibility factor appears to be the most dramatic in the Indian SACCS example, where strong forces

within government resist the abolition of child-servitude, while this NGO aligns itself with other forces within the same government, such as a parliamentarian forum and a semi-official national commission.

It therefore is impossible to say whether this synergy factor as such works and if either of the different strategies of the two CFA's is superior. The attitude of the Central Ministry is decisive, not the chosen strategy. Basically, nothing else should be expected in a sector where the structural prevalence of the Ministry of Education is so overwhelming, in both the formal and the non-formal sphere.

4.13 The contribution of the interventions to direct poverty alleviation

At first sight there seems to a contradiction in terms here. Basic education literally means that students are taught the basics they require to allow them to be able to function satisfactorily in their society. This does not mean immediately or directly. The field study regularly came face to face with this contradiction. Both CFA's had several programmes in which there was a demand for vocational or technical education. This demand was expressed by both men and women, who, in their post-literacy phase, were searching for wider productive perspectives for themselves and their community. They also suggested the establishment of technical-vocational education for their children.

There were several areas in which the projects directly reduced the economic burden of the parents and the community population. Some teachers work as a catalyst, inspiring community committees to undertake or lobby for social (for example infra-structural) or productive improvements. Various women find work in ECCD education centres. In Plan projects for example they worked as Woman Caretakers, only receiving a small bonus. These Centres, by freeing time allow (single) mothers to engage in economic activities. In another sense, education centres cater for the income of women by employing female cooks to prepare school lunches. This way, these women enjoy one full meal a day themselves. All these examples were found in the programmes of both CFA's. In addition, youth committees are formed around the Plan education centres in Central America. Some of these help in starting small economic activities around the schools or infant centres, including planting fruit trees or tending vegetable gardens in order to generate a small income for the centre. Sometimes the mother volunteers do this themselves, for instance, when they sell pastry at fairs.

The system-wide programmes supported by Novib take one step further. They consider the many education and training activities as so many stepping stones in regional development. In co-operation with local government and other NGO's working in different sectors, they design all-encompassing rural development plans with strong socio-economic components.

4.14 Civil society building

Any form of citizen association is considered to represent an increase in social capital and a strengthening of Civil Society.[13] This is certainly true for the creation of CBO's (Community Based Organisations). These are the backbone of the Plan interventions. Village committees, such as *'Comité de Pilotage'* in Burkina, decide whether an education centre, Infant or Primary, will be built. Such committees are also trained to supervise and manage the institutions that they 'own'. It is hoped that such organisation initiatives fan out to other realms such as adult education and training, or socio-economic activities. To undertake these activities, the support of other NGO's working in the area is sought.

Another, somewhat different area of Civil Society building is the affiliation of Plan Country Office, to the sometimes numerous networks, forums, national and international councils, and interagency meetings in the countries of operation. These promote the cause of Basic Education in areas like BE in general, child rights and domestic violence. After having been reluctant to join such associations for a long time, in recent years Plan has taken a new approach in the countries studied.

There is no linkage between the two forms of association mentioned above. The formation of 'second level associations' of the CBO's that are established in the Plan-supported communities is not encouraged. These associations could provide support for the promotion of Plan's ambitions concerning Basic Education and Child Rights among the other Civil Society organisations working for these goals.

Forming second and third level organisations is a cornerstone of Novib-supported activities. In the organisations studied, there are two platforms of this type (CCEB and SACCS). In other activities (such as REST, Tulan and CIDEP) this is considered an important complement. The Novib-supported Partners are also affiliates of many national and international initiatives, networks and platforms for the furthering of the education, and other social service causes.

4.15 Influence on government basic education policies

Both CFA's explicitly uphold the necessity of building relationships with the national Central and Local Governments. But on the whole they apply different approaches to effectuate these. Plan follows a non-polemic course, demonstrating technical-pedagogical excellence and thereby showing the national ministry its indispensability. This goes as far as helping the Ministry in El Salvador to formulate laws relating to the protection of children's rights and other education-related themes. At the same time, Plan co-operates with municipalities, in helping local committees obtain the necessary authorisations and other facilities, such as land, from the Local Government.

Novib-supported organisations take a more rights-claiming approach and are inclined to use methods of social action, reclaiming rights in co-operation with similar organ-

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13 See the works of Robert Putnam.

isations. If Novib co-operates with local government, it usually does this with the ones with which it shares its social activist basis (Ethiopia, Guatemala, El Salvador, SACCS in India). It nevertheless is often able to build up a good relationship with the central government in those cases where this is receptive of the technical proficiency of the implementations – or when it shares certain socio-political insights. In El Salvador, CIDEP executes its education programmes in co-operation with the Ministry, because the ministry itself meets much resistance in the regions where this NGO has a strong base.

Both strategies obviously try to influence Basic Education policies. The Plan approach is more top-down, the Novib one is more bottom-up. It is impossible to generalise on which is more effective, as this depends on structural and/or conjunctural circumstances, of which the receptivity of the government that happens to be in power is a key element.

4.16 Interactions between basic education and structural poverty reduction

Structural poverty reduction is understood to be the combined effect of direct poverty alleviation, civil society building and policy influencing. For the larger system-wide education projects, the direct poverty alleviation effects tended to improve the economic situation of some community members in both the Plan and Novib projects studied. It also impinges positively on the health and habitat situation.

An implicit assumption in relation to the mutually beneficial interactions between basic education and Structural Poverty Reduction is that receiving governments, even if they have signed the Jomtien and Dakar declarations, are all equally anxious to strive for the realisation of the EfA objectives. However, the degree in which they are interested and committed varies considerable.

Another assumption is that these governments are enthusiastic that their NGOs receive support from foreign NGOs. Generally, this is found not to be the case. Many governments are pre-occupied with issues of control. While there is considerable international pressure from organisations such as the World Bank as well as domestic pressures for development of Poverty Reduction Strategy Papers (PRSP's) with Civil Society input, many governments are not interested, however much money there is involved.

A third assumption is that the input of NGOs in the sphere of basic education should necessarily strive for government adoption of their pilot programmes. It is contended that they should not. They should instead try to get enough leverage to be able to make a success of their interventions. It would be ideal were an entire country covered by different education programmes, and that these programmes could co-exist side by side. That is, as long as they respect the minimum certification requirements of the ministry, otherwise the resulting diplomas will have no value. A country shouldn't necessarily strive for one uniform education system.

Plan Netherlands develops basic education activities for direct poverty alleviation of the communities they work in while strengthening the Civil Society and effectively lobbying the local central government. The improvement of basic educational facili-

ties for young people and adults lays the groundwork for increasing income-generating activities and social improvement. Many of its results cannot be called 'direct poverty alleviation', as their effect is indirect[14] and long term. Most direct poverty alleviation strategies pursued by basic education are only effective in the long run. It may take years before a community, where most inhabitants have lost hope and perspective on the future, starts to recognise social and socio-entrepreneurial potentialities. An important exception is when a community starts to undertake habitat improvement.

Novib-supported basic education activities often have direct repercussions on income generation. Many of its projects for basic education, including non-formal schools and literacy training, are embedded in community-based socio-economic activities, and especially its adult trainees are stimulated in that direction. The increase of self-organisational capacities is obviously part of this. In some instances the community population applies pressure on the Novib partner to organise technical/vocational schooling or training. This is a sign that the direct poverty alleviation strategies have been successful and that the community members want to continue on this road.

As mentioned earlier, Novib departs from the premise that basic education, particularly for children, is an instrument for combating child labour. It is only valid, if it is paralleled by a fight against direct poverty and creating opportunities for productive and remunerative activities in the communities, because it is the absence of these opportunities that is the root cause of child labour. The evaluation team noted that Novib selects organisations that are aware of this aspect. Basic education policies and strategies did exert a positive influence on the living conditions of women, thereby contributing to the equalisation of gender relationships.

Community improvement initiatives are more often initiated by women than by men and women often profit more from them. In the case of Novib the supported initiatives have a more socio-economic character than in the case of Plan. As a result, increased self respect and increased determination in relation to their own and their children's life conditions are the results.

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14 That is, the young people and adults must first find a remunerative activity before their improved education can be effective.

5 Analysis and comparison of policies, strategies and interventions

5.1 Change effects in participants, intended and unintended

Here we mainly refer to the changes within the individuals affected by the outputs of the programmes of both CFA's. Many of these changes are of too recent origin to be able to draw conclusions from them. But especially in the projects that have educational innovation as their objective, improvements with the direct stakeholders are observed.

Pupils react positively to the safe learning environments created. Child-centred and active teaching methods result in increased imagination, curiosity and creativity, amounting to an amplified learning ability. The classroom environment and the teacher's behaviour result in encouragement, as the positive results of the child's learning are met with positive reactions, also from their peers. On the whole this amounts to an increased capacity for interaction in resolving problems and fulfilling tasks.

The change in teachers is also positive. Their in-service up-grading results in an increased awareness of the pedagogical meaning of their classroom behaviour. They learn to organise the learning processes, creating teaching-learning situations in which the students control their learning processes in their own style and at their own pace. Teachers do not stand in the way of their pupil's learning. They gain work satisfaction, seeing their students grow and their self-esteem increase.

With respect to the parents, the effects of the more complete educational programmes are also satisfactory. The most striking result is the slowly growing insight into the importance of 'educating children'. It ceases to be something that 'just happens'. Parents become aware of the positive effects a conscious intervention can bring. This applies to the interventions implemented by the school but also to those of the parents themselves. Secondary is the appreciation that the children usually receive a meal. Thirdly, by undergoing systematic training children learn more. They become better-prepared to earn a living.

Several nuances must be applied to this encouraging picture. Firstly it shows a *tendency*, which can be recognised in the 'system wide' education programmes, but more so in the ones in Central America than in the others. The African and Indian projects seem to have a student, teacher and community population who have a greater cultural distance to this approach to education, and which also is characterised by in the deprivation that the children in Africa and India (see for example SACCS) endure.

The second nuance is that these more modern 'constructivist' approaches may paint a too rosy picture. These schools and institutions present an abundance of stimuli, widely different from the home circumstances of the children. It is not clear what the consequences are of the enormous contrasts that these children undergo on a daily basis or how they will experience their undoubtedly much more dreary future, educationally and otherwise.

The third nuance is related to the second, but may be more pressing. The atmosphere in these institutions is very positive and discipline is not an obvious problem. In the social circumstances surrounding these children the darker side of human existence is ever present, physically or psychologically: helplessness, violence and loss, or its aftermath. It could be asked whether the methodology applied somehow prepares them to face these situations. Their fantasy is stimulated, and that is all very well, but is it also the fantasy that is needed to digest the confrontation with this darker side, in others and in themselves? These questions came up more when observing Plan programmes, but there is no reason to suppose that they are not present in those Novib-supported programmes which depart from comparable pedagogic principles.

5.2 Change effects in the communities of intervention

The stimulation of community involvement is an important objective of the larger education projects of both Plan and Novib. In the Plan-supported programmes, from the very start the community is encouraged to deliver the manpower to build or improve the education centre. This is intended to be the starting point for increased cohesion and organisation within the community. This in turn results in greater involvement in education itself of the children, of their parents and of other community members. Furthermore, it lays the groundwork for other community activities in the social or the socio-productive sphere. Novib stimulates the formation of community organisations as well.

There were definite signs of these effects. The improved functioning of village councils was seen in Novib-supported activities in Ethiopia, Burkina and El Salvador, but also in Plan-supported programmes in Guatemala and Rajasthan. Interestingly, but not surprisingly, female community members often seem to have had the lead in these developments. They usually form the vanguard in (re)constructing the school. Often these activities are extended towards habitat-improving community activities, which are usually also more of a female preoccupation.

It must be borne in mind that these developments take a long time to take root. Community members have formed many traditions which adapt them to situations of extreme deprivation. Apathy is such a form of self-defence. Defeating this is a long term-process. Often internal conflicts within the community obstruct the impetus towards a way out. Plan applies a time limit for its involvement in Central American communities of 10–12 years. In Africa 15 years are mentioned. In the Novib-funded activities, no such limits were mentioned, but no doubt a comparable project life-span is employed. Such a period is no needed in order to bring change/development.

5.3 The impact on community and society: the improvement of accessibility

Creating formal or non-formal education centres where they previously did not exist is obviously the foremost intervention to increase accessibility.

The target groups of the programmes of both CFA's are obviously the vulnerable sectors of the population. The content and methods of the programmes are geared to their life circumstances. Where relevant bilingualism is practised in the African and Indian activities of both organisations – in the Plan activity in Guatemala in a restricted way, because this is a politically sensitive point there.

The programmes of both CFA's certainly show an impetus towards the involvement of girls and women. This is more explicit in the programmes of Novib than in the Plan programmes, but the explicitness does not necessarily mean a greater effectiveness. The general strategy behind the activities of both CFA's seems to be to mobilise the women of the communities involved, raise an awareness of their own social potential, and as a result create the changes in attitude in both genders that allow girls increased access to education centres.

This is accompanied by other methods to increase the attractiveness of schooling and training to girls and women, like the employment of female teachers, trainers and volunteers, and the creation of robustly separated sanitary facilities. The safety factor is foremost in the attention of the managers of these programmes. It seems to be catered for satisfactorily.

The next step in the chain of implementations intended to make education more attractive to girl pupils is in the area of the hidden messages that are sent through the education situations in which boys and girls learn. Although most of the didactic material used is screened on gender neutrality, the same certainty cannot be given with respect to the teachers' attitudes. Being trained in the application of a gender approach is not sufficient here, as this might result in mere lip service. A deep change of attitude of both male and female teachers is required. But in the programmes studied, there are clear signs of an awareness of the importance of the gender factor and observable results of this awareness.

The increased enrolment of both girl and boy students in the programmes of both organisations is in itself a sign of increased respect for child-rights, especially if one takes into account the community awareness processes which precede this result. In most adult and parent training programmes, as well as in the teacher training, the theme of child rights is explicitly addressed. The concrete results cited are convincing. This is dramatically so in the case of the Novib-supported Indian SACCS, where child-labourers are literally torn away from their places of forced labour and offered an environment where they can be de-traumatised.

