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Senegal CSEF Evaluation Report

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Acknowledgments

This report has been built upon conversations with various people that participated in the CSEF program. It is also based on dialogues with individuals that have a relationship with COSYDEP, the national coalition that received the fund. Those who were formally interviewed are presented in Appendix 1. Other people were encountered while conducting fieldwork in Dakar (mainly on COSYDEP's premises), but also during the observant participation in two Regional Assemblies held in Louga and Diourbel. Everyone has been extremely helpful and open as regards its experience and understandings. To everyone who has been involved, thank you for sharing time with me and showing me trust throughout the research process.

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Acronyms and abbreviations

- ANCEFA: Africa Network Campaign on Education For All
- COSYDEP: Coalition des Organisations en Synergie pour la Défense de l'Éducation Publique (NEC in Senegal)
- EFA: Education for All
- LEG: Local Education Group
- NEC: National Education Coalition
- PDEF: Programme Décennal de l'Éducation et de la Formation (Ten-Year Education and Training Program)

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1 Introduction

This document is the result of an evaluation of the funds provided by the Global Campaign for Education (GCE) through the Civil Society Education Fund (CSEF) in Senegal, which was received by a national coalition called COSYDEP. The goal of the evaluation is to assess the relevance of the CSEF objectives to COSYDEP needs, to analyse progress towards the EFA agenda and to assess the capacity of the coalition to attract additional funding to achieve its objectives. This case study must be framed within an overall evaluation on the CSEF programme in the period 2009-2011 undertaken from June to September 2012. Methodologically, the adopted perspective is primarily qualitative and follows the so called “realistic approach”. This approach considers insufficient for an intervention’s evaluation to consider whether it has achieved its objectives. Rather, it adopts a systemic and explanatory character “to find out whether the evaluated programme has been able to, under particular circumstances, activate the necessary mechanisms to make the intervention achieve its main objectives”¹.

The document is organised as follows. Section 2 deals with those factors related to National context and NEC’s institutional setting that facilitated or obstructed the process. Section 3 focuses on the processes followed during the implementation of the program, some of them identified as primary. Main outputs and outcomes at different levels are exposed in Section 4 (Results), where the Theory of Change underpinning the project is explained. To conclude the core chapters, section 5 summarises the main findings and exposes those lessons learned during the evaluation process.

The analysis of the different assessments’ dimensions draws mainly on material from a qualitative study undertaken during the period from July 17th 2012 to August 15th 2012. The study includes 19 interviews with coalition members (board, secretariat), international NGOs, bilateral donors and policy makers; also an extensive analysis of the coalition’s documentary material; observant participation within the coalition premises during more than two weeks and the observation of two regional assemblies (held on the 22nd and 23rd of July in Louga and Diourbel).

It is worth saying that the fieldwork was conducted while elected officials were taking office after the 2012 presidential and legislative elections. These, together with interviewees “force majeures”, have prevented us from meeting Senate and Parliamentary representatives or more policy makers.

2 Enabling and conditioning factors

This section deals with the elements already present in the National Coalition before implementation of the CSEF Program, which helped or even allowed creating the needed processes to achieve results. Additionally, it also describes the main objectives behind the NEC, partnership alliance and leadership.

2.1 Context

At a macro and statistical level, Senegal has an estimated population for 2011 of 12,855,153 people (ANSD website). It is classified as a Low Human Development Country, consequently being part of the group of the poorest countries within the international community, with a

¹ Quote from the CSEF General Project Evaluation. For a more substantiated explanation of the adopted methodology or to access the broader CSEF assessment undertaken, please review the final report.

Human Development Index relatively low (0.459), ranking 155th out of 173 (UNDP 2011). Senegal's population is relatively young with nearly 52.0% of people aged under 18 years. Poverty and vulnerability remain a reality for this group and this is reflected in the level of education, health, access to water and sanitation (UNICEF 2009).

In terms of education indicators (see for instance some basic indicators in the table below), the country needs to be put in contrast not also with its regional neighbours, but also globally. To this, Sub-Saharan Africa show very low levels of educational attainment, what sets this region apart from others. In 2010, the region had an enrolment rate in primary education of 77%, the lowest at a global level (UIS 2012: 1). In terms of survival rate in primary education, in three quarters of Sub-Saharan African countries with available data, more than 30% of primary students who start school are expected to drop out before they reach the last grade of primary education, Senegal having a survival rate of less than 60% (UIS 2012: 1). As regards to secondary education completion, Senegal is among the countries in the region (together with Burkina Faso, Chad, Malawi, Mali and the United Republic of Tanzania) where only 1 in 10 adults completed lower secondary education (UNESCO 2011: 32). This same report points Senegal as one of the countries of the region with the greatest gender disparity in educational attainment, as less than one-half as many women as men have completed any formal education (together with Benin, Burkina Faso, Chad and Malawi) (UNESCO 2011: 36).

Table 1 Human Development Report: Senegalese Education Indicators

	Gross enrolment ratio				Primary education resources	
	Adult literacy rate (% ages 15 and older)	Primary (%)	Secondary (%)	Tertiary (%)	Pupil teacher ratio (pupils per teacher)	School teachers trained to teach
Senegal	49.7	83.7	30.1	8.0	34.7	..

Source: Elaborated by the author from UNDP (2011).

Politically, Senegal gained its independence from colonial French rule in 1960, which was followed by four decades ran by Léopold Sédar Senghor's political party (the Socialist Party). The turnover occurred when Abdoulaye Wade and his Senegalese Democratic Party (PDS) defeated Abdou Diouf's presidency. When Wade came into power, amid different processes (such as the approval of a new constitution in 2001), it is launched the PDEF, *Programme Décennal de l'Éducation et de la Formation* (Ten-Year Education and Training Program, in English).²

The PDEF locates itself in the framework of the international processes which began with Jomtien's Conference 1990, the World Education Forum held in Dakar in 2000 and hence endorses the Education for All agenda. It is the basic national public policy instrument related to the educational sector. Public servants engaged with the Ministry of Education during the PDEF express how this plan differed from other public policies in previous periods by highlighting the decentralisation of education to local government (to which the PDEF bestowed education competences), the liberalisation of the education sector and the role of donors and civil society in its management.

² Ministry of Education (2003) *Programme Décennal de l'Éducation et de la Formation*, Republic of Senegal

*Nous avons beaucoup évolué dans nos stratégies. En 2000 on mettait en place le Programme national du développement de l'éducation et de la formation, le PDEF. Il y avait parmi ses principes directeurs, le partenariat, un principe extrêmement important, organisé et structuré, ouvrant la voie à la société civile et au partenariat efficace et coordonné. Un autre principe important, la libéralisation de l'offre éducative. Compte tenu des limites de l'Etat à prendre en charge toutes les questions liées à l'éducation, bien que ce soit son devoir, de par ce principe il permet au secteur privé et à la société civile de contribuer de manière efficace à l'extension de l'offre éducative. Et la déconcentration et décentralisation de l'éducation qui sont ouverts à la société civile et aux collectivités locales car l'éducation fait parti des compétences transférées. Sous ce rapport, on peut dire que tous ces principes rentrent dans le cadre des objectifs de l'éducation pour tous qui est un souci majeur de l'Etat qui est conscient qu'à lui seul il ne pourrait tout faire surtout en ce qui concerne l'éducation, l'éducation pour tous c'est l'affaire de tout le monde. **Policy-maker***

According to different interviewees, even though the PDEF shows openness to civil society's participation since its formulation, the process of incorporating civil society organisations into consultative and accountability practices entailed changes to how national policy making is done in Senegal. A civil servant who was in charge of partnerships identifies the situation:

*Sur le premier partenariat, j'avais remarqué que dans le PDEF chaque fois qu'on parlait de partenariat c'était avec des gens qui avaient de l'argent, Banque Mondiale, ACIDI, AFD, USAID (...). Ils venaient dans les réunions, ils parlaient, ils décidaient; quelques fois même les nationaux ne parlaient pas. Mais moi quand on m'a donné le [poste], avec la déclaration de Paris, le principe de partenariat et de l'appropriation (...) il faut que toutes les composantes nationales participent dans la définition des politiques et voilà pourquoi moi je suis allé vers les partenaires de COSYDEP, CONGAD, il y'en'a d'autres qui étaient là. **Policy-maker***

Therefore, according to this view, donors had a major role in terms of interlocution with the state, whereas national civil society was of secondary importance. This continues to be the case more generally between governmental organizations and external actors:

*[...] le premier niveau c'est le dialogue entre Etat et partenaires financiers comme l'USAID, l'UNICEF, la Banque Mondiale et l'AFD, un deuxième niveau ou l'on retrouve l'Etat, la Société civile (coalition COSYDEP Aide et Action, etc.). **Policy-maker***

Civil society organizations start to be invited to PDEF evaluations in 2006, not without reluctance within the government. In 2010, the NEC (COSYDEP) is invited to the PDEF third phase evaluation³.