5.4   The impact on community and society: effectiveness and quality

Many of the access-enhancing features of the programmes mentioned above also have positive repercussions on the effectiveness of Basic Education. In addition the following characteristics must be mentioned. They refer particularly to the *internal* effectiveness of Basic Education. The programmes supported by both CFA's are concerned with pedagogical quality improvement. Firstly, in the case of Plan, the programmes support curriculum development, which is based on the child-centred active learning methods explained earlier. In Plan's interventions concerning ECCD, its insistence on play as a vehicle for toddlers' learning achievement (emotional and psycho-social development) is impressive. Parents, with very different child-rearing traditions, are induced to develop an understanding for this approach. Furthermore, in such programmes, Plan supports the compensatory training of teachers and other education personnel, such as supervisors. It also offers training to community volunteers and parents, with a methodology specially adapted to this kind of participant.

In the enhancement of *external* effectiveness, the Plan induced quality improvement is less well developed, although the involvement of the community focuses the attention of the community school on the needs it is supposed to address. The NEU for example uses as a standard method the drawing of a village map by pupils, which is explained and discussed with the parents. This 'problematises' the context in which the education centre finds itself. It forms the basis for a discussion about the community expectations of the school. The treatment of HIV/AIDS in many of the youth and adult courses implemented by Plan is also an example of a social effectiveness-enhancing feature.

In the Novib-supported interventions, the tendency is reversed. Without neglecting the quality-augmenting aspects, which strengthen internal effectiveness, the emphasis is more on external effectiveness. The non-formal training of children and adults is part of a wider community development programme that tries to act as a kind of 'Citizens' School'. Novib's activities in India are immersed in the very problematic social situations of profoundly excluded sectors of the urban children's population. They try to compensate the negative influences emanating from their slum environment.

5.5   The impact on community and society: the improvement of efficiency

Here as well, a difference can be seen between internal and external *efficiency*, although in both CFA-supported programmes there is insufficient data to make firm pronouncements on these aspects. This is often because of the recent initiation of the interventions. Examples of internal efficiency however are recognised in the Plan programmes, with their insistence on teacher discipline. Government-established teaching hours are respected. Teacher truancy, endemic in so many of the countries studied, is avoided. In addition, the introduction of flexible promotion, part of the self-directed learning methodology, avoids the often tremendous repetition rates. In public Primary schools often up to 25% of the population is retaking a year occupying the place of other pupils and complicating pupils' learning processes. Plan controls the external efficiency of its implementations, ensuring that proper use is made of

materials. It employs construction methods many times cheaper than those used by or multilaterally supported school building programmes. This is partly due to its use of voluntary community labour.

As to the Novib-funded programmes, fewer observations concerning efficiency can be made. The REST Access school programme in Ethiopia constructs schools 40 times cheaper than government schools. There are examples of increased teacher dedication resulting in higher pupil achievement – internal efficiency. The operation of the umbrella organisation of Burkina's BE NGO's definitely enhances their external effectiveness, activating methodological and mutual support activities.

5.6 The follow up of the interventions

Many activities were started too recently to be able to develop plans and ideas about follow-up. It was notable however, that the programmes that have been in existence for longest (of both Plan and Novib) expressed very few opinions on the subject. In the case of Plan, this is probably because the programmes form part of a large organisation which so far has not experienced a lack of funds. Within its activities however, Plan does manage time limits (as already indicated) for its specific activities. But this forms part of a rolling planning system. The awareness of the difference between CFP and non CFP funded activities is not very well developed, no doubt because in the field they are completely intertwined. Besides, the system of regular Country Strategic plans is employed. This is only interrupted when conditions become too dangerous. Plan has a reputation of tenacity in emergency situations, no doubt due to its own origins in the Spanish Civil War.

The subject of follow-up was not very engaging for the Novib-supported organisations either. Most of the Partners are large and are funded by a handful of international donors. The discontinuation of Novib support, although painful sometimes, does not mean the end of these organisations. They seem to reckon that other donors will come forward. Novib itself uses the presence of other Oxfam organisations to dampen the shock when it must leave. It was noted in one organisation that the departure of Novib would mean that its support of institutional strengthening would be dearly missed. Most other donors restrict themselves to project funding with little overhead, which does not allow for such greatly appreciated sustenance.

6 The aid chain

6.1 Intervention as an expression of partnership policies

With respect to the programmes of both CFA's studied the conclusion of the Inventory Study must be repeated that at the time these programmes were designed, the 'Broad-based Co-financing Programme had not yet been officially adopted. This occurred in December 2001. Plan entered the CFP-programme in 1999 while the translation of CFP policies into Plan policies was only formalised in April 2002, with the publication of the 'Position Paper on Education'.[15] The Novib programmes were also designed before Novib's current internal policies on Basic Education were adopted: in the Position paper 'Novib and the right to Basic Social Services' of 10 March 2000.

6.1.1 Plan Netherlands

In the case of Plan, after the adoption of its policies on Education, the policy papers were translated and sent to the Country offices. A team of Programme Officers from the National Netherlands Office visited various Country Offices, among them countries studied in this evaluation, to explain the new policies. During the field visits the officials of the Country Offices were in general not very clear about the contents of the policies, and did not express themselves either in favour or against them. They seemed to be too absorbed into their own, local problems, keeping their programme afloat in usually difficult circumstances and trying to realise their Strategic plans.

In spite of the 'inverted synchronisation' of the programmes and policy papers and the lack of penetration of the policy lines demonstrated by the Plan Country officials, the programmes studied show *quite a close congruence* between the projects executed and the policies adopted. Firstly, this is due to the fact that Plan manages a general world-wide set of policies, collected together under the name of 'domains and principles'. Secondly, both the National and the Country offices followed the EfA and Millennium discussions and their consequences for BE. Thirdly, many of the ideas on Basic Education realised in Plan's programmes are 'in the air'. They are spread around by the world's education community, in particular, by the interested multilateral organisations including UNICEF, UNESCO and the WB. These are all widely publicised and accepted mainstream ideas on education development policy.

It is therefore unlikely that these policies have been adopted by the Country Offices just because of the efforts of the Netherlands Office. They were condensed into the programme designs, submitted as funding proposals to the Netherlands Plan office, because they form part of a generalised discussion on educational development. The explanation of the CFP policies by the National Office has at most served to reinforce ideas that were already in gestation.

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15 The Plan Position Papers on Child Rights, Civil Society and Gender are of the same date.

6.1.2   Novib

A similar process must have been at work in the case of the Novib-supported programmes that were studied. Here as well quite a close congruence exists between the objectives pursued by these programmes and the Novib adaptations of the CFP policies and strategies. In the case of Plan, the National Offices and the Country offices are nominally autonomous, but are at least part of a single organisation and share a corporate culture. Novib and its Partner organisations are separate entities, before they contact each other for the funding of an activity.

Even so, Novib and its partner organisations discover that there is a meeting of ideas, because the bulk of the CFP ideas closely follow the policies of the World Bank that have been widely publicised and discussed. This begins with the equalising of 'under-development' with 'structural poverty'. The 'Copenhagen' outcome and its emphasis on BSS also form part of a generalised discussion on development. All these have been assimilated and operationalised by Novib and the forum it belongs to, of which the Oxfam members stand out. This means that Novib and its Partners can relatively easily share these ideas. In the case of Novib it is therefore not so much a case of one-to-one influence, but the underlying absorption of a world-wide discourse, which in the projects implemented by donor Novib and its Partner is adapted to the local context of the Partner's country.

6.2   The organisational set-up and management of the country or partner organisation

The last five years have been tumultuous for Plan Netherlands. It changed from being a charity organisation dedicated to collecting money from 'foster parents' into a development organisation. Sponsorship and grant (CFP) money is now mobilised for developmental ends, albeit with different destinations: in its Country activities the sponsorship money is used for the 'hardware' (construction, materials, etc.) and the grant money for the 'software'. The latter includes training, development of didactic materials and curriculum design.

The management structures and processes are corporate ones and similar in all countries of operation, however different these countries may be. This similarity of management structures and procedures applied in differing contexts create friction. The procedure require project officers to produce a considerable volume of administrative paperwork that hampers the full implementation of the activities themselves as this restricts personnel time spent in the field. There are long chains of command. There is a wish that Country offices should be given authority to make decisions at the corporate level. The professed autonomy of these offices seems in practice to be restricted by the operation of the regional offices.

This also means that the visions present at the central level do not get through to the operational level, including the Director, although one exception was observed.

The Plan Netherlands organisation maintains that it is possible for Country Offices to request help for institutional (managerial and organisational) strengthening. Country offices may request such support whenever they feel the need. The same goes for their counterparts in the field, where present. So far, not much use is made of this oppor-

tunity. It could also be argued that building up the Country Offices means building up a parallel structure and is not building up the local civil society.

The organisational relationship between Novib and its Partners is different from that of Plan and its Country Offices. Novib forms an impression of the operational and managerial capabilities of the Partner before entering into co-operation. How the Partner runs its affairs is considered an internal matter. That is, until both agree that there is a need for improvement. Novib is prepared to put a separate budget at the disposal of the Partner, which it can use for a thorough revision along the lines of its strategic needs and purposes. The Consultancy hired has local or regional origins. This capacity building service is widely appreciated, particularly as funding from most other donors is restricted to project activities, with little allowance for such overhead costs.

6.3 The set-up of monitoring and evaluation of the country or partner organisation

6.3.1 Plan Netherlands

All Plan operations in the countries studied adhere to the CPME (Corporate Planning, Monitoring and Evaluation) system. This is geared to provide the programme managers with the information they require to make informed decisions on the activities implemented by their Offices. It is designed to offer, in this order, baseline, planning, monitoring and evaluation data. Each of these components provides the following component with data: baseline data are used for planning, planning data for monitoring, and so on. During the study, very little mention was made of the system, probably because it is, as has been said, managerial. It is not formative and therefore not of much use for the day to day decisions that field activities require. Examples observed show it consists mainly of quantitative data.

The CPME system consists of an audited input/output statement every six weeks, quarterly financial statements, yearly financial reports, yearly output reports, yearly progress reports, a mid term evaluation, a final report and an impact evaluation 3 months after termination. In particular, the frequent audited statements are considered to be a heavy bureaucratic burden.

The type of information has the following shortcomings when applied to the actual running of an educational CFP funded programme:

1 It contains preconceived indicators for the domains in which Plan is working, but it does not reflect the indicators the CFP requires. Indicators on gender, Civil Society building, child rights and HIV/AIDS are lacking.
2 It falls short of qualitative indicators. Data on the quality of the learning processes effectuated, the strength of the community organisations, their vulnerabilities, etc. are insufficiently represented.

Internally projects use their own monitoring systems. Particularly those that employ specialised NGO's use their own checklists and field visit guides. These use quality indicators for the education centres visited and the processes implemented. Supervisors are instructed meticulously on how to 'score' on the indicators used.

6.3.2   Novib

The internal monitoring procedures that are used within the Novib Partner organisation are very varied and depend on the design of its field structure. Normally the field workers hand in weekly reports, or logbooks, on the basis of which a regional or central office keeps track of their activities and which allows for regular feedback. Internal evaluations scarcely take place as the evaluation demands of the external donors are numerous and robust enough to fill this requirement.

With respect to external monitoring, half-yearly (or yearly if agreed in the contact) narrative and financial progress reports are submitted to the donor. The financial reports are verified by a local auditing-firm. These reports are the basis upon which the system is built. The criteria for these reports are based on the partner's own project documents and logical framework. The qualitative changes that projects attain, are covered by these reports to a sufficient degree. It is important to underline this, because programme officers keep track of these qualitative changes by combining the content of the narrative reports with their own observation made during regular (± twice a year) monitoring trips. These function to strengthen the mutual confidence that is indispensable for mutual feedback. The psychological and cultural gap that easily could develop between a Donor and a Partner field organisation, is avoided through these face-to-face contacts. If in the future the monitoring will be arranged through regional strategic Oxfam teams, the fear is that a gap will develop.

Basic to these monitoring qualities is the previously mentioned tradition of institutional support Novib used to offer to its counterparts, by means of local specialist institutions. This support with its emphasis on strategic planning, augment the effectiveness of all of the internal operations of the counterpart institutions. Therefore, their monitoring capacity also benefits.

The evaluation capacity of the Partner organisation is also enhanced by this institutional strengthening. The Partner takes the initiative in the formulation of the ToR for the evaluation, which is discussed between Donor and Partner and executed by 2 evaluators, one chosen by each party. These evaluations follow the 3-year cycle and they take place around the first semester of the last project-year to allow for the assimilation of its results should they lead to the decision to terminate the co-operation.

6.4 Policy dialogue between donor and country or partner organisation

The information sharing field trips of Plan Netherlands programme officers, accompanying the CFP-inspired policy changes were mentioned earlier. The initial negative field reaction led to intensified dialogue and in the end to improved verbal and written contact. A relationship of confidence is growing. This is in contrast to earlier days when communication was formal and indirect, being channeled through the regional and international head office.

In the case of Plan's Basic Education, the technical dialogue is left mainly to the education consultants attracted to the National office for specific projects, such as Quality Learning. This technical dialogue provides the regular programme staff with informa-

tion and feedback. There is some education expertise in the Netherlands Office, which is sufficient for the on-going support of the regular projects. Experience with the supervision of special projects shows however, that exchange and interaction between local and international expertise is highly appreciated. Due to the shared expertise levels they are not perceived as interference at all. The programme officers of Plan Netherlands comment on the yearly progress reports. Other relevant reports reach them as well, through the mediation of the Regional Offices. During the study it was noticed however, that much more documentation concerning the current programmes is present in the County Offices than in the National Netherlands office. This is a sign of the existence of an information gap. This gap is detrimental to the mutual confidence building that is necessary for the exchange of realistic qualitative knowledge.

The Novib-Partner dialogue primarily takes place during the monitoring missions and secondly through telephone contacts. Its policy content, as already observed, is determined by the counterparts definition of its own situation and social context. The policy demands of Novib, as clarified from the outset of the intervention, are pragmatically adapted to the environment. Most Partners are part of the present day international discussions on development. This is the way in which the discourse on child rights, gender, advocacy, civic education, etc. is adopted. Interaction with Novib on these themes (on the part of Novib inspired by, among others, CFP) functions as a reinforcement.

6.5 Relationship between country and partner office – target group

6.5.1 Selection of the target group – Plan Netherlands

The initiative for the design of new programmes, implying approaching a new target group, lies formally with the Plan Country Office. In the case of new policy developments, where the Northern National Office is aware of the conditions the new projects must respond to, extensive briefings are needed, as we saw. The Country Office needs to know what the National Office has 'on offer'.

The Regional office provides input for the new initiative. The education consultant, who supports Plan in its execution, meets many times with the Regional and Country offices. The responsibility for the implementation remains with the Country Office. They choose the implementing NGO.

With less innovative initiatives, the Country Office proposes new projects and approaches the Northern National Office for grant funding. For these projects as well, there is much consultation before the final form is found and the programme is implemented. It is a two-way process. This does not so much result in a partnership between the Donor and the project and target group, but rather in a strong partnership between Donor and the Country Office, that acts as the executing agency for the project.

Before Plan enters a region, a thorough regional housekeeping survey is made in order to verify the poverty situation of the target group. Whether concrete project activities will be started in a specific community depends on its results. These include an assessment of the poverty situation, the presence of other supporting civil society organisations and the degree of 'apathy' as assessed by field officers. The numbers of members of Plan in the community – at least 50, for efficiency reasons – and the securi-

ty situation also have an impact on the decision. These criteria are defined on the basis of the Strategic Plans formulated every 3-year period by each Country Office.

6.5.2   Selection of the target group- Novib

The selection of the target group is the prime responsibility of the Novib counterpart organisation. It forms an important selection criterion for Novib although Novib obviously dedicates itself to reaching the most vulnerable groups in the society in question. It is a characteristic of most Novib-sponsored interventions, that the interventions are *multidimensional*, and that the co-operation refers to more domains than solely Basic Education, even if this is where the emphasis lies. The Basic Education activities are supposed to form the core of other, community-developing initiatives. Obviously, an exception to this rule is the support provided to second or third level umbrella organisations that specialize in uniting Basic Education NGO's, as these belong to a different category of activities.

6.5.3   Institutional strengthening of the target-group

Plan's 'Child-centred Community Development' work-style places the child at the centre of the development projections of the community. Strengthening local community organisations is therefore at the root of Plan interventions. This process of institutional strengthening of community organisations was described in earlier paragraphs. Besides, Plan has lately become very active in the establishment of national networks that dedicate themselves to promoting the educational aspects of its work.

The strengthening of community groups in their organisational capacity and their control over their own development is a common characteristic of Novib-supported projects. This is the underlying philosophy of Basic Education supporting activities. For example, literacy is both an accomplishment in its own right and a means of strengthening the local social structures that are needed to reduce the socio-economic vulnerability of the target-group. Among other things, these community organisations function as an 'intermediary' in discussions with local authorities. They are urged to form part of second level regional rural development initiatives. The community workers of Partner organisations are trained to encourage the activity of these groups.

6.5.4   Dialogue with the target group

This report has discussed the importance Plan attaches to the intimate relationship between the parents and community organisation on the one hand, and the educational centre (ECCD centre, or school) on the other. Field workers dedicate much time to building up a relationship of trust. Only when this trust has been established is it possible to promote community committees that lobby for the provision of services. The presence of Plan trained community members (parents, Mother Caregivers) who can act as leaders of opinion is decisive here.

For Novib as well, the field workers attach great importance to building up a relationship with the members of the community organisations and their leaders. Besides encouraging them and their children to take part in educational initiatives, they as previously described, are urged to engage in other, often socio-economic, community activities.

6.6 Relationship of country/partner organisation with central and local Government

Traditionally, Plan maintains a strong relationship with the state's local institutions. Municipalities are stimulated to support the Plan-initiated activities. This is essential because legal or material support is indispensable for many aspects of a programme; for example where land has to be acquired to build education centres. A good relationship with the local mayor or municipal council members is even more of a requirement in those countries where the existence of the community development committees is embedded in the Municipal Law. In such cases, the authorities are required to take note of the requests of these committees, which are often related to educational initiatives. A case in point is the already discussed safeguarding of the route (girl) students must take to go to school.

Plan's relationship with central government seems to be rather intense in the countries studied. In earlier paragraphs this was shown to be indispensable, as both formal and non-formal education is structurally a sector led by a Ministry of Education. Only a relationship with a Ministry can make possible the spread of education innovation and reform initiatives. The type of relationship Plan seeks is characterised as being based on technical-pedagogical expertise.

Novib emphasises that the maintenance of basic social services such as basic education is a government responsibility. Part of the picture of underdevelopment, inequality and exclusion is, however that governments are unable and/or unwilling to cater to the educational needs of the target-groups Novib seeks. Therefore Civil Society organisations – some of which are Novib's counterparts – try to redress this omission. They do this according to their own insights, which are not necessarily those of the government that happens to be in power. Empowerment of Civil Society is Novib's starting point. The consequence Novib draws, is that central government must be encouraged to learn from these experiences and one day apply them. The type of relationship Novib and its partner have with local and central government is therefore is more revindicative than that of Plan's.

6.7 Relationship between partner and like-minded organisations

Whereas in the past Plan was reluctant to associate with the non-governmental education sector, this position has been abandoned and in all countries studied Plan is seeking to form alliances and networks. These are extremely useful for the exchange of information and the acquisition of new insights. The alliances and networks in themselves signify a strengthening of Civil Society. They could function as instruments to put pressure on Governments to address education innovation, especially when this pressure is combined with outside pressure from bilateral and international donors. This strategy may be useful in the long run. In the short-term however, expectations with respect to these alliances and networks must not be too high.

This is because these networks and inter-agencies possess structurally debilitating characteristics: their international members often have priorities that are hardly determined by the needs of the 'host' country, but rather by those of their own headquar-

ters. At the same time, these international members also experience a high degree of mobility among their personnel and there is also a wide spread of expertise and motivation among them. The UN organisations have the structural difficulty that the 'host' government is a member of the organisation itself. This weakens their position when debating government measures. And the local organisations, when Central Government has a negative attitude towards them (which is frequently the case), may feel intimidated and react opportunistically. Many of the local NGO's are also rather 'enclosed' in themselves, and only have a nominal interest in the activities of 'competitors' working in their field.

The Novib counterparts are all deeply involved in forms of co-operation with organisations working in the educational field. In the case of umbrella organisations (like CCEB in Burkina Faso), this is obviously their *raison d'être*. But all Partners studied are affiliated to, and active in, many councils, co-coordinating bodies, networks and work groups, nationally and internationally, which have as their objective the strengthening of Basic Education, regional development, and child interests. As there often are 'ideological' bonds between them, the dangers illustrated in the paragraph above are somewhat less present, but only relatively so. The effectiveness of this mutual bonding is therefore very variable and differs from one country to the other.

7 Lessons to be learnt

7.1 Educational policies and interventions

Plan defines its educational/pedagogic strategies or its quality concepts up to a certain point. Novib leaves it to their partners to fill this out. Novib needs to develop such an educational-pedagogic vision which is congruent with its socio-political vision. Only this way it is able to interact with its basic education partners about the avoidance of contradictions between its educational and its social vision. Plan indicates its efficiency enhancing strategy as part of its quality concepts. Novib does not mention these and leaves their definition to their partners as well.

Both base their basic education policies in the strengthening of Civil Society, but in the case of Plan this is the local community whereas in the case of Novib it is the organisations of the social sector as well. The latter strategy is better geared to the urgency of improvement of basic education.

As Plan was already for a long time concentrating on formal and non-formal education, the adoption of EfA strategies did not constitute a major departure from her former policies. For Novib it has, in the sense that it must apply educational criteria to its partners. Plan's M&E system was not adjusted to basic education programmes implemented according to CFP strategies. A 'light' form of SMART M&E procedures might be developed by both organisations provided it is adjusted to use qualitative measurements.

The programmes of Plan Netherlands and Novib studied on the whole satisfy its basic education ambitions. The children and adults undergo a pleasant learning experience, adapted to their life circumstances and levels. These ambitions are not realised in their entirety, as is only natural. On the whole they seem to be present more in the Central American contexts studied than the African or Indian. The reasons for this seem to lie in the cultural sphere.

NGOs implementing large programmes tend to gain in credibility and leverage for lobbying and advocacy purposes. Similarly, NGOs are more willing to copy the innovations and governments are more likely to mainstream when the innovations prove to be workable and have demonstrable impact or a larger scale. In principle this is realistic, but there is the restriction that governments in some cases depend on large NGOs to implement programmes that in principle should fall within their domain. In this way, governments may be content to depend indirectly on foreign donations for years, without feeling inclined to take over and provide positive leadership for education reform. Whether this 'size' mechanism really functions will depend on a number of circumstances. It is not always certain who uses whom.

It is concluded that the size of the programmes supported is favourable to the achievement of the CFA basic education objectives – when all other circumstances remain equal. For example: in many cases a large scale programme may tempt a government to use the NGO to execute programmes it should execute itself, thus abandoning its own responsibilities. It is also agreed that increasing the size of the operations in order to increase the leverage of the programme in respect to government or fellow NGO's is effective when it is accompanied by measures to unite them, make them less introverted and less envious of each other. However, size alone is not decisive.

Novib's scaling up of the interventions in itself does not necessarily mean that the applied basic education strategies are any more acceptable to the national government. We argued elsewhere that this depends on conjunctural circumstances outside of the control of the Novib Partner. It might increase the standing of the partner organisation within the basic education pool of NGOs in their country, but only if they are not too involved in their own activities and efforts. The size of their interventions as a factor of strategic success with respect to civil society building and advocacy was not, with the exception of CIDEP, mentioned by the management of the partner organisations studied. They did not mention growth as a strategy to achieve this either. They seemed to be preoccupied with the survival of their organisation and their programmes and busy with the solution of immediate problems

Both CFA's manage policies directed at a monolithic image of governments. The approach by both CFA's does not appear to take cognisance of the possibility that a 'host' government is unwilling to increase and improve basic education for the destitute strata of their population. In fact, all governments are backed by different power groups, with often contradicting interests. Their approaches to basic education will reflect these influences. For the sake of the promotion of basic education these positive influences require to be exploited.

The evaluation team doubts whether the programmes contain sufficient endogenous educational elements to at least try to counteract these impediments, that is whether the programmes are sufficiently contextualized to the rural, urban marginal, or ethnic situation. In particular, the programmes did not appear to give adequate recognition to the importance of using pedagogic instruments to prepare its clients for the human distress surrounding them.

Novib has to use the concept of Basic Social Services with care. If used casually it may imply certain passivity, while individuals in order not to perish have an obligation to learn just as well, just as individuals have an obligation to take care of their own health, maintain his habitat etc. In the Oxfam booklet *Education Now!* (2000), many clear examples of how concrete projects bring into practice this idea that rights can only be realised in conjunction with duties, are given. This is neither reflected in Novib's policy papers, nor in the Inventory Report.

The improvement of learning processes are established with both CFA's, e.g. because of the community organisation effects. In both cases they are directed at vulnerable groups in society. In both they lack contextualisation. The synergy of strategies in Plan appears more at the community level and in Novib also at the national level. Factors that determine the impact of CFP-strategies are conjunctural covering issues

such as the political complexion of the government that happens to be in power, the political culture of a particular country and the scale and sheer size and complexity of the basic education reforms proposed.

Both Plan and Novib realise an empowerment process at the local level, which is also reflected in gender equality. Both organisations root their sustainability in the established norms in civil society. The relationship with the national government in the case of Plan is based on technical proficiency and with Novib on the mobilisation power of its partner. Selection procedures in both CFA's safeguard legitimacy, but with Novib they are more tailor-made to the intervention. Institutional strengthening is offered by both organisations but this is taken-up only with Novib. The communication situation between Plan's national and country organisation (policy dialogue, selection, monitoring) leaves something to be desired while this is less of a problem between Novib and its partners.

The main obstacles to the implementations and achieving results that were discovered were:

• the generalised scarcity of funds,
• the neglect by some central ministries to capitalise on the results of educational pilot experiences such as those developed by Plan (external factor),
• the passing over of cultural and psychosocial phenomena which deeply affect access and quality of basic education (internal factor),
• nature or man made disasters (or a combination of the two like HIV/AIDS), or their aftermath,
• the tendency in many governments to sacrifice the quality of education as a result of their actions to attain the quantitative 'international' objectives.

In addressing the intended and unintended effects, positive as well as negative, of the interventions, two significant results are emphasised. The first is the definite stimulation of community involvement in the basic education interventions of Plan Netherlands. At the same time, this brings to the fore the considerable obstacles present within these rural and urban marginal communities with respect to the consolidation of the mobilization of internal forces. These included the traditional apathy (lack of perspectives and hope) and internal strife.

The second is that the very important Child rights approach is directed at communities obtaining what rightfully belongs to them and their children, which is only possible under an empowerment strategy. Plan Netherlands is not very explicit on this. Plan's strategy is directed at 'child-centred community development', which implies these communities having ownership of their own education activities, but not necessarily more than that.

Natural or man-made disasters – or a mixture of both like the HIV/AIDS pandemic – have severely affected the education efforts of all the countries studied. Droughts and earthquakes have devastated Ethiopia and El Salvador and civil wars have played further havoc with Ethiopia, El Salvador and Guatemala. The extreme suppression of the children of indigent or minority group parents in India appears to be an endemic source of distress. The surface phenomena resulting from these catastrophes in many

countries are slowly being resolved. In parallel, some semblance of normality is returning to the educational sphere. But underlying psycho-social effects linger on, as do the concomitant social tensions, with their devastating consequences for education. Many of the countries studied suffer high rates of social violence, delinquency, and other forms of social distress, which have impacted directly on the education situations studied.