Il n'existait pas de rapport lors de la première et deuxième phase du PDEF. Leur relation est récente car elle ne date que de deux à trois ans et ceci grâce à l'esprit d'ouverture de Djibril Ndiaye Diouf de la DPRE qui a permis à des structures comme la COSYDEP et autres structures de la société civile, d'avoir une présence effective dans le PDEF [...] Mais au départ ils n'étaient pas présents et même quand ils étaient présents il y a eu quelques difficultés. [Il y avait une distance entre la société civile et l'état?] Il y a eu un processus. Ce rapprochement actuel a été rendu possible grâce à un dialogue permanent et constructif entre l'Etat et la société civile. La COSYDEP est

³ Currently there is a preliminary report of this evaluation issued in December 2011.

*maintenant associée à toutes les grandes rencontres pour apporter sa contribution dans tout ce que fait le ministère. **Policy-maker***

Among the motivations regarding COSYDEP's invitation to the evaluation table, one civil servant involved in the PDEF evaluation process stated that for him supporting an actor in favour of public education was important:

*La COSYDEP, qui vient on prenant le drapeau de l'école publique [...] c'est ça qui posait son succès parce que personne ne défendait l'école publique. Les syndicats qui étaient à l'intérieur eux ce qui leur intéressait c'était leurs salaires, leurs conditions de travail [...] **Policy-maker***

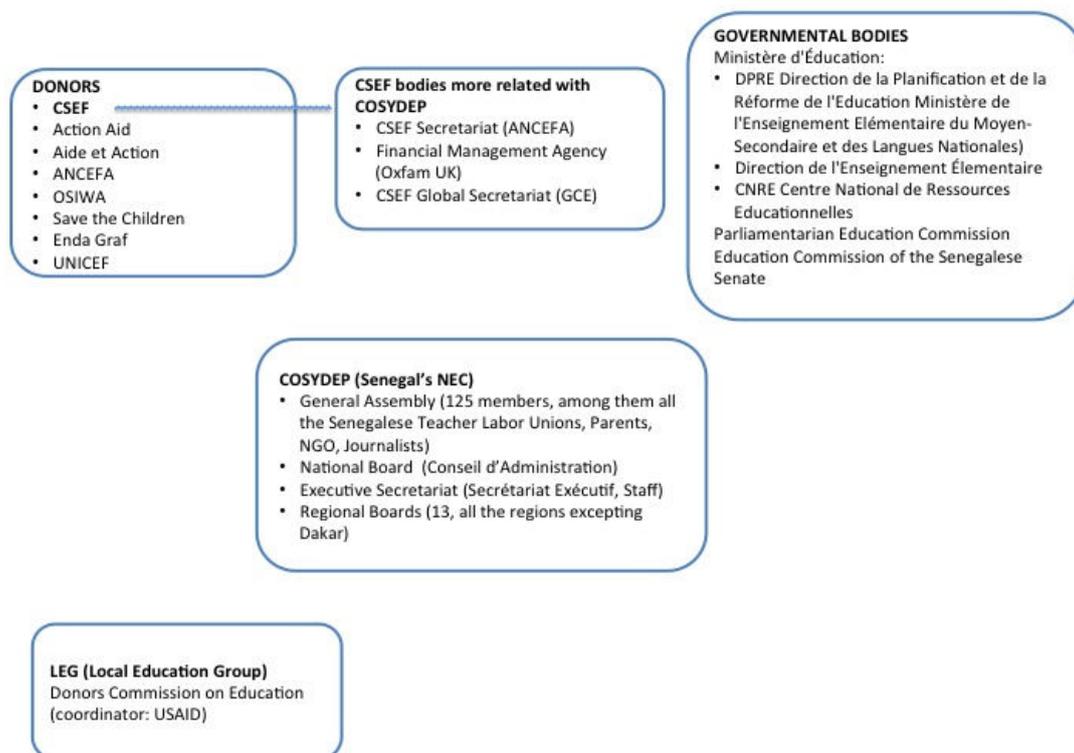
The third evaluation of the PDEF, which is expected to lead to a policy reformulation, is still preliminary when this report is closed, as was postponed due to the political instability that Senegal has witnessed these past two years. Unrest stemming from social, political and economic problems was reflected in the 2011 and 2012 protests when Abdoulaye Wade attempted to reform the electoral process in hopes of assuring his political party's continuity. On the 25th of March second round presidential elections Macky Sall took power and legislative elections took place the 1st of July 2012.

It is in this context of social unrest, in which the education sector is also a key player, when the CSEF was received and surely helped the coalition COSYDEP to get empowered at national level as a stakeholder. The following interviewee explained the extent to which civil society has felt politically empowered this previous period:

*Là ce n'est pas COSYDEP seulement [...] si vous avez suivi un peu les élections législatives, les élections présidentielles... on a vu que la société civile a joué un grand rôle. C'est la société civile qui a mobilisé là où les partis politiques devraient mobiliser. C'est la société civile qui appelait aux marches, qui appelait aux grands rassemblements. Donc aujourd'hui les gens commencent à croire aux possibilités de la société civile dans tous les domaines. Ça c'est un contexte parce que maintenant même ceux qui sont élus, ils savent que la société civile doit être écoutée. Parce que si c'était les politiques seulement on n'allait pas changer de régime. **NEC Secretariat***

To conclude this section, Figure 1 below maps the main actors involved with COSYDEP during the CSEF Program.

Figure 1 COSYDEP and CSEF 2009-2012: Main Actors



Source: Author

2.2 Institutional setting

2.2.1 Strategy

Different interviewees mention the World Education Forum (Dakar, 2000) as an important milestone for civil society mobilisation. Thus, the foundations of the current NEC need to be partly located in the partnership process this Forum fostered:

La COSYDEP (...) ça a commencé à la suite des différentes initiatives de la société civile du Sénégal pour travailler sur les questions de l'éducation pour tous. D'abord le Sénégal avait abrité la conférence mondiale sur l'éducation en 2000 et c'était une période où, en réalité au niveau du pays, beaucoup d'organisations de la société civile, les organisations syndicales et autres ont eu très fortement à s'impliquer dans les questions liées à l'éducation et à la formation. Parallèlement à ça nous avons vu qu'au niveau du Sénégal, la société civile commençait dans le même temps à travailler sur les questions de développement économique et social et à travers cela, à travailler dans le cadre de la participation, à l'élaboration des stratégies de politique économique et sociale dont le document de stratégie de réduction de la pauvreté. Et il y a eu une forte mobilisation de la société civile et il fallait aborder les questions de l'éducation de la formation et les questions de pauvreté globalement.

NEC Board

When the CSEF started the coalition COSYDEP (*Coalition des Organisations en Synergie pour la Défense de l'Éducation Publique*, NEC in Senegal) was already in place. The NEC began in 2007 when seven organisations started debating the necessity of regenerating and re-creating a national coalition of educational actors, and then held a round of conversations

among different actors to gather desire and willingness to do so. Legally constituted in 2008, the coalition was promoted and had a preferential relationship with ANCEFA and the GCE as there was another coalition (CEPT, Coalition pour l'Éducation pour Tous)⁴ which was viewed by ANCEFA and other interviewed former members as not legitimate and having accountability problems.

When considering the initial motivation to build the coalition, some actors perceive Action Aid (in partnership with Education International, the federation of unions) as a key stakeholder:

*Action Aid a été un élément fondateur qui avait créé ce débat mais [...] Il fallait qu'on ait notre autonomie. Ils nous ont rendu compte du Parktonian, des résultats, nous avons analysé ces résultats, nous les avons contextualisé dans le cadre du Sénégal. Et à partir de cela, nous avons continué à travailler jusqu'à avoir ce que nous avons aujourd'hui. Il fallait juste que ça commence quelque part. **NEC Secretariat***

Additionally, interviewees point to the fact that there was a favourable context for building the coalition as civil society had been, during the last decade, increasingly involved in the developmental fieldwork:

*Le contexte favorable c'était que la société civile était impliquée dans les stratégies du développement économique et social mais [aussi] qu'il y'avait beaucoup d'organisations de la société civile aujourd'hui ou du moins à ce temps qui étaient là disponibles pour travailler. Maintenant donc c'est comme ça que c'est né. Les gens à travers l'atelier de Saly [held in 2008] ont pu donner des recommandations et des orientations et ensuite mettre en place des dispositifs de conduite des activités relatives. **NEC Board***

In this context, COSYDEP was born with the mission to constitute a “strategic framework for reflection, dialogue, synergy, research and action to significantly influence the definition and implementation of education policies to promote the right to quality public education that is free and accessible to all”⁵.