By nature of the different contexts in which the beneficiaries operate, many other conditions intervene in the successful realisation of basic education activities. Interference by the central ministry of education may frustrate innovation efforts. This is often because the central ministry does not accept the lessons learned by existing experiences of the CFA supported programmes or other initiatives. Such ministries and indeed, governments, sacrifice the quality considerations of the innovation programmes. They may do this out of the best of motives, such as its desire to improve access and fulfil EfA criteria. Or the motives may be less commendable and arise from the ingrained instincts in many central governments to presume they always know best. This is an entrenched attitude that a number of programmes being implemented by both organisations have encountered and have had to struggle with.

There are the often deeply ingrained cultural obstacles to which the educational system has to respond to. In this context, the discriminating gender definitions entertained in many of the countries studied come to mind, but the generalised low status of children as such abounds as well. The ethnic differences existing in many of the countries studied are often exacerbated by extreme social inequality. Moreover, ministries of education face administrative, managerial and technical shortcomings. This jeopardises reaching the country's achievement of its Millennium and the EfA goals.

7.2 Synergy of strategies

The mutual reinforcement of strategies aspired by Plan Netherlands has a very relative value. This relativity means that they are subject to other factors. Firstly, there is the receptivity of the government in power. If it is, for whatever reason, not interested in the educational successes the NGOs realise, it will not be impressed by the strength of their organisation or their lobbying activities. In case a Minister of Education is appointed who is an education professional, he might be susceptible to these arguments but this is not always the case.

Secondly, there are the long-term political culture traditions that exist in this respect. If they are such that the government generally listens to the Civil Sector, it may allow itself to be influenced by the sector's educational results.

Thirdly and perhaps most importantly, is international leverage supported by present-day World Bank policies, which require national government policies to involve the Civil Sector into their policy development, including basic education. If not followed, this may have grave financial consequences, for example with respect to debt restructuring. Only if these forces are favourably aligned the synergy of strategies may be effective.

The mutual reinforcement aspired to by Novib has a relative value. The same argument as in the case of Plan is valid here, although to a lesser extent. The Novib supported interventions are usually also involved in the up-building of a 2nd level structure on a regional or national basis. This heightens the chance that the partner becomes more preponderant among the other Civil Society organisations. Under such circumstances, public campaigns, involvement in national education reforms or involvement in the design of PRSP etc. may meet with success. This is particularly the case when pressure on the national government is supplemented by international actions or campaigns.

To conclude, the mutual reinforcement of the intervention strategies is valid in both organisations, but only relatively so. They are subject to national and international circumstances outside of the control of the CFA's or their country or partner organisations. Again, this is less so in the case of Novib, as its partners usually are involved in regional or national wide movements, which increases the leverage power of partners. National and international Civil Society campaigns add to this leverage power. This again is more so in the case of Novib partners, as they consistently involve these regional or national movements.

7.3 Contrasting the approaches of Plan Netherlands with Novib

7.3.1 Nature and variety of the activities reviewed

The 15 field activities studied by the Edburgh team show a wide variety. This is less surprising in the case of Novib, which as a matter of policy supports activities to different types of partners. However, in the case of Plan, because it is a single organisation, uniformity would seem more likely. In fact, Plan frequently also delegates its activities. Both CFA's engage in a variety of formal, semi-formal and non-formal education activities with participants ranging from neonates to adults. There is both general and specialised education. There are *system-wide* interventions, which train teachers, directors and inspectors, design curricula and materials, and engage in research, and there are limited training courses in a few centres. Some have large numbers of participants and some just a few hundreds. Some cover large geographical areas, others just a few communities. Their operational durations also differed widely.

In spite of this, both programmes have characteristics in common, although there are always exceptions. They concentrate on outlying, rural communities, (but some are in marginal urban areas). The clientele is always poor, absolutely poor in many cases, and initially manifests little expectations as to their future. It is precisely to counteract this lack of perspective that the initiatives usually emphasise community cohesion and participation. To a degree, all programmes take innovative educational approaches that stress active and participant-centred methods. They stimulate community members to send their children to school. To this end they use peer volunteers. They mostly urge parents to participate in project initiatives other than education. In addition, all programmes and projects aim to build-up and cultivate constructive co-operation with the local or central authorities.

There was a wide variety within the sample chosen for the study of the activities of Plan Netherlands. On the whole, Plan concentrates on the improvement of its educational centres, although this aspect is often present in Novib programmes as well. Plan interventions produce participants who are better 'educated' than they would have been through regular institutions (if present), in the sense that they have learned to learn, they have acquired more knowledge and abilities not only in the academic sense but also with respect to life skills. Their attitude towards the resolution of problems is more co-operation oriented with respect to learning per se, but also with respect to the development of the community.

Interventions encompass a number of essential education system elements, including teacher training, curriculum development, material development and innovation, and safety measures for girl students. Plan Netherlands strongly emphasises the importance of both basic education access and the quality of the involvement of the organised community – a Civil Society building factor. This is certainly reinforced when parents and the community observe that the quality of the school infrastructure and the education achievements of their children improve – a service delivery factor. While there are doubts as to the effectiveness of the synergy factor on a national scale, on the local level this feature is operational.

These characteristics are also found in those Novib activities that are directed at the methodological innovation of education. Incidentally, it was noted that two Novib programmes studied, CCEB and SACCS, are umbrella organisations with a different mission and pursue wider social policy change objectives.

There was a similar variety *within* the samples chosen for the study of the activities of Novib. This came as no surprise as Novib delegates its activities to different partners. Novib applies a system-wide programme approach, which encompasses a number of essential education elements, including teacher training, curriculum development, material development and innovation and safety for girl students.

7.3.2   Strategy and policy issues

The link between the Donor and the Country/Partner offices is decisive in the realisation of the CFP strategies applied to basic education. Its direct character in the case of Novib can occasionally turn into a disadvantage. In that case, other Oxfam organisations can take over Novib's role. For both CFA's the relationship with national government is very important for advocacy and with local administrations for the implementation of programmes. Although Novib leaves the management of these relations to its partner it could stress the possibility of exploiting possible differences in power groups behind governments to the advancement of basic education. The introduction of CFP policies impinges on Country Offices in the sense that they will have to orient themselves to national socio-political themes. For Novib this is nothing new, but the emphasis on basic education policies itself means that it has to equip itself institutionally to face this role.

Plan Netherlands bases its expectations on the measure of acceptance of their Civil Society actions on the community level. The emphasis lies for Plan on the intensification of community acceptance. That is to say, that community groups augment the power over their own destinies, starting from their increased educational levels

(through becoming literate, acquiring social skills, etc.), so as to increase their nego-tiating powers when dealing with local authorities and their self-confidence when dealing with economic players such as credit companies (or money lenders) and mid-dle-men.

Plan Netherlands is considered to be insufficiently prepared for adverse circum-stances. For example: should a government says it supports the EfA strategies, but in fact does not, or say it wishes to include Civil Society organisations in the formula-tion of its education sector strategy, but in fact does not, then Plan Netherlands should develop more explicit strategies for such cases. These can be expected to occur regu-larly. As noted earlier, Novib believes that the struggle for the promotion of basic edu-cation is not just a technical affair but also a political one. It responds to such adverse circumstances by supporting civil society pressure on government to mend its ways. It does not explicitly manage strategies which exploit the specific educational preoc-cupations of the different power groups that support the government in power (enter-prise, unions, church, etc.). In such circumstances Plan adopts a policy of convincing 'host' governments that the technical proficiency of their programmes and the success it entails is sufficient to convince them to adopt these policies. Novib partners do this to a lesser degree and add socio-political action.

7.3.3   Impact

Generally, the methodological improvements implemented in the programmes of Plan Netherlands and Novib resulted in a clear improvement in the educational achieve-ments of their clientele. The quality of life for the communities in which their pro-grammes function improved as a result of the encouragement of organisational strengthening. For Plan, the quality of life in the communities in which their pro-grammes function improved as a result of encouragement for organisational strength-ening. The learning achievements of the clientele of both organisations were wit-nessed to have undergone a considerable improvement as a consequence of the inter-ventions supported. The 'service delivery' concept of education must be treated with care. It implies passivity on the side of students and parents. A rights-based approach implies duties as well on the part of these stakeholders, as Plan's policies emphasise.

Both organisations base their expectation of the impact of their basic education inter-ventions to be rooted in their communities of operation. In the case of Novib this is supported by the awareness of being a part of a regional and/or a national movement. The empowerment impact is described by participants and staffs alike manifests itself in the in the equalising of relationships in the interaction with persons and institu-tions the participants formerly felt intimidated by.

Novib strongly emphasises the importance of both basic education access and the quality of the involvement of the organised community – a Civil Society building fac-tor. This is certainly reinforced when parents and the community observe that both the quality of the school infrastructure and the education achievements of their chil-dren improve, and moreover the Basic Education is implemented systematically inte-grated with other activities which augment the socio-economic situation of the com-munity.

Plan measures the impact of its programmes with the yardsticks of the Millennium and EfA objectives. This however seems too far fetched. The tasks stated in these objectives are so monumental that we can hardly expect any organisation to be able to pinpoint whether its efforts have brought a country nearer to their achievement. The impact of Plan's educational efforts can also be measured by its capacity to induce national education ministries to adopt its results. It was argued that many circumstances outside of the realm of Plan's possibilities determine this. Plan's closeness to many national governments is a good vantage position, although, if policies change, this can also boomerang.

Novib bases its expectations on the measure of acceptance of their Civil Society actions on the community, regional and national level. The emphasis in the case of Novib is on the intensification of socio-political influence. That is to say that community groups augment the power over their own destinies if they, starting from their increased educational levels (through becoming literate, acquiring social skills, etc.), increase their negotiating powers when dealing with authorities and their self-confidence when dealing with economic players such as credit companies (or money lenders) and middle-men. At the same time this empowerment process is enhanced by the experience of being involved in a regional or national activity.

Participants of programmes in the different countries studied mentioned this effect. The motivation towards self-development and concrete community improvement activities was mentioned by community members and staff members of the various programmes studied. The improved relationship with the local administration (municipality, etc.) is also felt to be a result of increased self confidence. In this sense empowerment is enhanced.

7.4 Project identification, appraisal and monitoring and evaluation

The identification of the activities to be undertaken in both organisations is done on the basis of well understood criteria and is subject to ample deliberations. These applied procedures are understood and accepted. The appraisal of the project is usually the subject of considerable discussion between the donor and partner. The detailed identification and the practical design of the activity itself is a responsibility of the partner organisation, which, because of the initial interaction mentioned, is well aware of the applied procedures and expectations. However, it might also in passing be observed that in many cases the identification of an organisation and the project it undertakes was something of a marriage of convenience: for example, Novib wants to support an organisation because the latter has a project proposal Novib likes.

The monitoring and evaluation systems of both organisations can only be effectively formalised if the applied feedback system allows for the special characteristics a basic education programme requires i.e., quality measurement and quality results. They will require some adjustment to conform to and be used by CFP. In organising feedback from projects and in monitoring progress Plan Netherlands applies the CPME system.

The CPME system is a managerial system, geared to the study of quantitative changes in the programme activities, based on preconceived indicators that, for example, do not include indicators derived from the CFP. It contains few qualitative indicators and is therefore considered unsuitable for the formative monitoring of educational changes. It is too rigid and quantitative to be of much use for the mainly qualitative and formative objectives covered by the CFP-grant funded activities. This is corroborated by the fact that the projects directed at qualitative innovation of basic education have developed their own, more appropriate systems. The CFP could learn from these specific monitoring and evaluation systems how the predominantly qualitative improvements of basic education programmes can be accommodated.

The SMART criteria in their strict sense cannot be sufficiently applied in the case of the qualitative basic education changes to which Plan aspires. They could be if transformed into a 'lighter' form of which quality measurement and qualitative results would form part.

The monitoring and evaluation system managed by Novib, although it depends on predetermined criteria, allows for a certain leeway, particularly in the case of the monitoring.

The feedback system on interventions is based on the project documents from which the activity originated. It provides enough reliable information to allow both parties to profit from the ongoing monitoring procedure. The Novib partner organisation uses its own internal monitoring system that depends on its own field structure. With regard to evaluations, Novib is involved in its execution on an equal footing with the partner, leaving the initiative for the formulation of the TOR to the latter. The brevity of the field visit does not permit specific comment, other than that the Partners interviewed about it considered it a fair system, not requiring further observations.

The participatory character of the information gathering is an asset of Novib's involvement in the implementation of development activities by partners. Formalising the monitoring procedures causes loss of relevant information, as the Inventory Study noted. Putting the monitoring procedures on too informal a basis can cause subjectivity of judgement. It is suggested that a 'light' variety of SMART monitoring procedures as described in the Plan paragraph could combine the advantages of both approaches.

7.5 The selection of partner organisations

Both organisations respect formal selection procedures, needed to safeguard the legitimacy of the selection.

Plan Netherlands has formalised adequate procedures with respect to the selection of partners, activities and projects that are to be funded by CFP. The Plan procedures are very detailed, and if followed to the letter require a long and bureaucratic route. It is suggested, in view of the fact that development interventions always take place in such complicated contexts, that every intervention must be tailor made. The function of the official procedure is acknowledged to be important because it safeguards the

'legitimacy' (Dutch: 'rechtmatigheid') of the intervention. However, it is recommended that Plan Netherlands might take into account that the official route very often requires a second approach, which is parallel to the official one. It is the latter, parallel approach that makes the realisation of the development activity possible in the first place. It is noted that the selection procedures are in the process of being complemented by a more flexible approach.

The process used by Plan to select partner organisations did not become very clear during the evaluation field studies. The impression obtained was, that when during the execution of a programme a technical problem rises that the Plan staff are unable to solve, their familiarity with the local educational environment was used to find the NGO best equipped to resolve the problem. In any case, no complaints as to the choice of the partners were voiced to the evaluation team.

Novib has formalised adequate standard procedures with respect to the selection of partners, activities and projects that are to be funded by CFP. Lengthy but practical interaction ascertains the sharing of visions and expectations of donor and partner concerning the activities and their goals and purposes. There is further the realisation that development intervention will almost always take place in such complicated contexts that they must be tailor-made. This requires direct, face-to face conversations, between well-informed Northern and Southern partners, and not strict adherence to desk-designed blueprints. The function of the official procedure is also recognised to be important. Again, no complaints as to the choice of the partners were observed.