2.2.2 Partnership Alliance

When the CSEF was put in place the coalition was very young, and, apart from the first mentors (Action Aid, Aide et Action, ANCEFA) did not have other donors. In contrast, when the evaluation was undertaken in 2012, new donors were supporting the coalition (OSIWA (Open Society - West Africa) approached it during the first CSEF term; also, later on, Save the Children, Enda Graf, UNICEF, Hewlett). Thus, CSEF is seen as contributing to build new alliances mainly by fostering the coalition's own institutional strengthening (until the CSEF Program, COSYDEP's bureau was mainly “inside its coordinator's car”).

⁴ This organisation still exists.

⁵ See COSYDEP's webpage to read its vision and mission

http://cosydep.org/index.php?option=com_content&task=view&id=37&Itemid=59 [last accessed 15th August 2012].

In the beginning, the original members and driving forces behind the national coalition were the following ten organisations⁶:

- International NGO: Action Aid International
- National NGOs: Action Aid Sénégal, FAWE (Women NGO), CONGAD (*Conseil des ONG d'Appui au Développement*; Local NGO Consortium)
- National Teachers Labor Unions: UDEN, SUDES, SELS, SAES, UES, SNEEL

Comparing the first organisations involved in the COSYDEP constitution and the current configuration of NEC's governmental bodies, the National Coordinator (initially representing a Labor Union) and four other representative's original members are still taking part in either the National Bureau or the Secretariat. The National Coordinator was chosen among the core group of people that initially participated in the foundation of the coalition, and his motivation and personal commitment to the "cause" is seen by different interviewees as an important asset when explaining COSYDEP results:

Avant d'en arriver à là, il y'avait d'autres personnes qui voulaient coordonner la coalition croyant qu'il y avait de l'argent, qu'ils allaient avoir un salaire, mais quand ils se sont rendus compte qu'il n'avait pas de salaire, seul Cheikh Mbow était là-bas.

Regional CSEF

When the fieldwork was done, the coalition had 125 organization members, principally Labor Unions (all the Senegalese Labor Unions belong to it), parents, journalists and NGOs. During the first semester of 2010 the coalition put in place 13 regional boards⁷ which basically replicate the National organizational structure (each board is configured by a pre-established proportion of NGO, Labour Unions, Parents associations and Journalists). In relation to the regional focal points, an ANCEFA's representative said that Senegal and Burkina Faso are among the salient francophone countries participating in the CSEF that can document and monitor this regional decentralisation. This is to say that COSYDEP's regional decentralisation is view by NEC members and other interviewees as an important achievement of the assessed period.

In terms of representation, interviewees perceive the NEC as broad and representative of Senegal's main educational players. However, some people also express the need to strengthen the partnership with literacy organizations, community based organizations or university actors. Still, some interviewed members express the need to increase NGO participation within the coalition to balance the labour unions weight as a bigger challenge: in these cases, informants believe labour unions have more power within the coalition.

*Une de nos faiblesses c'est de n'avoir pas encore suffisamment investi sur la mobilisation des organisations non gouvernementales, il y a une prédominance des organisations syndicales [...] en termes de présence dans la coalition de manière structurée, organique, on a très peu d'ONG et c'est une de nos priorités, travailler à ce que les ONG adhèrent autant que les organisations d'enseignants syndicales et les organisations communautaires ou de journalistes. **NEC Member***

Another person, a labour union member, endorses this latter view and explains the current situation by highlighting the fact that labour union representatives have more time to invest

⁶ The representative's names can be consulted in GRACOS (2010) *Statut de l'Enseignant. Recrutement et gestion des enseignants: Description, analyse et recommandations. Revue documentaire*, published in July by COSYDEP.

⁷ All the Senegalese Regions but Dakar.

in the coalition as they can rely on permanent people who are solely dedicated to syndicalist tasks:

C'est vraie, la présence des ONG doit être équilibrée on sent qu'il y a plus de syndicats que d'ONG. Par exemple quand vous venez à la COSYDEP, les syndicats sont là, les ONG sont là, mais les syndicats sont plus nombreux et puis impliqués que les ONG. Nous comprenons que c'est parce que les ONG sont déjà dans un travail, ils ont des programmes, des projets qu'ils gèrent. C'est différent des syndicats qui n'ont que la revendication des enseignants à gérer et la plupart de ces syndicats ils ont des permanents et qui sont parfois libres et qui peuvent jouer un rôle dans COSYDEP. [...] C'est pourquoi c'est très facile d'avoir quelqu'un qui vient d'un syndicat et qui est disponible que quelqu'un qui vient d'une ONG. NEC Secretariat

Despite this challenge, according to interviewees the NEC had helped deconstruct existing prejudices between NGOs and labour unions. Additionally, overall the coalition is perceived as a mechanism for building more constructive and less strained relationships among members (notably between labour unions and parents; or labour unions and NGOs). Equally important, the coalition is playing a mediation role when it comes to social conflicts and labour relations: most of the interviewees cite COSYDEP's role in reaching an agreement between government and labour unions after a five-month strike:

La COSYDEP est entrain de jouer un grand rôle. Par exemple, le Sénégal a failli verser dans une année blanche, la COSYDEP a participé à ces négociations pour que les syndicats acceptent les conditions de l'Etat. Donc, la COSYDEP a joué un rôle entre l'Etat, les syndicats, [...] il a fait la synergie pour que ces deux parties se retrouvent et qu'ils parlent le même langage pour qu'on puisse sauver l'année scolaire. Policy-maker

Moreover, a union representative explained that the coalition could help to better articulate a unified strategy for the highly atomized labour unions, of which there are approximately 50 in Senegal.

In terms of governance, there are several mechanisms taking place which to build a democratic organizational culture. Thus, questions such as the sharing and dissemination of the projects and activities undertaken are being handled by using coalition's webpage, the Bulletin, or by mailings to the regional coordinators and regional member organizations. Also, the regular meetings held between the Board and Secretariat can be considered as a mechanism for increasing participation and accountability. However, interviewees express that there are still major challenges regarding this issue. For example, the Assembly did not elect some members of the national board. Only one General Assembly has been held since the NEC was put in place (in 2008, while General Assemblies at regional level were held in 2010), and there are still communication problems between members detected at national and regional level. In part, this is due to the very fast and important membership increase over a four-year period and also to the need to focus on starting work and creating regionally based organizations. On this point, 2012 is the year of the renewal of all governance bodies (regional, national), and the General Assembly expected on the 2nd-3rd of November 2012 would be a key moment for the coalition's consolidation in terms of revising and backing up organizational functioning:

L'Assemblée Générale prochaine on va évoquer cette question parce que les trois ans qu'on a traversé, il fallait montrer que nous sommes là, ce que nous faisons, donner

des résultats [...] Maintenant, cette légitimité acquise, il lui faut confirmer et pour confirmer c'est pas avec le même dispositif qu'il faut aller. Le dispositif doit être revue. NEC Member

To conclude this section, it is worth highlighting that the value added of the coalition is found in the need to have an articulated voice of civil society's representatives at a national and regional level. To this extent, the NEC can be a space to influence public policies by building common discourses and agendas. Moreover, the NEC is currently perceived as an independent actor, not subjugated to any of its members:

Maintenant quand je vous parle de l'évolution, aujourd'hui je peux dire qu'au début en 2007, il n'y avait pas une organisation indépendante neutre, parce qu'aujourd'hui quand je dis neutre, c'est différent des syndicats (les syndicats ils ont souvent des plans avec les gouvernements). Mais nous, la COSYDEP, nous sommes neutres c'est-à-dire que nous surveillons le gouvernement, nous surveillons les syndicats avant ça il n'y en n'avait pas. Et il n'y avait pas non plus une organisation neutre à laquelle les syndicats faisaient confiance. NEC Secretariat

2.2.3 Management capacity and leadership

As a member of the National Secretariat exposes below, the coalition was born to support the EFA's commitments by focusing on advocacy activities grounded on research. Later on, another strategy was added as they start supporting pedagogical innovations to exemplify different ways to comprehend and manage education:

Maintenant la stratégie c'était organiser un plaidoyer, trouver les autorités, faire un lobbying, faire de tel sorte que nos décisions, nos comportements et nos actes puissent influencer les décisions. Par exemple : sur la gratuité de l'éducation, nous nous avons fait un plaidoyer parce que nous avons fait une marche, nous avons fait des débats dans les radios, nous avons écrit pour que le Ministre accepte de sortir une circulaire pour dire maintenant à l'élémentaire que l'inscription est gratuite, on donne 0 francs, on ne doit plus exclure un enfant parce qu'il n'a pas l'argent. [...] Aussi une autre stratégie c'était la recherche/action, c'est-à-dire que si la COSYDEP veut dire au gouvernement que votre éducation n'est pas de qualité, avant de dire ça au gouvernement nous avons d'abord fait une recherche. C'est pourquoi il y a des recherches ici sur la qualité de l'éducation, sur l'amélioration des rendements scolaires. [...] Avec le temps ça évolue parce que maintenant il y a beaucoup des programmes d'autres thématiques où la stratégie c'est sur le terrain : tu prends un modèle tu l'expérimentes, quand c'est fini tu le prends, tu le donnes à l'Etat. Donc nos stratégies ce sont, le plaidoyer, la recherche action et le plaidoyer par l'exemple. NEC Secretariat

The COSYDEP strategic plan (*Plan quinquenal 2008-2012*)⁸ discussed during a two days workshop in Mbour/Saly in April 2008, establishes the coalition's high-priority activities and issues. The plan can be accessed in the workshop report, which also compiles the agreements and resolutions as regards as the foundation of COSYDEP grounds. The plan envisages seven axes:

1. "Ownership and dissemination of COSYDEP principles and grounds
2. Education Funding
3. HIV / AIDS
4. Enrollment of girls

⁸ COSYDEP (2008) *Atelier National de Validation, 18 et 19 Avril 2008, Mbour/Saly, COSYDEP*

5. Free school
6. Recruitment of teachers
7. Revalorisation of the teacher fonction” (COSYDEP 2008: 31-32)

The plan is not expressed in very much detail and there are no monitoring or evaluation indicators, but the whole workshop report shows an important degree of concreteness regarding diagnosis, expectations and the role to be played by each actor (notably NGOs and labour unions). Most of these conventions can be accessed from the NEC’s website.

As it will be seen in the following sections, CSEF’s strategy is notably coherent with these stated actions and the obtained outcomes. A degree of satisfaction regarding COSYDEP’s priorities and accomplishments since the NEC started is generally found among the interviewees.

Q : Si tu penses qu’à la stratégie que vous avez défini au début et ce que vous êtes entrain de faire maintenant est-ce qu’il y a un décalage ?

*R : Il faut dire que ça a beaucoup amélioré. Pour dire vrai, c’est une coalition vraiment que moi j’aime bien personnellement quand je regarde ça avec une certaine distance. Parce que c’est une coalition ouverte, ouverte dans la mesure où elle est constructive, c’est-à-dire plus qu’on avance on n’est pas fermés à l’auto-construction, au changement, à l’amélioration, au réglage parce qu’on savait qu’on était une jeune coalition, nous savions où est ce que nous voulons aller et donc il nous fallait être ouverts. Vous savez au début on s’appelait comité des ONG aujourd’hui on s’appelle coalition des organisations. Au début, il n’y avait pas les parents d’élèves, il n’y avait pas les journalistes, aujourd’hui on a les parents d’élèves, on a les journalistes. Au début on travaillait simplement sur la relation ONG - syndicat, aujourd’hui on prend en compte tout cela. Au début on ne mettait pas trop en avant la dimension recherche mais aujourd’hui on ne fait pas de plaidoyer sans entrer par une recherche. Oui au début on n’avait pas d’antenne dans les régions, aujourd’hui nous avons des antennes dans toutes les régions. Au début on n’avait pas de siège, on trainait, c’était une organisation qui nous recevait aujourd’hui, demain dès fois c’est ma voiture qui servait de salle de réunion ou de magasin du matériel. **NEC Secretariat***

3 Processes

The processes used by the coalition determine not only the organisation's performance capacity, but also whether or not it will achieve its goals. This evaluation considers that a process within the organization is underpinned by either explicit or implicit rules. To understand the performance of processes during the CSEF implementation, different categories have been identified. Primary processes (namely capacity building, advocacy, training and research) are CSEF core activities in the field that have been underpinned by an array of secondary processes such as financial management, human resources management, gender equity, communication and monitoring and evaluation. Both the primary and the support processes, enacted in order to contribute to the expected outputs and outcomes, are discussed below.

3.1 Primary processes

3.1.1 Capacity-building

The base-line capacity assessment done by an external consultant after CSEF's inception,⁹ which included a survey of the members, staff and the National Board (Conseil d'Administration), detected several capacity areas to be strengthened. In terms of skill areas of employees and representative members that needed to be strengthened, some of them were the following: analysis of the budgetary education policy, planning and project management, management of documentation and information, fundraising, monitoring and evaluation. In these areas, even though there have been steps forward (notably in fundraising, project and financial management) since the beginning of the CSEF, more generally, capacity building is still considered a major challenge within the coalition.

On the other hand, as regards organizational capacity building, the challenges detected by the base-line capacity assessment are still relevant (the importance of not being co-opted by government, sensitivity to concurrency processes between COSYDEP and other members), but other challenges were identified by interviewees, mainly dealing with the fact that COSYDEP has increased in complexity at two main levels: regional decentralisation, and membership. To this, for instance, one external actor wondered to what extent all actors have an equal participation within the structure, and to what degree all members share the same philosophy and strategy:

*Est ce que les entités qui composent la COSYDEP ont le même degré d'engagement ? Moi je me rends compte qu'il y a des gens, leurs noms sont là bas « rek », mais ils ne partagent pas la philosophie ou, je ne sais pas, ils ne sont pas engagés, on ne les sent pas. **Policy-maker***

COSYDEP interviewees frame the current coalition situation within the need to strengthen the processes and bodies underpinning its governance. First, even though having a very committed and dynamic National Coordinator has been a strong asset to the coalition's affirmation, empowering members to equal the Executive Secretariat's muscle is seen as key:

*Qu'est ce qu'elle devrait faire différemment? Peut être c'est d'abord l'organisation interne, c'est une plus grande responsabilisation des acteurs... C'est-à-dire, le secrétariat executive concentre beaucoup d'activités. **NEC Member***

This same actor alerted us to the danger of having the National Coordinator behind each NEC's initiative, which could weaken the coalition by de-responsabilizing the members. Moreover, the informant proposes foster collaborative team working and members' dinamisation through organising themselves around different themes capable of gathering the actors beyond the public events:

Si je suis le coordonnateur par exemple et je trouve ma personne derrière toute chose, en le faisant à outrance nous pourrions arriver à ce qui les autres ne se sentiront pas responsables [...] Ce que nous devrions également d'avantage mieux faire c'est imaginer ce je peux appeler des rencontres thématiques. Il y a les instances, il y a la gouvernance, il y a le secrétariat exécutif... mais autour faire en sorte de créer des opportunités de rencontre des acteurs, pour que les acteurs

⁹ GRACOS (2010) *Statut de l'Enseignant. Recrutement et gestion des enseignants: Description, analyse et recommandations. Revue documentaire*, published in July by COSYDEP

*puisent se retrouver. [...] Créer des moments de partage, des moments de concertation à l'intérieur pour faire venir d'avantage, rapprocher le centre de management des acteurs de terrain. Je souhaite que l'animation de vie associative soit effective au sein de la coalition, qu'elle ne soit plus subordonnée à l'organisation d'événements ou d'activités quelconques. **NEC Member***

Another capacity-related need that can also be linked to membership strengthening is related to the representation structure, in that there is a need to increase the plurality of voices. The capacity to make members aware of lessons learned and knowledge is also mentioned. The next interviewee explains these issues in the following extract:

*On en a besoin dans la maison parce que la COSYDEP s'agrandit. On en a besoin en termes de capitalisation. On en a besoin sur des thématiques liées à l'animation : il y a des techniques d'animations de structures. Il faut que les gens comprennent, tout ce que je disais là en termes de gouvernance, je disais il faut que le système de représentation ait un sens. Si on faisait renforcement de capacités autour de ça chacun va savoir pourquoi je suis là, je représente qui ici et qu'est-ce que je dois. Il y a cette interaction qui est là qui est nécessaire et qui fait qu'on en a besoin. Moi personnellement j'en ai besoin. **NEC Secretariat***

Besides these points, during the interviews and fieldwork other ideas have been pointed out, such as formalizing the collection of membership fees or the renovation of the National Board.