Overall, the system Novib applies in its selection procedures is well-adjusted to the tailor-made character of its development projects.

7.5.1   Institutional development and capacity building of partner organisations

Plan has a positive attitude to institutional-strengthening support. The National Plan Netherlands office has a budget available to help Country Offices with capacity development, but this facility has not been used so far. It relies on its extensive organisational, managerial and project accompaniment system to maintain institutional capacity. But, in some instances it became clear that this system is not geared to local country circumstances and is so elaborate that is actually weakens institutional executive capacity.

In contrast, Novib has had institutional capacity strengthening as one of its specialities. It is considered a contribution to the functioning of the partners that is appreciated considerably, as the funding of such overhead costs is unusual and the choice of the actual company that co-operates with the partner to this end is not forced upon it. There was a fear expressed that the regional rationalisation of Novib's activities by using other Oxfam organisations could terminate this facility.

7.6 Sustainability issues following termination of the present arrangements

Plan Country Offices and Novib partners appear not to be overly disturbed by the possibility of a discontinuation of their activities, but for different reasons. The Plan organisations seemed to be counting on a continuation of its rolling system of development and the application of their Country Strategic Plans. In the case of Plan this is because of the expectation that their organisation will keep supporting their Country Offices.

In the case of Novib, partners count on their ability to find funds elsewhere. Novib counterparts seemed to accept discontinuity as a fact of life and one that they are organisationally able to face up to. The organisations rely on their ability to find other sources of funds, although they mentioned their awareness of the existence of funding crisis in the international NGO arena.

8 Recommendations

RECOMMENDATIONS	
Plan Netherlands	**Novib**
1 Plan Netherlands to develop policies and to challenge their partners to put more emphasis on cultural features of their target groups that might hamper development (like FGM, early marriage, etc.) or that play a role in the realisation of their basic education policies and activities.	1 Novib to develop policies and to challenge their partners to put more emphasis on cultural features of their target groups that might hamper development (like FGM, early marriage, etc.) or that play a role in the realisation of their basic education policies and activities.
2 Plan Netherlands to look into the possibilities of increasing technical-vocational education and training where this aspiration results from its basic education and Community Development interventions.	2 Novib to look into the possibilities of increasing technical-vocational education and training where this aspiration results from its basic education and community development interventions
3 Plan Netherlands to consider strategies to prepare their partners to include psychological defence against distress into the programmes that the CFA's support.	3 Novib to consider strategies to prepare their partners to include psychological defence against distress into the programmes that the CFA's support.
4 The Plan Country offices to be careful not to take verbal expressions of change in participants and teachers of basic education activities as to gender, ethnic rights, etc. automatically for real attitude and value changes.	4 The partners of Novib in the countries of operation to be careful not to take verbal expressions of change in participants and teachers of basic education activities as to gender, ethnic rights, etc. automatically for real attitude and value changes.
5 Plan to use the distinction between internal and external effectiveness and efficiency when using the effectiveness and efficiency concept.	5 Novib to use the distinction between internal and external effectiveness when using the effectiveness concept.

Plan Netherlands	Novib
6 Plan Netherlands to take into account that more access of minority group members to basic education does not necessarily mean more access as minority group members. For this to be the case the teacher training and curriculum development need to be fully contextualized.	6 Novib to take into account that more access of minority group members to basic education does not necessarily mean more access as minority group members. For this to be the case the teacher training and curriculum development need to be fully contextualised.
7 Plan Netherlands to recognise in its policies the need for socio-entrepreneurial encouragement of its communities as a contribution to combating child labour.	7 Novib to derive a pedagogic strategy from among the examples of its -or Oxfam's- successful basic education interventions in the field. This includes the educational-pedagogical criteria on which it screens its basic education partners.
8 Plan Netherlands to develop educational strategies to include work experience in the contextualisation of their curriculum design.	8 Novib to develop educational strategies to include work experience in the contextualisation of their curriculum design.
9 Plan Netherlands and International to start developing a policy for the systematisation of their basic education experiences (successful and less successful), in order to be able to broadcast the lessons they have produced to any interested party who wants to profit from them. This way systematisation will be forming part of the CFP strategy synergy.	9 Novib to start developing a policy for the systematisation of their basic education experiences (successful and less successful), in order to be able to broadcast the lessons they have produced to any interested party who wants to profit from them. This way systematisation will be forming part of the CFP strategy synergy
10 Plan Netherlands to explicitly formulate policies on what to do when 'host' governments show clear resistance (in actions, not in words) to basic education strengthening.	10 Novib to explicitly formulate policies on what to do when 'host' governments show clear resistance (in actions, not in words) to basic education strengthening. These policies should take the power structure within the 'leading sectors' of its countries of intervention into account.
11 Plan Netherlands to develop strategies to keep them in a position to react quickly when favourable local circumstances with respect to basic education development present themselves.	11 Novib to develop strategies to keep partners in a position to react quickly when favourable local circumstances with respect to basic education development present themselves.

Plan Netherlands	Novib
12 Plan to strengthen the synergy of its strategies by developing policies on the development of umbrella organisations.	12 Novib to take into account that even if the synergy of the CFP strategies does not manifest itself on a national scale it still can on a community and regional scale.
13 Plan to become more explicit about the purpose of stimulating socio-economic activities in communities in which it operates.	13 The aspirations to scale up pursued by Novib to be accompanied by institutional strengthening exercises in order to maintain the quality of their interventions.
14 Plan Netherlands to take initiatives concerning institutional strengthening of its Country Offices parallel to a concomitant loosening of their worldwide monitoring procedures.	14 Novib, in spite of its policy to scale-up and regionalise its interventions, to maintain the possibility of funding small pilot projects in which innovative approaches to basic education can be experimented with.
15 Plan Netherlands to take into account that the synergy of the CFP strategies does not necessarily manifest itself on a national scale but that it does on a community scale.	15 Novib to take into account that a scaling up of their interventions does not in itself necessarily mean an increase in the realisation of the CFP strategies, but that this depends on the conjuncture of circumstances largely outside of their sphere of influence.
16 Plan to make its strengthening of Country Office institutional capacity tailor-made, accompanied by an increased use of the facility to up-grade this capacity.	16 Novib to take the concept of empowerment as an explicit element of their support policies, thus enhancing partners' staff to develop a comprehensive intervention strategy, which includes a sound project monitoring and implementation plan.
17 Plan to introduce identification, selection and monitoring procedures which allow a less stringent and formal route (directly from Plan Netherlands to a Country Office and vice versa), where the quality of the reports are more important, than the quantity	17 Novib to enhance local staff capacity on child centred and participatory approaches.

Plan Netherlands	Novib
18 Plan to encourage direct, informal communication between its National Netherlands Office and the Country offices where CFP-granted programmes are executed.	18 Novib to enhance partners' staff capacity on project monitoring, including the development of SMART indicators and measurement instruments.
19 Plan to make its feedback system tailor-made and adapted to the local context within which their interventions take place.	19 Novib to support partners' staff on identifying weaknesses in their staff capacity through independent advisors.
20 Plan to use independent education specialists in order to execute its base-line surveys.	20 Novib to formulate the efficiency-enhancing strategies to be applied by its partners.
21 Plan to use independent evaluators in addition to their own evaluation system.	21 Novib in applying a result orientated policy to the interventions it supports, not to expect rapid community strengthening. Slow community change must not result in too early an abandonment of support.
22 Plan Netherlands to manifest in its publicity the urgency of achieving the EfA goals, including the increasing of education budgets in developing countries.	22 The up-building and strengthening of basic education systems and programmes must not only be perceived as an improved supply of a basic service, but also as an increased obligation and challenge to the clientele of these services.

Acronyms

General

ATC	Administrative Technical Co-ordinators
BBP	Bruto Binnenlands Product
BE	Basic Education
BRAC	Bangladesh Rural Advancement Committee
BSS	Basic Social Services
CAMPE	Campaign for Popular Education
CBO	Community Based Organisation
CFA	Co-Financing Agency
CFP	Co-Financing Programmes
CPO	Country Programme Outline
CPU	Country Programme Unit
DAB	Directe Armoede Bestrijding (Direct Poverty Alleviation)
DAC	Development Assistance Committee
DGIS	Directorate General International Development Co-operation
ECCD	Early Childhood Care and Development
EFA	Education for All
EU	European Union
GCE	Global Campaign for Education
FMG	Female Genital Mutilation
GDP	Gross Domestic Product
GO	Governmental Organisation
GOM	Gemeenschappelijk Overleg Medefinancieringsorganisaties
ICT	Information Communication Technology
ILO	International Labour Organisation
IMF	International Monetary Fund
ISO	International Organisation for Standardisation
LSE	Lower Secondary Education
CFA	Co-financingOrganisation (Medefinancieringsorganisatie)
CFP	Ministry of Finance and Planning
CFP	Co-financing Programme
MO	Maatschappijopbouw (Civil Society Building)
NGO	Non Governmental Organisation
NFE	Non Formal Education
NO	National Office
OESO	Organisation for Economic Co-operation and Development
OI	Oxfam International
PAC/TAG	Programme Advisory Committee/Programme Advisory Group
PME	Programme Monitoring and Evaluation
RNE	Royal Netherlands Embassy
PO	Programme Officer

SAP	Structural Adjustment Programme
SCO	Strategic Change Objective
SWAA	Society for Women Against AIDS in Africa
SWOT	Strength/Weakness – Opportunities/Threats analyses
TA	Technical Assistance
ToR	Terms of Reference
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNICEF	United Nations Children's Fund
WCRP	World Conference on Religion and Peace
WSSD	World Summit for Social Development

Ethiopia

ACCESS	Non-formal primary education for disadvantaged children
CBO	Community Based Organisation
ECCD	Early Childhood Care and Development
FGM	Female Genital Mutilation
RESA	Regional South African Office (Plan)
REST	Relief Society of Tigrai
SIP	School Improvement Programme (Plan)
TPLF	Tigrai People's Liberation Front

Central America

ADESCO	Asociacio de Desarollo Comunal
CESO	Centro de Estudios Superiores Ogansiados
CBI	Centro Bienestar Infantil
CDI	Centro de Desarollo Infantil
CEAAL	Consejo de Educacion de Adultos par Americ Latina
CEES	Consertacion Educativea de El Salvador
CNEM	Campana Nacional de la Educacion Munidal
CIDEP	Asociación Intersectorial para el Desarollo Económico y el Progreso Social
CIPHES	Consejo de Instituciones de Promoción Humana
CODENI	Coordinadora de Derechos del Nino y de la Nina
EDIFAM	Educación Inicial a Través de la familia
EDUCO	Educación con Participación de la Comunidad
FEI	Fondo de Innovaciones Educativas
FIS	Fondo de Inversion Social
ISNA	Istituto Salvadoreno de la Ninez y al Adolexcencia
INSAFORP	Istituto Salvadoreno para Formacion Profesional
ITS	Infecciones de Transferencia Sxual
MC	Madre Cuidadora
MINED(UC)	Ministry of Education
NEU	Educacion de Esculea Primaria Nueva Escuela Unitaria
PRODI	Programas y Proyectos de Desarollo Integral
UES	Universidade de El Salvador
UCA	Universidade de, El Salvador

UNICO	Universidade de, El Salvador
USAC	Universidade San Carlos, Guatemala

El Salvador

AID	Agency for International Development
CEAAL	Consejo de Educación de Adultos de América Latina (Adult Education Council of Latin America)
CIAZO	Corporación de Educación Popular
CIDEP	Asociación Intersectorial para el Desarrollo Económico y el Progreso Social (Intersectoral association for economic development and progress)
CDI	Centro de Desarrollo Infantil (Infants development centre)
CONFINTEA	International Conference on Adult Education
MINED	Ministry of Education, El Salvador
EDIFAM	Educación Inicial a Través de la Familia
EE.UU	Estados Unidos (United States)
FUSADES	Fundación Salvadoreña para el Desarrollo Económico y Social (Salvadoran Foundation for economic and social development)
INSAFORP	Instituto Salvadoreño para la Formación Profesional (Salvadoran institute for professional training)
ISNA	Instituto Salvadoreño de la Niñez y la Adolescencia (Salvadoran Institute for Childhood and Adolescence
ITS	Infecciones de Transferencia Sexual (Sexually transmitted infections)
ONG	Organización no-gubernamental (Non-governmental organisation)
UCA	Universidad Centroamericana (Central American University)
UES	Universidad de El Salvador (University of El Salvador)
UNICO	Universidad Católica de Occidente (Catholic University of the Occident)
VIH/SIDA	HIV/AIDS

Guatemala

USAC	Univeridad San Carlos
VIH/SIDA	HIV/AIDS
ONG	Organización no-gubernamental (Non-governmental organisation)
CESO	Centro de Estudios Superiores Organizados
FIS	Fondo de Inversion Social
CECC	Coordinación Educativa y Cultural Centroamericana. (Central American Educational and Cultural Coordinating entity)

Burkina Faso

ANCEFA	African Network Campaign for Education For All
ATT	Association Tin Tua (Novib)
CBN	Centres Banma Nuara (Tin Tua)
CCEB/BF	Cadre de Concertation des ONG et Associations en Education de Base au Burkina Faso (Novib)
CEDEAO	Communauté Economique Des Etats de l'Afrique de l'Ouest

CEPE   Certificat d'Enseignement Primaire
CSLP   Cadre Stratégique de Lutte contre la Pauvreté
CVD   Comité Villageois de Développement (Plan)
EPT   Enseignement Pour Tous
FACOM   Facilitateurs Communautaires (Plan)
FONAENF   Fonds National pour l'alphabétisation et l'Enseignement Non Formel
GTP   Global Teenager Project (Plan)
IBN   Institut Bangr' Nooma (Plan)
IICD   Institut International de Communication et Développement
MEBA   Ministère de l'Education de Base et de l'Alphabétisation
NTIC   Nouvelles Techniques d'Information et de Communication
PDDEB   Plan Décennal de Développement de l'Education de Base
PTF   Partenaires Techniques et Financiers
PU   Program Unit (Plan)
VCC   Volontaires Communautaires en Communication (Plan)
ZOMA   Zone Managers (Plan)

India

ARC   Action for the Rights of the Child (NGO)
AV   Audio-visual
BBA   Bachpan Bachao Andolan (Save Childhood Movement)
CASP   Plan-associated NGO working in urban slums
CBO   Community-based Organisation
CLR   Centre for Learning Resources (NGO)
CCC   Community Children's Centre
CEO   Chief Executive Officer
DPEP   District Primary Education Programme
ECE   Early Childhood Education
FORCES   National network for advocacy in ECCD
GAD   Grant Agreement Document
GOI   Government of India
ICDS   Integrated Child Development Scheme
ICO   (Plan) India Country Office
INR   Indian Rupee
MTE   Mid-term Evaluation
NLNO   Name used in India for Plan Netherlands
PII   Pratham India Initiative
PODF   Programme Outline Development Form, used by Plan
PU   Programme Unit (of Plan India Country Office)
SACCS   South-Asian Coalition on (the elimination of) Child Servitude (NGO)
SPO   Senior Programme Officer
SSA   Sarva Shiksha Abhiyan (Campaign for Education for All)
UEE   Universal Elementary Education
UP   (the State of) Uttar Pradesh

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Annex 1
Assessment of the programme evaluation on basic education of Plan Netherlands and Novib

Executive summary

MBN Evaluation Reference Group

The Evaluation Reference Group (ERG) has been assigned the task of assessing the 'quality of process and results' of the CFP evaluation studies. In keeping with this mandate, the ERG restricted itself to commenting on four broad areas: Master Terms of Reference, including the evaluation design, the end product and the programme evaluation process. In each case we have concentrated on those criteria that would be essential for 'minimum quality requirements' and which we consider relevant for the success of the evaluation process and end result.