Second, as has been stated before, the capacity building process has to deal with two inherent characteristics of the coalition. That is, firstly, the existence of a decentralised network (the regional focal points). Secondly, the rotation within national and regional boards (after their beginning at the end of 2009 and their installation in 2010, during the second semester of 2012 all the regional boards will be re-elected) implies that the coalition's capacity needs should be constantly revised. Furthermore, regional focal points are different because realities and people participating in them differ. In relation to this, a NEC member reflects upon the possibility of decreasing the number of regional offices that are politically and administratively dependent (now 14) by twining them and creating "supra" bodies responding to Senegalese territories that are similar:

R : La légitimité de la COSYDEP est là, certes, mais sa légitimité doit être parachevée par une identité effective au niveau régional : qu'on ait des répondants significatifs dans les régions même s'il faut jumeler des régions il faut le faire [...]

Q : Qu'est ce voulez vous dire avec jumeler ?

*R : Par exemple tu peux avoir une antenne dite régionale mais qui couvre plusieurs régions [...] Si nous suivons les découpages administratifs des régimes politiques (eux le plus souvent c'est sur des bases politiques qu'ils font ce découpages) on s'en sortira jamais. On a quatorze régions, avant c'était sept. Alors demain s'ils en sont à seize on va pas créer [deux autres], il y a des régions qui ont les mêmes réalités sociologiques, les mêmes réalités culturelles, les mêmes réalités économiques. On doit pouvoir faire en sorte de ne pas suivre forcément le découpage administratif officiel. **NEC Member***

In sum, the coalition consolidation needs resources and support streaming to both increasing the number of staff members and their current capacities:

Maintenant, le dommage c'est que comme la COSYDEP grandit, les besoins sont plus importants alors que les fonds ne suivent pas. C'est ça le problème. NEC Secretariat

3.1.2 Advocacy

The strategic objectives of the coalition, but also the implementation of projects such as the one related to inclusive education (funded by Save the Children and a Spanish donor) are the guidelines for the coalition's advocacy activities. Apart from NEC's strategic plans, and the projects' definition, the coalition has not made explicit an advocacy agenda and plan, which could be related to a problem of lack of capacity and resources. This has not precluded achieving several results at a policy level through an array of different advocacy methods, including press releases, direct contact with different stakeholders (including at the level of the Ministry of Education), media relationships, or relationship with the Parliament Education Commission and the Senate.

Even though the interviews illustrate the idea that in a short period of time the coalition has been able to position itself as a key actor at the level of national education (That the National Coordinator has direct access to the Minister of Education was repeated several times), some interviewees stress the need for the coalition to better substantiate its proposals. In turn, this is also connected to the fact that there are fundamental and sensible issues (such as the boundaries of private-public education delivery services) that have not been thoroughly discussed among the coalition members.

Ils sont forts en communication, ça c'est vrai, ils font ameuter la presse comme ça là... mais dans le fond quelques fois il y a beaucoup de lacunes. Policy-maker

3.1.3 Research

Generally, the coalition approach to research is not systematised and it does not exist a research plan. Nevertheless, to support NEC's activities and strategies research has been undertaken by external actors or NEC's members. The methods for gathering information have included the analysis of secondary data and policy documents, surveys and workshops. However, the methodology used is not consistently explained in each of the produced documents. Nor are the authors always clarified. Moreover, it is sometimes difficult to verify or understand, for instance, the methodology of some of the studies. As an example, some reports explain that an action-research or participatory approach was used to conduct a study without actually explaining what they entail (such as in the so called "participatory review on human resources' recruitment and management"¹⁰).

Interviewees explain that access to national data is not difficult if the government collects the data. The next quote explains the procedures of research and gathering data, highlighting the fact that they put the research projects out for tender but also that, at the same time, they rely on NEC's network and membership participation when it comes to access or generation of data. Furthermore, the NEC adopts the philosophy of sharing all the research they do.

Pour ce qui est de l'accès à l'information, ce n'est pas difficile, quand l'information est disponible, même au niveau du ministère on va nous la donner parce que nous avons de bons rapports avec le ministère. Quand il s'agit maintenant d'aller sur le terrain, de faire une collecte d'informations parfois ça pose problème (...) La démarche c'est la suivante : on lance un appel d'offres, on sort les termes de

¹⁰ GRACOS (2010) *Statut de l'Enseignant. Recrutement et gestion des enseignants: Description, analyse et recommandations. Revue documentaire*, published in July by COSYDEP

*référence, on sort le profil de personnel... Au cabinet qui gagne on lui dit voilà ce que nous voulons que vous fassiez : une recherche sur l'éducation mais par rapport à la vision, et la mission de la COSYDEP, et dans ton travail tu seras aidé par le personnel de la COSYDEP. Parce qu'on a des membres que ce soit ici comme ailleurs [régions]. Et eux ils travaillent dans la collecte des informations. Quand les informations sont rassemblées, si c'est au niveau de ministère, le cabinet peut nous dire "moi j'ai des problèmes", et nous nous intervenons pour aider le cabinet parce que on connaît là-bas quelqu'un qui donne au cabinet les informations. Si c'est dans un groupe ONG il est déjà membre ou partenaire, il suffit qu'on appelle pour qu'on lui donne les informations. Quand toutes les informations sont réunies, le cabinet vient au bureau il travaille et il nous donne notre document. On analyse et ensuite, toujours nos recherches on ne les garde jamais: à chaque fois qu'une recherche est prête, on appelle tous les acteurs et l'Etat en premier et on les partage avec eux pour qu'ils puissent aussi utiliser ça pour améliorer l'éducation au Sénégal. **NEC Secretariat***

What some of the research and work within the coalition expose are the problems or inconsistencies of national data when it comes to descriptions of reality. As an example, the coalition's members dispute national data on Gross Enrolment Rate. Experts claim that there are important percentages of children who are not legally inscribed and consequently are not taken account of by the indicator. That means, in coalition terms, that national numbers need to be checked against local differences and education experiences.

Overall, the research undertaken by the coalition has contributed to the coalition's empowerment and its advocacy actions. However, as has been mentioned before when dealing with advocacy processes, some of the interviewees state the importance of increasing COSYDEP expertise and legitimacy in this area.

3.1.4 Training initiatives

Thanks to the CSEF, executive members at the national level and regional representatives have participated in trainings (they are listed in section 4). In the case of regional trainings, the enrolment was open for Regional Coordinators belonging to the coalition, and they took place in Dakar. For some of the trainings external experts were hired. In some other cases, experts belonging to the coalition facilitated the courses.

Overall, the NEC Secretariat ultimately decided the topics. And, despite the fact that there is no explicit capacity building strategy, the training materials are consistent with the needs expressed in the 2010's coalition diagnosis. Also, at regional level seminars directed to elected people and other educational stakeholders took place. However, not all of this information or other information related to the trainings undertaken so far, is consistently reported or capitalised.

3.2 Financial Management

Despite the fact that in the table below the triangulation of incomes per year and donor shows inconsistencies, overall the extent to which the coalition has been able to mobilize resources during the considered period is noticeable. Moreover, the dependence on the CSEF appears to decrease with time. However, considering the total amount of funds mobilized during 2008-2011, CSEF represented approximately the 41% of resources, which gives an idea of the importance of the fund for the coalition. From the table is it also possible to infer that membership fees have not increased proportionally with the important increase of new coalition members during the period 2008 to 2011.

Table 2 COSYDEP's donors and incomes during the period 2008-2011

DONORS	YEAR			
	2008*	2009**	2010***	2011****
Action Aid	\$11.242,56		\$936,88	\$374,75
Aide et Action	\$3.747,52		\$1.405,32	\$4.778,09
ANCEFA	\$9.368,80		\$8.900,36	\$5.621,28
OSIWA			\$24.716,10	\$57.483,44
Save the Children			\$59.351,35	\$134.699,73
Enda Graf				\$936,88
UNICEF				\$19.528,33
Oxfam		\$8.431,92		
CSEF		\$29.848,30	\$139.735,96	\$75.950,22
Membership fees		\$80,00	\$120,00	\$240,00
TOTAL	\$24.358,88	\$38.360,22	\$235.165,97	\$299.612,72
% of CSEF over the TOTAL	0,00%	77,81%	59,42%	25,35%

* From GRACOS 2010

** From CSEF End of Project Report and "Rapport financier Annuel COSYDEP 2009.xls"

*** From CSEF End of Project Report and "Rapport financier Annuel 2010.xls"

**** From CSEF End of Project Report and "Rapport financier COSYDEP 2011.xls"

The Total grant from CSEF as it appears in Oxfam audit (not definitive) is 227.400\$, but in the End of Project Report (made by COSYDEP) the amount is 197.518,45\$.

Source: Created by the author using COSYDEP's data

The activities mentioned in this report, unless explicitly stated, are the ones attributed to CSEF by the coalition and its proposals. According to the final coalition's report, globally the most important items financed by the CSEF have been, grosso modo and in decreasing order: institutional support (premises and executive secretariat, regional articulation, almost \$100.000); advocacy and campaigning (being the Global Action Weeks the most consuming activity, \$40.000; networking (mostly by participating in the Global World Forum, \$17.000); fundraising (mainly the study to put in place the CSENF, \$17.000); communication (resources mainly going to the EPT Bulletin \$12.000); research and publications (\$14.000); and capacity building and training and workshops (\$11.000). It is worth mentioning that, in the reporting, "capacity building" and "training and workshops", despite being different items, encompass the same activities.

Regarding human resources, as the table below shows, the CSEF provides the core of COSYDEP's hiring (National Coordinator, Accountant and Financial Assistant and since 2010, a person to support administrative tasks and errands). The evolution has been as follows:

Year	Hired people	Resources
2009	2	CSEF
2010	3	CSEF
2011	4	3 by CSEF, 1 by Save the Children

Apart the numbers above, there are other people momentary engaged with the coalition, such as the Webmaster.

From a financial management point of view, all the interviewees at the coalition consider that the financial systems put in place related to the CSEF are adequate. However, some point out the need for an evaluation of the financial procedures among the different African NECs. Particularly, the coalition's accountant expresses the need to use a better-adapted software to make financial relationship with Oxfam even easier (Africa's Financial Management Agency). Some interviewees highlight the importance of being able to access to funding that can be used to support institutional and structural items, as is the case of the CSEF. The negative sides are mostly related to the fact that the disbursements are considered to have taken too long to be effective.

Internally, the NEC has worked with an "Administrative, Financial and Accounting Procedure Manual" since 2010. According to staff and members of the national coalition, the document is helpful specifying internal processes and the accountability relationship among the different actors. Concerning other financial accountability mechanisms, the NEC reports its banking statements and monitors the budget monthly, the National Coordinator makes unannounced cash inspections, or there are tenders where a selection committee decides the lowest proposal. Oxfam monitors all these activities every month:

R: Ensuite on fait les reportings mensuels où on donne tous nos relevés bancaires. Donc chaque mois on fait des états de rapprochement bancaire, où on réconcilie nos soldes de grand livre par rapport à notre solde bancaire, ensuite on fait des contrôles inopinés de caisses, des PV de caisses à la fin de chaque mois. Par exemple à un moment donné le coordinateur peut entrer ici pour voir la caisse qu'est ce qu'il y a dedans ; ensuite on fait un rapport. On fait des tableaux de suivi budgétaire pour voir si nous ne sommes pas entrain de faire le dépassement. Ensuite, lorsque nous voulons acheter quelque chose on fait un appel d'offre, où le comité de sélection est là pour sélectionner l'offre la moins disant.

Q : Ces données là pour l'appel d'offre et les autres rapports que vous faisiez vous le montrer à qui ?

R : On les donne à Oxfam à la fin de chaque mois.

Q : Vous avez l'impression qu'ils suivent sur ce que vous faites ?

*R : Si, si. Ils nous surveillent. **NEC Secretariat***

3.3 Human Resources Management

Organically, COSYDEP is composed of a General Assembly, a National Board (Conseil d'Administration), an Executive Secretariat (Secrétariat Exécutif, Staff) and the Regional Boards (which depend, in turn, on regional assemblies). The "Administrative, Financial and Accounting Procedure Manual" provides a description of their decision taking flows and responsibilities. In addition to this, posts like the National Coordinator or the Head of Administration and Finance are described in the same document.

Thanks to the CSEF project, the National Coordinator and the Head of Administration and Finance have strengthened their capacities and obtained new competencies (mainly through courses on project management and through expert support for accounting and financial management, respectively). However, there remains the need to continue fostering the internal competences and capacities of the coalition. Thus, issues such as financial management, documentation, communication, advocacy planning, or gender approaches to organisational and education processes are identified as crucial.

On the other hand, during a period in which some members of the National Board were also participating in the Executive, this situation was dealt with internally in order to clarify everyone's roles:

*R : [...] On a un document important qui est une décision du CA qui nous a dit, "il faut que tous les membres opte soit à être dans l'organe politique ou il reste dans l'exécutif". Quand tu es dans l'organe politique tu ne pourras pas être payé, quand tu es dans l'organe exécutif là tu peux avoir des contrats. Et on a fait une réunion sanctionnée par un PV (procès verbal) où chacun a opté : certains ont opté de rester dans l'exécutif d'autres ont muté dans l'organe politique. **NEC Secretariat***

While the relationship between ANCEFA and COSYDEP is perceived as fruitful, some of the interviewees highlighted it could be deepened by strengthening their joint strategies. This idea is mentioned also in relation to the importance of strengthening the interrelationships between national coalitions in the region. At the NEC's internal level, the ambience between COSYDEP's Board and Staff is generally seen as cooperative and supportive.

3.4 Gender equity

In terms of parity and women's promotion within the coalition, the table below shows that most of its national and regional representatives are men. Also, 87,5% of the regional coordinators, or the maximum responsible post within national organs, are men:

Table 3 Male/Female representation within the coalition government bodies¹¹

Region / National	Installation in General Assembly	Total people Board	Men	Women	Responsible
National Board (Conseil d'administration)	-	9	5	4	Man
National Staff	-	4	3	1	Man
Dakar	This region has not got a regional organ				
Diourbel	04-mar-10	9	7	2	Man
Fatick	19-feb-10	9	7	2	Man
Kaffrine	17-feb-10	8	5	3	Man
Kaolack	18-feb-10	8	7	1	Man
Kédougou	22-jan-10	11	8	3	Man
Kolda	21-jan-10	10	10	0	Man
Louga	19-feb-10	9	6	3	Woman
Matam	16-feb-10	9	6	3	Man
Saint-Louis	18-feb-10	9	6	3	Man
Sédhiou	20-jan-10	10	6	4	Man
Tambacounda	21-jan-10	11	6	5	Woman
Thiès	23-feb-10	8	5	3	Man
Ziguinchor	19-jan10	9	8	1	Man

¹¹ As the fieldwork is undertaken during a period of assemblies' renewal, this data may have changed during 2012. In fact, during the fieldwork regional boards in Diourbel, Fatick and Louga were changed.

Total numbers	133	95	38
Percentages	100,00%	71,43%	28,57%

Source: Author from COSYDEP's data

COSYDEP's statutes and regulations do not include any provision regarding gender parity or approaches to achieving this. However, during the fieldwork it was observed that parity has arisen among the criteria to bear in mind by the members in choosing board representatives.

On est lent, on va petit à petit vers une prise en compte réelle forte des femmes dans le dispositif. Nous avons des femmes très actives mais c'est la culture de la société sénégalaise. NEC Board

Also in the fieldwork, while participating in a regional assembly it was observed how the coalition experiences the problems and barriers which women's public engagement is confronted with¹². However, there seems not to exist reflective processes within the organisation to deepen upon these issues in order to understand and promote women's participation, such as what each person's personal barriers are, what time meetings are held, who is in charge of the family when activities and meetings are realised, and so forth. Furthermore, it may be that women need capacity building reinforcement:

Je pense que le plus gros potentiel effectivement c'est leur engagement, cette mobilisation, mais quoiqu'on dise il y a une faille importante: elles ont fortement besoin que ce renforcement de capacité soit également boosté. NEC Member

In terms of policy making and advocacy, the CSEF has supported a booklet on best practices to keep girls in the schooling system. This is related to COSYDEP's strategic goal to promote girls' access to and completion of studies.

3.5 Monitoring & Evaluation

Internally, the monitoring and evaluation systems are based, for the most part, on the periodical meetings between the National and the Executive boards and the accountability processes established during the assemblies (i.e., narrative and financial reports). In relation to the CSEF, monitoring has been principally exercised through the means of intermediate assessment reports and, from a financial point of view, through reporting to the Financial Management Agency. Regionally, the boards have sent mid-CSEF reports to the National Executive board.