The constraints under which the BE evaluation process was conducted need to be mentioned at the outset. This is the first in a series of six evaluations and has inevitably suffered from teething problems, particularly to do with developing procedures and allocating responsibilities to the various groups involved. However, these initial difficulties have proved to be an important learning experience and an important testing ground for formulating the procedures that will be used for the remaining evaluations. It is also important to point out that the involvement of the ERG has not been as intensive and systematic as it was envisaged. The delay in appointing the ERG, coupled with the pressure to keep to a strict time schedule for completing the evaluation contributed to these initial problems.

1 Master Terms of Reference

The ERG made substantial comments on the Master TOR Education, and sought clarifications on several issues regarding the formulation of the evaluation objectives, the methodology and the criteria for case selection. The central concern raised at this stage was that the TOR lacked a well-defined analytical framework setting out concrete definitions, measurable indicators and a plan for gathering and analysing information. The CG indicated that they expected the consultants to elaborate it during the evaluation, before the initiation of the fieldwork. The ERG also pointed out that the TOR failed to list the organisations that would be evaluated in each of the five countries and did not mention the selection criteria that would be used. The ERG saw this as a crucial omission and an obstacle in the way of assuring the comparability and openness of the process.

2 End product: 'A formative evaluation of the basic education programmes of Plan Nederland and Novib: Synthesis report'

This report presents a synthesis of individual evaluations of 15 basic education programmes of Plan Netherlands and Novib in 5 countries: Burkina Faso, El Salvador, Ethiopia, Guatemala, and India. It contains information under all the prescribed headings and includes a summary and relevant appendices. However, it fails to meet minimum quality requirements in terms of its analytical framework, evaluation design, conclusions and presentation of information.

The lack of an analytical framework – in terms of approach, choice and elaboration of research questions, field instruments and (possible) indicators – was not corrected substantially by the evaluators during the drawing up of the evaluation design and its operationalisation in the field. This left a major flaw at the foundation of the evaluation process and has inevitably resulted in a range of deficiencies that show up in the collection and analysis of field data and the construction of the synthesis report.

Also missing from the report is an explicit empirical foundation. It is biased in favour of reviewing the BE *policies and strategies* of Plan Netherlands and Novib and not enough attention is paid to analysing the *implementation of these strategies in the field*. Some themes (for example culture, internal vs. external effectiveness) appear several times in the text without any justification for this, while other key issues like gender do not get sufficient attention. The links between the evaluation questions in the TOR and the lessons learnt from the field are not clear. Several important questions (e.g. concerning access of disadvantaged groups to basic education, sustainability, partner relationships and gender) are not explored sufficiently.

Finally, the recommendations in the report would have benefited from being systematised under broad headings that would highlight the major directions in which Plan Netherlands and Novib could orient/reorient their programmes – both at the level of policy and implementation. This section of the report is extensive – 21 recommendations are provided, but the majority of these focuses on details. The link between the main text and recommendations is also tenuous.

3 Programme Evaluation Process

The evaluation process, which was reviewed both within the ERG and jointly with the CG, has thrown up some broad lessons. It was emphasised that the CG should provide clear inputs to the consultants at regular intervals during the process. Failure on the part of the consultants to take immediate remedial action inevitably shows up in the quality of the end results, as has happened in the case of the BE evaluation. In order to avoid such an occurrence in the future, it is suggested that key moments for quality control are built into the evaluation process and written into the contract with the consultants. It should be possible to withdraw the contract at these junctures should the output of the consultants not meet minimum quality requirements.

There is scope for improving communications between the CG and ERG as well. The CG can use the ERG as a sounding board at crucial junctures in the evaluation process.

4 Recommendations of ERG

The ERG advises that the synthesis report could be used as an internal learning document by Plan Netherlands and Novib. However, it is not considered of sufficiently good quality to be presented at an international forum or to be distributed more widely.

Members of the Reference Group

dr. A.G. (Geske) Dijkstra
Senior Lecturer Economics, Faculty of Social Sciences, Erasmus University of Rotterdam

dr. P. (Paul) Engel (chair)
Director, European Centre for Development Policy Management (ECDPM)

prof.dr.ir. G.E. (Georg) Frerks
Professor of Disaster Studies, Wageningen University and Research Centre
Head of the Conflict Research Unit, Netherlands Institute of International Relations 'Clingendael'
Professor of Conflict Prevention and Conflict Management, University of Utrecht

prof.dr. A.P. (Anita) Hardon
Professor of Care and Healthcare, Faculty of Social and Behavioural Sciences, University of Amsterdam
Dean, Amsterdam School for Social Science Research (ASSR)

prof.dr. A.H.J. (Bert) Helmsing
Professor of Local & Regional Development, Institute of Social Studies (ISS)
Professor of Local & Regional Planning, University of Utrecht

dr. R. (Rekha) Wazir
Co-director, International Child Development Initiatives (ICDI)

Annex 2
Master Terms of Reference

For the evaluation of the Basic Education programmes of Plan Netherlands and Novib

Reasons for evaluation

NOVIB and Plan Netherlands intend to commission a joint Co-financing Programme (MFO's in Dutch)-Programme Evaluation on Basic Education. The purpose of the joint CFP evaluation is to contribute to the safeguarding and enhancement of the quality of the programmes of Co-financing Organizations (CFA's in Dutch). The system of joint CFP-evaluations is part of the common quality system of the CFA's.

Up to now the education sector of the partners of the Consultative Body of the Co-financing organizations (GOM in Dutch) has been under-exposed in the program evaluations, while education is an important sector for both Plan Netherlands and Novib in their strategy for sustainable poverty alleviation. Both organizations consider education for all a Universal Human Right and a Child's Right, enabling people to improve their lives and to break the cycle of poverty. By supporting the education sector in the South, both organizations contribute to the Millennium Development Goals: ensure that all boys and girls complete primary school by 2015 and eliminate gender disparities in primary and secondary education preferably by 2005, and at all levels by 2015. Novib spends 10% of overall project funds to basic education programs, through various intervention strategies: service delivery; organizational support and lobby and campaign activities. The priority is access for girls and marginalized groups.

Plan Netherlands spends one third of Netherlands Government funding (CFP) on basic education programmes. These programmes aim at improving the quantity, quality, equitable use and sustainability of education services; strengthening the capacity of parents to manage education services; strengthening service delivery organizations and institutions; and promoting advocacy and policy involvement.

Novib and Plan Netherlands both adhere to the definition of Basic Education as adopted during the World Conference on Education for All in Jomtien, Thailand, 1990: 'Every person – child, youth and adult – shall be able to benefit form educational opportunities designed to meet their basic needs. These needs comprise both essential learning tools, such as literacy, oral expression, numeracy and problem solving, and the basic learning content (knowledge, skills, values and attitudes) required by human beings to be able to survive, to develop their full capacities, to live and work in dignity, to participate fully in development, to improve the quality of their lives, to make informed decisions, and to continue learning.'

About the broad-based Co-financing programme (CFP)

Novib and Plan Netherlands participate in the 'Broad-based Co financing Programme' (CFP-breed). The CFP-breed aims to promote the structural reduction of poverty in the South. The CFP-breed defines structural poverty reduction as improving living condi-

tions and building social relationships to enable poor populations to assume more control over their own lives, so that they and future generations can provide for themselves in a sustainable and dignified way.

The CFP-breed pursues the goal of structural poverty reduction through three interlinked intervention strategies: direct poverty reduction, civil society building and influencing policy:

Direct poverty reduction, which is directly geared to improving the living conditions of poor populations through the targeted provision of services or by strengthening their capacity to provide for their own basic needs.

Civil society building, which involves the strengthening of pluralistic and democratic social structures and organisations to achieve a more equal balance of power and the involvement of marginalised groups in social, economic and political decision-making processes.

Influencing policy, which is designed to change local, national and international policy and processes and structures which perpetuate or exacerbate poverty and inequality. Within the programme, policy is influenced by partner organisations, CFA's and their networks.

For the purpose of the CFP programme evaluations, CFA distinguishes four broad fields of activity in the area of *civil society building*:

- strengthening organisational capacities (of both formal and informal organisations) in civil society;
- building up and strengthening networks of, and alliances between, social organisations (both within and between the various sectors);
- building up and strengthening capacities for (policy) advocacy, with the aim of strengthening vertical intermediary channels between civil society and the state and/or the market;
- strengthening citizenship, social consciousness, democratic leadership, and social and political responsibility, with the aim of increasing participation of citizens in the public sphere.

Each of the field's activities can take place at different levels (local, national, international).

About Plan Netherlands

Plan Netherlands is a Dutch child-centred development organization that raises private funds from private individuals and organizations. Plan Netherlands has also been granted the status of co-financing agency (CFA) which entitles it to subsidy from the Dutch Government under the co-financing policy (CFP) framework.

Plan Netherlands envisions societies that are capable of structurally eradicating poverty with an explicit agenda to respect, protect and fulfil Child Rights. Plan Netherlands considers poverty alleviation to be inextricably linked with protecting child rights. By means of its role and mandate as an independent donor, Plan Netherlands through Plan International and local partner's organizations supports resource-poor communities in the South in the pursuit of such societies.

In its pursuit of these objectives, Plan Netherlands supports development initiatives through three strategic intervention lines:

- Activities aimed at increasing access to means and services that are crucial for achieving a sustainable livelihood: education, health care, food and food security, water and sanitation, natural resources, protection, safety, etc..
- Activities aimed at institutionalising rights, particularly child rights and gender equity, as well as reinforcing the processes and structures within society with(in) which these rights can be claimed by the poor.
- Activities aimed at actively informing and involving Dutch society in child-centred poverty alleviation and child rights in the South though development education and campaigns. In addition, lobby activities towards policy makers, politicians and through public media.

The Projects and Programme Department at Plan Netherlands manages the grants portfolio including the CFP subsidy.

Sponsorship funds collected by Plan Netherlands are being pooled with funds from other National Offices and divided by the International Head office over 45 programme countries. The subsidy from the Dutch Government and other grants are assigned to specific Plan-projects and -programmes by Plan Netherlands.

The country Offices in the 45 countries are responsible for the development of a country policy, the implementation of country programmes and the reporting on progress and results in general and specifically on the reports for the grant funded programmes.

The Country Offices propose projects and programmes for (co-) financing to Plan Netherlands. Decisions regarding financial approval of programme and project proposals as well as monitoring and evaluations are based on Plan Netherlands' strategy and policy. The Country Office seeks co-operation with local partner organisations. The choice of partners is part of Plan Netherlands' assessment of any proposal.

About Novib

Novib is a Dutch CFA receiving most of its funds from the Dutch government under the Co-financing framework. About one-third comes from private funds. Within this framework, Novib main priorities are direct poverty alleviation, civil society building and advocacy.

Novib's objective is 'to promote a global society where the socio-economic in equalities between rich and poor are eradicated, where the world's prosperity is distributed more justly and where people and sectors of the population can learn about and respect each other's culture, while working together on their development on the basis of shared accountability and mutual solidarity'.

Novib is a member of Oxfam International, a growing group which currently consists of twelve organizations for development cooperation. Oxfam International supports more than 3000 counterparts in approximately 100 countries.

Oxfam International's mission is 'to generate global support for the conviction that poverty and exclusion are unjust, unnecessary and not sustainable'. Oxfam International commits its moral, personal and financial resources to promote a worldwide movement towards economic and social justice in collaboration with citizens, busi-

nesses and governments. This commitment is echoed in the title of OI's strategic policy plan for 2001-2004: 'Towards Global Equity'.

Oxfam's (and thus also Novib's) first promise is to give economic and social justice a central place within its own programme and at the top of the world's agenda. In the rights based approached Oxfam partners concentrate on five rights, of which the binding theme refers to making globalisation work for the poor and marginalized people, by elaborating and implementing new fair rules for the world economy. The five rights are the following:

- The right to a sustainable livelihood: economic and environmental equity, and sustainable livelihoods for future generations
- The right to basic social services: equitable access to basic health care and education
- The right to life and security: equitable provision of protection, relief and rehabilitation
- The right to be heard: equitable participation in political, economic and social policy-making and decisions
- The right to an identity: equity in gender and diversity

Principle instrument for investments in the South is Strategic Development Funding, meaning poverty eradication through investments at target group level, in developing and strengthening civil society and through influencing government policies, by lobby and campaign activities. These interlinked strategies aim at providing the poor and marginalized the means to change the poverty situation in which they find themselves. Novib strives together with her partners around the globe to build a world that affords equal opportunities and equitable access to resources to all individuals and communities. In particular, Novib seeks to empower the poor and marginalized, giving specific attention to women and girls.