In terms of follow-up meetings, there is the stated need to increase the number of assemblies to be held at national and regional level. The coalition also envisages increasing the frequency of National and Executive meetings from every three months to every month. Despite these mechanisms, there is the necessity to put in place an array of M&E mechanisms, notably qualitative and quantitative indicators' systems of assessment and capitalisation, to improve those currently in place. Interviewees consider this is indeed an area to be strengthened, primarily at the organisational or the national level, as there are

¹² While being grateful for the support of the rest of the regional board, a woman regional coordinator explained how she struggled to be able to keep her position because her husband could not understand the point of her doing it. The team was upset by what happened subsequently. She left her post and a man was chosen to replace her during the assembly.

specific M&E plans already implemented at a project level. This kind of envisaged evaluation should appraise the extent to which NEC strategy and interventions are being coherent:

*Chaque projet est accompagné de son plan de suivi /évaluation. Mais on doit avoir un plan de suivi/évaluation au niveau national qui est systématisé... ça existe mais, il doit être systématisé comme on le fait dans les programmes. Le suivi d'évaluation doit être renforcé, ça vraiment on a besoin de ça. (...) Pour faire ça, on a besoin d'abord d'une formation en suivi/évaluation. Ensuite on a besoin de coordonner tous les programmes qui existent parce que aussi il y a toujours cette mission fondamentale de la COSYDEP qu'on doit jamais laisser. Quelque soit les programmes qui viennent, les premières missions doivent être restées. On doit faire un lien entre ces trajets, cette stratégie d'intervention et les nouvelles stratégies pour que les suivi /évaluation puisse être exhaustif. **NEC Secretariat***

On that point, the National Coordinator explains they are already working with different tools to help them progress in this direction. They have contacted coalition members and experts to have access to different M&E tools that they want to adapt and discuss during the next General Assembly due in November 2012

R : Je crois sur la question des outils de suivi que l'on peut encore faire des efforts mais aujourd'hui nous avons élaboré plusieurs outils qui devront être validés à l'Assemblée Générale. C'est plus d'une centaine d'outils [...] Je crois même que Global Campaign ou ANCEFA devrait pouvoir les exploiter. [...] Je crois que de ce point là on a fait un travail extraordinaire.

Q : Avec qui vous avez fait ce travail ?

*R : On a cherché des gens d'expérience qui nous ont accompagné dans ça. Ça c'est une expérience de plusieurs... et ça c'est pour moi, le sens des coalitions: Si on a pu avoir tous ces outils c'est qu'on s'est inspiré du fonctionnement de chaque organisation [qui est membre de la coalition]. **NEC Secretariat***

However, these steps also need to be accompanied by human and economic resources, in order to facilitate national meetings and interregional communications or software to support financial management. Particularly emphasized by interviewees is the necessity for the main office to be more connected to the regional points. For that, having staff or members to liaise between Dakar (National) office and the regional offices and vehicles to get to the places seem key:

*Maintenant la difficulté que nous avons en termes de suivi/évaluation (S/E) et ça il faut le souligner, nous pensons que le S/E pour une coalition qui a pris une option d'assise nationale, ce serait une meilleure présence sur le terrain. [...] Ça veut dire qu'on ait un véhicule qui peut aller à Tambacounda, Kédougou, Ziguinchor là où il y a la population, les communautés... pour qu'on puisse avoir régulièrement des moments pour aller là-bas accompagner les antennes régionales qui ne sont animées que par des militants bénévoles mais qui n'ont pas souvent le professionnalisme requis [...] Il faut qu'il ait une option pour le CSEF en termes de dotation de moyens de transport. Ils disent que c'est banni, que c'est une ligne qui n'est pas éligible, mais il faut qu'ils reviennent sur ça. Il faut qu'on voit le terrain et qu'on ose revenir sur des décisions. [...] Le contexte du Sénégal l'exige, c'est un moyen, ce n'est pas un luxe que d'avoir un véhicule ou 2 véhicules pour qu'ils fassent le terrain, exige qu'on est des chargés de S/E qui ne restent jamais à Dakar, qui trainent entre les régions. **NEC Secretariat***

3.6 Communication

Concerning communication processes, several devices have been put in place:

- The CSEF has contributed to the development of coalition website (www.cosydep.org) where information on COSYDEP's publications and activities is periodically published.
- As soon as the CSEF was implemented a COSYDEP brochure was developed.
- Since 2010, the COSYDEP has published calendars showing some of its messages and activities.
- During 2010 an EFA Bulletin (*Bulletin EPT*) was published and animated by the Journalists' Network. The newsletter is published in paper format, distributed via email, and downloadable on the website of the coalition. (when the fieldwork was undertaken only the ones published in December 2009, March 2010, May 2010, and November 2010 were accessible through the website).
- The NEC regularly disseminates press releases and invite press members to its events. Since the CSEF has been put in place, the press releases have covered an array of different issues: showing that there are "hidden" tuition costs for students which prevent a truly free education; exposing the differences between indicators (Gross Enrolment Ratio, Gross Admission Rate, % of education budget) presented by the state and the ones used by other stakeholders (experts, consultants, technical and financial partners, NGOs, etc.); the level of performance achieved against 2015 targets; and the inconsistencies, contradictions and gray areas concerning the traceability of school funds, to name a few. Journalists attend and report on the NEC's events. There is also a weekly radio program (called "En classe") on RFM (the most-listened-to radio) that periodically discusses COSYDEP's activities.

Despite the view that the participation of journalists in the coalition is crucial, partnership with them has also sensitive aspects, such as their need to publish information the sooner the better:

Il y a des journalistes qui sont membres, et ils reçoivent l'information au même temps que tout le monde. C'est eux qui nous aident maintenant à mobiliser la grande masse des journalistes. La difficulté que j'ai avec ce que les journalistes ont toujours la prétention [...] d'être le premier journal à avoir donné une nouvelle. (...) [De fois vulgariser une étude trop tôt] quand nous dans la planification ce n'était pas le moment de le faire, il y a le risque de tout bouleverser. NEC Secretariat

Besides the tools mentioned above, the fieldwork emphasizes (through the interviews and observation of Regional Assemblies) the need to revise and improve internal communication processes in order to improve access to and debate on the coalition's activities and strategies. Overall, there is also a need to explicitly lay out NEC's communication strategy, which should also be discussed during the next General Assembly:

Q : Avez-vous un plan de communication ?

R : De manière formelle non mais de manière dissoute dans les projets comme je te disais dans les plans de suivi/capitalisation... Chaque fois que nous avons un programme il y a volet communication qui apparait mais je pense qu'il faut avoir à côté des projets, du plan stratégique, un plan de communication et ça fait partie des outputs de l'Assemblée Générale. NEC Secretariat

3.7 Regional Coordination

Although the relationship between ANCEFA and COSYDEP is correct, and ANCEFA is considered to have played an important role supporting the current coalition, interviewees from the NEC express they could strengthen their partnership especially when they are in the same country. This could be done, for instance, by considering working more strongly at strategic level. Also from the national perspective people claim the need to better articulate and learn from other coalitions.

In the context of the CSEF organization, the interviewees found the differentiation of roles between the Finance Agency, the CSEF secretariat and the funding committee very clear.

Q : Dans le cadre de l'organisation du fonds est-ce que c'est clair pour toi la différenciation des rôles entre, le funding board, ANCEFA et Oxfam ?

R : Oui c'est clair, ce qui le rend clair c'est dans l'exécution, Oxfam nous interpelle sur des questions qui l'intéressent, très régulièrement on sait leur sujet qui les intéresse c'est les questions financières, Solange quand elle nous interpelle, elle ne nous interpelle jamais sur des domaines liés par Oxfam. Donc dans l'exécution, on avait une bonne photographie des rôles. NEC Secretariat

However, the National Coordinator identifies heaviness on the CSEF structure that could be related to different actors' lack of motivation.

Q : Et à ton avis, qu'est-ce qui donne de la lourdeur à la structure [du CSEF]?