Novib is funding autonomous local civil society organizations and does not have field offices. Novib does provide funding to partners so that they are able to fund their own organisational and institutional development, but does not act as an advisor to partners. Novib does not want to combine its donor function with an advisory role to its partners.

Objectives of the evaluation

The overall objectives of the programme evaluation are:

1 *Policy and strategy level*:
   - To assess the way in which Plan Netherlands and Novib have operationalised the CFP policy framework in the area of Basic Education between 1995 and 2003.
   - To assess the way in which Plan Netherlands and Novib contributed to Education for All (following on the World Declaration on Education, Jomtien 1990 and on the Dakar Framework for Action, 2000)

2 *Operational level*: To assess the extent to which chosen strategies have been effective in achieving Plan Netherlands's and Novib's objectives in the area of Basic Education.

3 *Overall*: To learn lessons which will help Plan Netherlands and Novib to improve their performance in the area if Basic Education where necessary or desirable. And to enable Novib and Plan (and the other co-financing organisations) to learn from each others experience.

Scope of the evaluation

The scope of work in terms of time ranges from 1995 to 2003; however the focus will be put on projects that operate from 1999.

The countries that are selected for evaluation with respect to their education programmes are the following: Ethiopia, Burkina Faso, India, and El Salvador/Guatemala.

The scope of work in terms of core elements to be analysed and assessed:

- improving the access to education (In Ethiopia and Burkina Faso)
- improving the quality of education (In El Salvador/Guatemala and India)

For both core elements the following process issues will be investigated:

- partnership policies
- synergy of various strategies (direct poverty alleviation, civil society building, influencing policy)

Architecture of the evaluation

The CFP Programme Evaluation on Education consists of individual evaluations at the level of the participating CFA's (NOVIB and Plan) and a Synthesis based on these two evaluations (refer to scheme). The individual evaluations have their own specific ToR's, but the ToR's are developed within a common framework. The common framework is described in this Master ToR.

The individual organisations could have their own specific questions to add to this master TOR; however these questions have an additional character and fall within the scope of this evaluation. This means that these additional questions can and have to be handled within the time frame suggested in this master TOR.

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        │  Key questions and intentions │
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        │          Master ToR           │
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    ┌────────────┐          ┌──────────────────┐
    │  ToR NOVIB  │          │ ToR Plan Netherlands │
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    │ NOVIB Evaluation │      │  Plan Evaluation  │
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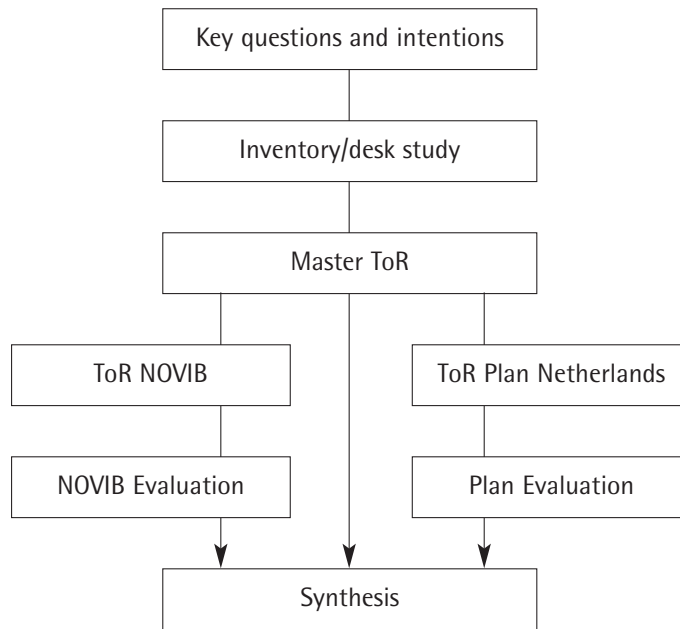
The evaluation, both at the level of synthesis as well as the level of Plan Netherlands and NOVIB, will be done by an evaluation team headed by a lead consultant. The inventory study which resulted in this Master ToR, has been done by a separate consultant in.

Both the lead consultant is accountable to a joint co-ordination group chaired by Plan Netherlands.

Specific research questions

The specific research questions elaborate on the inventory Study of the Basic Education Programmes of Plan Netherlands and Novib and follow the objectives of the evaluation.

1 With reference to the first objective at the policy level and strategy level

To what extent has the BE policy been designed in line with the policy framework of the CFP and the Education for All objectives and strategies?:

- What policies and strategies have Plan Netherlands and Novib developed and supported to an improved access (quantity, use and sustainability) to basic education? Are they relevant and realistic?
- What policies and strategies have Plan Netherlands and Novib developed and supported to improve the access of education for disadvantaged groups (girls, street children, pastoralists, cultural minorities)? Are they realistic and relevant?
- What policies and strategies have Plan Netherlands and Novib developed and supported to improve the quality of basic education and the use of quality concepts as guiding criterion? Are they realistic and relevant?

- How are the three CFP-intervention strategies (Direct poverty Alleviation, Civil Society Building and Influencing Policies) translated into the BE policy and strategy of Plan Netherlands and Novib.
- How do BE policy and strategies contribute to Structural Poverty Eradication and gender equity?
- What are the implicit and explicit assumptions behind the formulation and operationalisation of the BE policy? Are the assumptions realistic and relevant?

2 **With reference to the second objective at the operational level**

a The extent to which chosen strategies have been effective in achieving Plan Netherlands and Novib's objectives in the area of BE
(The following questions will have to be answered in the case studies)

In relation to improving the access to and quality of education:

- To what extent have the supported interventions contributed to the achievement of the objectives of Novib and Plan Netherlands in the area of BE?
- What types of interventions have been chosen to improve access to – and quality of education?
- What are the achievements of the interventions to date?
- Are the interventions effective and efficiently implemented? Assess the effectiveness and efficiency of the intervention by analysing the financial and administrative data available in the databases of the partner/country office.
- Which internal (partner organisation/country offices) and external factors influence the implementation and results of the interventions?
- What are the intended and unintended effects, positive as well as negative, of the interventions?
- Are the (planned) achievements sustainable? (Preferably a distinction is made between social, economic, ecologic and institutional sustainability)
- What follow-up interventions (if applicable) are intended after the termination of present project, and how will these interventions support the sustainability of results and achievements?
- What effects does the intervention have – or is expected to have – on Structural Poverty alleviation? What is the evidence?
- What effects does the intervention have – or is expected to have – on Gender Equity? What is the evidence?
(Answer above questions while focusing on the next crosscutting elements.)

In relation to Partnership:
Partnership refers to the relation between the Novib and its southern civil society partner and to the relation between Plan Netherlands and the Plan Country Office, including the relation between the Plan Country Office and its civil society partners, if existing.

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1 The references used for specific countries and programmes are included in the country documents.

- Has the selection of the partner(s) been appropriate considering the objectives of the intervention?
- Has the identification and the appraisal of the project been handled in an accountable manner for the partners?
- To what extent have Plan Netherlands and Novib contributed to institutional development and capacity strengthening of their partners?
- How does policy dialogue with the partners in the area of basic education take place and what have been the results of this policy dialogue?
- How is feedback organised? How is information with respect to the interventions gathered by partners and how this information is used by the partners at the one hand and Plan Netherlands /Novib at the other hand?
- When looking at the information gathering by partners: Assess the effectiveness of the ME system: What is the structure of the ME-system and related tools and indicators (are they SMART?)? What is the quality and timeliness of reporting?

In relation to the synergy between the CFP intervention strategies (direct poverty alleviation, civil society building, influencing policies)
What have been the effects of an integral approach of the above mentioned intervention strategies in a country or at the level of individual partners?

b The strengths and weaknesses of the respective aid chains
(refer also 'In relation to Partnerschip').
The analysis of the aid chain should at least include three to four different levels dependent on the organization, and the interactions between these levels

- Target group level
- Partner Organizations
- Country Office (Plan)
- Plan Netherlands / Novib
- DGIS/embassy

Questions applied to each level of the aid chain:

- How have the relations between the actors in the aid chain been defined, in theory? How are they in practice?
- What are the respective roles and contributions of various actors in the aid chain?
- What are the consequences of the aid chain for the implementation of CFA policies? What are its strengths and weaknesses?

3 With reference to the third objective: lessons to be learned

Apart from any other lessons, what lessons can be learned from this evaluation with regard to:
- The way in which Plan Netherlands and Novib have operationalised and implemented the CFP policy framework.
- The way in which Plan Netherlands and Novib have been contributing to Education for All since 1995, particularly with regard to improved access and quality and civil society building.
- The chosen strategies for achieving policy objectives.

- The effects of the monitoring and evaluation systems of partners on their own project implementation and how this information can be used by CFA.

Requirements for Approach and methodology
The evaluators will use a combination of qualitative and quantitative techniques. The following information sources will be used:

- The inventory study that has been produced by Nuffic.
- Primary sources such as questionnaires, open and semi-structured interviews, group discussions, field visits and workshops etc.
- Secondary sources such as relevant policy papers, strategic plans, annual reports, work plans, programme evaluation reports, programme manuals, and relevant publications.
- Basic project and financial data in the CFA's financial and PMIS databases.
- Base line data

The evaluators will use any indicators developed in the relevant policy documents and/or project proposals to assess achievements, both qualitative and quantitative. The evaluators are free to devise other means to measure achievements if the quality of the given indicators is not appropriate or if indicators are not available.

Where possible, the evaluators will specify their findings with regard to gender equity and disadvantaged groups.

Plan of work

The evaluation will commence as soon as possible and the draft report should be submitted before 31 October 2003.

In analysing and assessing the relation between strategy, investments and effects, the evaluation focuses on those interventions which are representative for a particular core element, and preferably on those project files which contain relevant output indicators and which are easily accessible.

The evaluation of the core elements will involve field visits to evaluate the implementation and results of a number of selected interventions.

The evaluation will conduct field visits, and select interventions for evaluation as indicated in the following table.

Region	Core element	Countries
Horn of Africa	Access to education	Ethiopia
West Africa	Access to education	Burkina Faso
Central America	Quality of education	Guatemala, El Salvador
South Asia	Quality of education	India

Except for the Horn of Africa, it is possible to select at least four projects (two per organization) per region.

The evaluations in a particular region (Plan and Novib interventions) will be conducted by a team consisting of two experts, of whom at least one should be a local expert. The regional team should have expertise regarding the core element under evaluation.

Novib and Plan Netherlands will present a list of their education projects in the specific regions to the evaluation teams.

Evaluation team – Basic qualifications for external evaluators

Team must have proven expertise in

- OD/ID issues at programme level and preferably also at policy level
- basic education (formal, non-formal and informal)
- quality issues in education
- gender and child rights issues
- development issues in respective country or region
- mechanisms of civil society development
- Lobby and advocacy

Team leader
Specific ToR for the team leader will be proposed by the consultancy firm.

Preferably knowledgeable about

- participatory planning, monitoring and evaluation methodologies (mandatory for team leader)

Skills

- Teamwork
- Expertise in data collection and analysis
- Analytical skills
- Good writing skills
- Excellent communication skills

The evaluation team must consist entirely of external (non-Plan/ Novib) experts. Evaluation team members will be selected and approved jointly by Plan Netherlands and Novib. Gender and child rights expertise should be present in the team.

Reporting and feed back

The following reports should be produced:

- final report per organization including country reports containing the main findings and conclusions on the field visits.
- synthesis report, compact report including some final conclusions on to be drawn and learned from each other:

- Compare policies, strategies and operationalisation with respect to access and quality of BE partnerships and integration of the three intervention strategies and how the interventions contribute to structural poverty eradication and gender equity. (One of the conclusions of the inventory study was that programmes can be compared, but not as yet judged on their effects and impacts).
- Quality improvement of the BE programmes
- Annexes: final report per organization
- All reports should be written in English. Country reports may be written in French or Spanish, when relevant.

Time schedule

- Deadline for submission of tender/methodology by consultant (if required)   3 July
- Deadline for selection of consultants   4 July
- Start of assignment for team (contract)   11 July
- Period of preparatory work   to be defined
- Period of field visit   to be defined
- Deadline for submission draft reports   to be defined
- Deadline for submission of comments/corrections on draft report by stakeholders   to be defined
- Deadline for submission final report   31 October

A detailed time schedule will be developed at the start of the assignment. The detailed time schedule will include the moments were preliminary results will be presented to local partners and Plan field offices and to the Plan/Novib Co-ordination Group.

Annex 3
Additional questions Novib

With reference to the first objective at the policy level and strategy level

- How are the three CFP-intervention strategies (Direct poverty Alleviation, Civil Society Buidling and Influencing Policies) translated into the BE policy and strategy of Plan Netherlands and Novib.

  Novib: please pay attention to policies and strategies that have been developed and supported to link experiences at grass roots level to lobbying, advocacy and public campaigning (at local, national, regional and international level

- What are the implicit and explicit assumptions behind the formulation and operationalization of the BE policy? Are the assumptions realistic and relevant?
  In the area of service delivery Novib gives preference to innovative projects with a high potential for up scaling or replicability. This preference is based on the following assumptions:

  1 NGOs with large programmes gain in credibility and leverage for lobbying and advocacy purposes,
  2 Other NGOs are more willing to copy the innovations and governments are more likely to mainstream or copy the innovation in its government apparatus when the innovations prove to be workable and have demonstrable impact on a larger scale.
  Are these assumptions realistic and relevant?

With reference to the second objective at the operational level

- What types of interventions have been chosen to improve access to – and quality of education?

  Novib-partners: the above question should also include attention to the linkages between service delivery; civil society building; ,advocacy and lobbying.

- What are the achievements of the interventions to date?

  Novib-partners (when applicable): did the up-scaling of activities lead to a loss of quality of the education services rendered?

- What are the intended and unintended effects, positive as well as negative, of the interventions?

For Novib, the strong relationship between Basic Education and empowerment is an important argument for Novib to invest in Basic Education. Within the rights based approach Novib sees the Right to Education at the crossroads of the political/civil human rights and the social, economic and cultural rights, empowering the beneficiaries to claim what is rightfully theirs:
Did partners operationalise empowerment of the beneficiaries in their programmes? If so, what are the effects? What is the evidence?

- Are the (planned) achievements sustainable? (Preferably a distinction is made between social, economic, ecological and institutional sustainability)

  For Novib in view of sustainability: does the up scaling of the programmes lead to adoption and mainstreaming of the model/innovation by other NGOs and more importantly by the government?

In relation to the synergy between the CFP intervention strategies (direct poverty alleviation, civil society building, influencing policies)

- What have been the effects of an integral approach of the above mentioned intervention strategies in a country or at the level of individual partners?

  Novib-partners:do the partners consider the size of their programmes a factor of success in their lobbying, networking and advocacy/public campaigning?

Novib tends to work with large partner organisations that often operate nation wide and are capable of direct execution of projects. This could influence the quality of the interventions. How is quality influenced by size.

Annex 4
Interview teams

Netherlands	General Team leader	Erik van der Sleen
	Co-ordinator	Mieke Oldenburg
	Overal Supervisor	Gita Poyck
Central America	Team leader	Erik van der Sleen
	Local consultant	
	Guatemala	Verónica Mérida
	Local consultant	Beatriz Diaz
	El Salvador	
Ethiopia	Team leader	Rogier van 't Rood
	Local consultant	Said Hershi
Burkina Faso	Team leader	Edward Wismeyer
	Local consultant	Ann Dao Sow
India	Team leader	Doris Canter Visscher
	Local consultant	Mr. Dayaram
	Local consultant	Vandana Mahaam
	Local consultant	Dayaram

Annex 5
Projects visited

Country	MFO	Project
Guatemala	NOVIB	TULAN
	PLAN	Regional Office
	PLAN	GTM0011, Quality Learning Guatemala Basic Education
El Salvador	NOVIB	CIDEP, innovation primary education for children and adults
	PLAN	SLV007, Quality Learning El Salvador Basic Education MINED
India I	NOVIB	SACCS: liberation of child labour
	PLAN	IND0024, Addressing Basic Learning Needs, Pune
India II	NOVIB	Pratham, training education assistants, coaching children
	PLAN	IND0060, Education program Non-formal education, Seva Mandir, Uduipur
Burkina	NOVIB	TINTUA, Literacy Centres
	NOVIB	CCUB
	PLAN	BFA0025, Global Teenager Project Koupéla en Pouitenga
	PLAN	BFA0048, Building Community Capacity in Kongousi en Koupéla
Ethiopia	NOVIB	REST (inclusief de uitwisseling in kader van samenwerking met maatschappeijke organisaties)
	NOVIB	Hope for the Horn, Addis abbeba
	PLAN	ETH 0032 School improvement programme in Addis and in Bugna Woreda en Shebedino Woreda

Annex 6
List of people met

Novib

Sylvia Borren	Director Novib
Wouter Bolding	India and Education
Sita Dewcali	Global Campaign for Education
Marijke Priester	Head Research and Development
Koos Kingma	Policy advisor gender
Ale Dijkstra	Guatemala
Patricia Munoz	Salvador
Karen Biesbrouck/Souley Sana	Burkina Faso
Ethiopie	Gerard Steehouwer
Gertjan van Bruchem	India

Plan Nederland

Meindert Witvliet	Directeur
René Schoenmaker	Civil Society
Frans Rameckers	Onderwijs
Evelien Hölsken	Onderwijs
Emmy Jansen	Child rights/Azie
Lisette Homberg	Gender
Evelien Kamminga	Gender
Helen Evertz	Burkina Faso
Kim Hartog	Ethiopie
Janneke van der Berg	Latin America
Sonja Zutt	Azie

Burkina Faso

Ambassade Royale des Pays-Bas au Burkina Faso
Vincent Snijders, conseiller éducation
Adama Ouédraogo, conseiller adjoint éducation

Intermon Oxfam
Imma de Miguel, Représentante
Adafana Noh, Chargé d'éducation pour les Oxfam

ATT
Benoît Ouoba, SE
Bapougouni Lompo, formateur CBN
Personnel Tin Tua : directeurs, chefs de services et autres responsables
Une trentaine de membres d'un Diema de Fada
Maîtres artisans et apprentis dans 5 ateliers de métiers divers

CCEB/BF
Saïdou Ouédraogo, SE
Doulaye Konate, membre CA
Boureima Ouédraogo, vice-Président CA

Plan Burkina
Aloysius Pereira, Program Support Manager
Allassane Drabo, Grant Manager
Maurice Ouédraogo, Conseiller éducation

GTP
Désiré Kaboré, Coordonnateur éducation régional

GTP Koupéla
Laurent Ouarmé, Proviseur Lycée Provincial Kourita
Adama Kouanda, Intendant Lycée Provincial Kourita
5 professeurs et 5 élèves formés par GTP

GTP Pouytenga
Georges Zanga, Proviseur Lycée Départemental
Une vingtaine de personnes dont les membres du Comité de Pilotage du projet, et des
bénéficiaires enseignants et élèves, formés par GTP

Bangr Nooma Koupéla
Staff Plan IBN
Housseini Ouédraogo, Directeur formateur IBN
Edmond Sawadogo, Zone Manager
François Ouangrawa, formateur IBN
Ousmane Ouédraogo, Facilitateur Communautaire

Volontaires de Kampoayargo, Ouarghin et Silegtéogo
Abdoulaye Kouanda, Président CVD de Kampoayargo
Abzèta Sana, Volontaire garderie d'enfants de Kampoayargo
Abdoul Karim Sana, VCC à Kampoayargo
Prosper Koudougou, Président CVD et VCC à Ouarghin
Michel Kizito Kouda, Trésorier CVD, VCC et alphabétiseur à Silegtéogo

Bangr Nooma Kongoussi
Staff Plan IBN
Hilaire Ouédraogo, Zone Manager, Représentant du PUM de Plan Kaya
Jean Claude Ouédraogo, Zone Manager
Amosse Sawadogo, Directeur formateur

Jean Dakouré, formateur
Ignace Zoundi, Facilitateur Communautaire

Volontaires de Kilou, Yougnini, Kouliniéré, Konkoubghin
Sibiri Gaston Sawadogo, Président CVD de Kilou
Mahamadi Sawadogo, Secrétaire CVD de Kilou
Sayouba Sawadogo, Secrétaire à l'organisation, CVD de Kilou
Félix S. Sawadogo, VCC à Kilou
Salamata Sawadogo, Volontaire gestion des points d'eau à Kilou
Séraphine T. Ouédraogo, Volontaire teinture à Konkoubghin
Denis N. Sawadogo, Volontaire santé à Konkoubghin
Dieudonné Ouédraogo, Commissaire aux comptes, CVD de Kouliniéré
Ernest T. Sawadogo, VCC à Yougnini
Julienne Sawadogo, Volontaire santé à Yougnini

Membres de l'Association des volontaires du Bam l'Elite
Ousmane Soré, VCC à Bam, Président
Théophile Ouédraogo, VCC à Ranga, vice-Président
Léonard Sawadogo, VCC à Kilou, Secrétaire adjoint
Alassane B. Gansonré, VC à Darbiti, Commissaire aux comptes
Constant A. Ouédraogo, VC à Kilou
Matthieu Sayoré, VCC à Boulounga
Lassané Soré, VCC à Bam

Liste des localités visitées
Koupéla: lycée provincial Kourita et bureau régional de Plan
Pouytenga: lycée départemental
Fada N'Gourma: siège de l'Association Tin Tua, sites de formation, ateliers d'apprentissage des métiers et un diéma
Ouarghin: communautés de Kampoayargo, Ouarghin et Silegtéogo
Kongoussi: bureau régional de Plan
Kilou: communautés de Kilou, Konkoubghin, Kouliniéré et Yougnini

Liste de présence aux réunions

Réunion préparatoire du 15 septembre 2003
Imma de Miguel, Représentante Intermon Oxfam
Adafana Noh, Chargé d'éducation pour les Oxfam, Intermon Oxfam
Benoît Ouoba, SE de l'ATT
Maurice Ouédraogo, Conseiller éducation Plan Burkina
Désiré Kaboré, Coordonnateur éducation régional, Plan Koupéla
Adama Traoré, Coordonnateur national GTP
Housseini Ouédraogo, Directeur formateur IBN Koupéla

Atelier de restitution
Allassane Drabo, Grant Manager Plan Burkina Faso
Housseini Ouédraogo, Directeur formateur IBN Koupéla
François Ouangrawa, formateur IBN Koupéla
Amosse Sawadogo, Directeur formateur IBN Kongoussi

Jean Dakouré, formateur IBN Kongoussi
Imma de Miguel, Représentante Intermon Oxfam
Saïdou Ouédraogo, SE CCEB/BF
Doulaye Konate, membre CA CCEB/BF
Boureima Ouédraogo, Vice Président CA CCEB/BF

Ethiopia

Novib partners-Rest

Stafleden
Haile Tsefai, Planning and Coordination Department
Tsegai Assefa, Relief and Rehabilitation Department
Mebrahtu Fukadu, Planning and Coordination Department responsible for Education
Mulubrehan Atsbeha, Planning and Coordination (previously Education Officer)
Mulugeta Gebretsadik, Education Officer
Maria Strintzos, Liaison Office/Fund Raising
Yemane Solomon, Head Planning and Coordination Department

- Elders at Tahtay Seken ACCESS center: I did note the names but they were group of four men. Only woman was not presen
- The school teacher: one male whom I did not take his name
- Participants of SWOT analysis exercise: they were a group of seven people; two female and five male. I remember that they wrote down their names in a list but I do not have it me.
- Students: they were more than one hundred students and more than one-third participated in the discussions,
- Focus discussion with the same group who participated in the SWOT analysis,

PLAN Ethiopia

Addis Ababa office
Dr. Frkreb
Brehenu Wodajo
Mellese Bedanie

At the primary school outside Leku
Teachers: there were six teacher but I did note their names,
Elders: there were around four school parents
Students: we interacted with many students,

PLAN Awassa office
SWOT Analysis participants:
Daniel Brooke
Mellese Bedanie
Ilias -Leku office managers
Sponsorship focal point

Focus group discussion
The same people who participated in the SWOT analysis also took part in the focus group discussion.

NOVIB Partner-Hope for the Horn
Gashamo primary school:
Met with students but did not note their names
Met with the teachers, namely:
Said Hassan Aden
Mahadi Tarabi Hersi
Abdi Hassan Warsame
Awil Mohamed Yasin
Said Ibrahim Noor

Meeting with women's organization in Gashamo: met with 15 members of Alla-Aamin women's group but their names were not noted. The name of the chair-women is: Saynab Abdullahi

Meeting with Education committee in Gashamo
Nakrume Yusuf
Saynab Abdullahi
Fadumo Hashi
Ali Qodaal
Saynab Adare
Halimo Jama
Abdi Dhabar

Meeting with representatives from district officials, namely:
Awil Khayre, district commissioner
Ahmed Jama, vice district commissioner
Abdi Biijood, Gashamo town Mayor

Meeting with HFH staff in Jigjigga: met with 7 HFH staff members in Jigjigga but did note have their names

India

Misc.
Ms. Nandini Prasad, SPO Education and Children's Projects, Dutch Embassy, New Delhi
Mr. Ravi Prakash Verma, Member of Parliament (Lok Sabha)

CLR
Ms. Anjali Gokhale, Officer Development Training & Research ECCD
Ms. Hema Kulkarni, Officer Training
Mr. John Kurrien, Director
Ms. Zakiya Kurrien, Joint Director
Ms. Chhaya Londhe, Tuition Teacher CASP School

Ms. Pratibha Raghunath Mandhre, Teacher Municipal Girls School
Ms. Mini Srinivasan, Assistant Director

Plan India Country Office
Ms. Verity Corbett, Manager Programme Support
Mr. Rajesh Noah, Manager Programme Support
Mr. Bruno Oudmeyer, Country Director Plan India
Mr. Vibhuti Pandey, Manager Grants
Mr. Ranjan Patnaik, Manager Jaipur Zone
Mr. Seshagiri, Learning Co-ordinator

Pratham
Ms. Rukmini Banerji, In-Charge North India Programme
Mr. Saurabh Johri, In-Charge of Financial Management
Mr. Chetan Kapoor, In-Charge Delhi Programme
Mr. Bharat Patni, Co-ordinator Novib Programme in India

Seva Mandir
Ms. Neelima Khetan, Chief Executive
Ms. Neelima Khetan, Chief Executive
Mr. H.R. Bhati, Secretary
Finance Officer
Ms. Gunjan and Ms. Swati, Education and Women & Child Development Programme Officers
Mr. Md. Bhasin, Zonal Co-ordinator and colleagues
Cluster Co-ordinators
Mr. Girdhari Lal and Mr. Kalu Ram, NFE teachers
Mr. Prasoon, Technical Resource person and colleague from Vidya Bhavan Society
Village Development Committee members
Members of women's self-help groups
Children at the NFE centres

SACCS
Mr. Devdutt Panda, Co-ordinator Advocacy
Mr. Vidya Sagar, on Advocacy, Global March Campaign, Research
Mr. Vinod Saini, Activist Education
Mr. Kailash Satyarthi, Chairperson
Mr. Narayan Singh Rao, Chief Co-ordinator SACCS
Ms. Suman, Convener National Campaign on Education
Ms. Toko, on Global March Campaign
Mr. Unnikrishna, In-Charge Projects
Mr. Alok Vajpeyi, Core Project Director Global March
Ms. Joan Walker, on Education, Global March

Guatemala
See itinerary added to country report

El Salvador
See itinerary added to country report