R : Moi je pense que c'est toute la structure, il faut réfléchir sur les outils qu'ils utilisent, les instruments, [...]. Réfléchir sur les hommes, les animateurs pour qu'ils soient des gens sérieux qui aiment, qui travaillent... qu'ils aient le même sentiment que ceux qui sont sur le terrain qui ne disent pas qu'ils n'ont qu'à attendre. Parce qu'ils ne vivent pas les conséquences, c'est nous qui sommes sur le terrain, c'est nous qui avons parlé à tel acteur, à telle personnalité, à telle autorité pour lui dire à telle période nous ferons ceci [...]. La lourdeur c'est liée à ceux qui animent. Il faut qu'il y ait une bonne réflexion autour des différents intermédiaires : quand vous prenez l'exemple du Fonds de la société civile, il y a GCE, ANCEFA, Oxfam, il y a tous ces acteurs qui sont là, chacun ayant un rôle important, ce serait important qu'on puisse travailler un peu sur les relations qui doivent exister entre eux. NEC Secretariat

4 Results

Hier j'ai dit en réunion que le fond de la campagne mondiale était capital, parce que justement c'est le fond qui appuyait l'institution de la COSYDEP, les autres fonds n'appuient pas la COSYDEP, les autres fonds c'est pour exécuter seulement des programmes. Alors le fonds de la coalition permet à la COSYDEP de s'organiser en tant qu'organisation, structurellement et institutionnellement. [Le CSEF] a renforcé la capacité des membres de COSYDEP et ce qui fait que ces gens puissent être capables de pouvoir trouver des interlocuteurs pour discuter sur leur politique et produire des documents pour leur compte. NEC Board

This section tackles the strategy of change underpinning COSYDEP's use of the CSEF and also highlights the main results obtained during its implementation. It is worth saying that the NEC has undertaken other projects during this period; however, they are not explained in this section unless explicitly stated by the text. The focus on a programme and not on the whole NEC's activity makes even more difficult to attribute substantive impacts to the project itself. Nevertheless, considering the relative importance of CSEF funds in the scope

of COSYDEP's overall budget, the fact that some of the expected outcomes stated in the CSEF project's definition have been actually obtained, or interviewees' insights, help bring to light the influence of CSEF's completion.

4.1 Theory of Change

Stemming from the logical framework formulation, the long-term goal of the CSEF Program is, in line with EFA agenda, to contribute to the effectiveness of a free, high-quality public education system, particularly for the benefit of poor, vulnerable and marginalized populations. To attain this long-term goal, it can be said that the intervention aims to achieve the following intermediate goals:

1. Increase knowledge of education stakeholders of the challenges and problems of the Senegalese education system by doing research on subjects such as funding and management of the education system or transparency of recruitment and management of teachers.
2. Strengthen the NEC at an institutional level by increasing its membership, consolidating its staff and by decentralising and giving more autonomy to regional branches.
3. Establish formal connections to educative decision and policy makers in order to influence public policy.
4. Attract nationally coordinated funds to bring sustainability and efficiency to the NEC.
5. Sensitise Senegalese public opinion to subjects related to the promotion of EFA objectives and the specific challenges Senegal faces.

These goals are not directly connected to the specific objectives set up when the CSEF project was designed (called mid-term goals in the following table). However, they are stated here as they seem to better reflect the type of processes that the coalition has prioritised during the period.

A range of assumptions, or intermediate causal relations within the ToC, can be identified when analysing COSYDEP's CSEF project. They are the following:

1. The research undertaken will identify the constraints blocking the access of vulnerable groups to quality public education and propose sustainable alternatives.
2. Increasing the knowledge and accountability of stakeholders will result in better education.
3. Girls' attendance in school is key to fostering gender equity.
4. Evidence-based advocacy combined with bilateral relationships with policy makers is a strategic way of conducting advocacy campaigns for EFA.
5. Dialogue with government representatives will increase their commitment to a EFA policy.
6. Training of Executive Secretariat and Regional coordinators in subjects such as communication and advocacy, office software, budget monitoring and fundraising will result in a strengthening of the coalition capacity.
7. Having an articulated, unique voice representing civil society will lead to change more efficiently than having diverse voices.
8. A professionalised civil society is better equipped to bring change (especially free, quality public education, particularly for the benefit of poor, vulnerable and marginalized populations) than other social actors, such as social movements.

9. Raising awareness leads to multiple actions and influences political and institutional changes.

The following table shows the rationale of the CSEF-designed intervention in Senegal. It is worth highlighting that strategy in relation to coalition building and dinamisation were only partly explicit in year 2. On the other hand, in contrast with the other two objectives, objective 3, which is related to keeping girls in schools, has not evolved during the two years of intervention. This could imply, for instance, the existence of a very clear strategy since the beginning or a lesser prioritisation of the objective.

Overall, in terms of mid-term goals stated below it could be said that the expected outcomes have generally been obtained, especially those related to the elimination of discriminatory practices relating to teacher recruitment. However, the table also helps to make visible the different levels of concreteness of the project (the edition of a booklet, versus the capacity building among journalists and COSYDEP members, for instance). At the same time, the mid-term goals seem not to fit adequately with the priorities and relative weights within the budget (where most of the resources are allocated to institutional support and advocacy and campaigning), mainly in terms of NEC's internal expected impacts.

Table 4 CSEF Senegal Theory of Change

2009-2011 CSEF programme scope in Senegal– causal attribution Framework (ToC)				GCE / CSEF contribution PROCESS to long term impact	
PROBLEM ¹³	STRATEGIES	ASSUMPTIONS	MID-Term GOAL	ASSUMPTIONS	LONG-term GOAL
<p>The state’s inability to take sole charge of the development of the educational system, low internal efficiency and low completion rates.</p> <p>Lack of consensus between stakeholders on the actual figures on the performance of the system (access, retention, completion, external performance, etc.).</p> <p>Increasing the privatisation process of the educational system (through specific or discretionary fees).</p>	<p>1.a. Foster national dialogue on privatisation policies’ impact on the educative system. (Year 1) Reformulated in Year 2 to:</p> <p>1.a. Strengthen national civil society capacities to ensure an effective budget tracking at all levels. (Year 2)</p> <p>1.b. Campaign in favour of the effectiveness of free public education, with special emphasis on the suppression of school fees. (Year 1) Reformulated in Year 2 to:</p> <p>1.b. Campaign to mobilise state actors, non-state actors and donors to put in place NCSEF (Year 2)</p> <p>1.c. Organisation of events to foster a rights based approach to EFA. Reformulated in Year 2 to:</p> <p>1.c. Consolidate Regional focal points by capacity building and</p>	<p>Civil society articulation and strengthening can foster free, quality public education, particularly for the benefit of poor, vulnerable and marginalized populations</p> <p>Dialogue with government representatives will increase their commitment to a policy of free access to effective public education.</p> <p>Raising awareness leads to multiple actions and influences political and institutional changes.</p>	<p>O1. By 2012, the member organizations of COSYDEP, journalists specialised in the field of education as well as parliamentarians, master most of the literature and concepts related to the education budget, and its cycle traceability so as to conduct advocacy and better control citizen.</p>	<p>Professionalised civil society is better equipped to bring change (free, quality public education particularly for the benefit of poor, vulnerable and marginalized populations) than other social actors, such as social movements.</p> <p>Civil society articulation and strengthening can foster free, quality public education particularly for the benefit of poor, vulnerable and marginalized populations</p>	<p>COSYDEP contributes to the effectiveness of free, quality public education particularly for the benefit of poor, vulnerable and marginalized populations.</p>

¹³ As identified by the coalition in 2009 CSEF proposal.

	support. (Year 2)				
<p>Cyclical strikes by teachers' labour unions (when they are already doing fewer hours than the international average (600 hours instead of 900))</p> <p>Problems related to the implementation of decentralised education competences</p>	<p>2.a. Study on the impact of teachers recruitment policy on the quality of education. (Year 1)</p> <p>Reformulated in Year 2 to:</p> <p>2.a. National dialogue on the subject of teachers with the participation of state and social partners. (Year 2)</p> <p>2.b. Campaign for the convention 111 ratification and application.</p> <p>Reformulated in Year 2 to:</p> <p>2.b. Organisation of campaigns to be held on day events to promote qualified teachers. (Year 2)</p> <p>2.c. Organisation of events to foster a rights based approach to EFA (Year 1).</p> <p>Reformulated in Year 2 to:</p> <p>2.c. Consolidate Regional focal points by capacity building and support. (Year 2)</p>	<p>Increasing the knowledge of stakeholders will result in better education.</p> <p>The research undertaken will identify the constraints blocking the access of vulnerable groups to quality public education and propose sustainable alternatives</p> <p>Dialogue with government representatives will increase their commitment to a policy of free access to effective public education.</p> <p>Raising awareness leads to multiple actions and influences political and institutional changes.</p> <p>CSEF Regional decentralisation is necessary to gain legitimacy and foster the envisaged change.</p>	<p>O2. By 2012, the Senegalese government will end the quota and all other safe recruitment practices. Teachers' management will be transparent and based on competence and merit.</p>	<p>Evidence based advocacy combined with bilateral relationships with policy makers is a strategic way of conducting advocacy campaigns for EFA.</p> <p>Having a single voice representing civil society will lead to change more efficiently than having different ones.</p>	<p>COSYDEP contributes to the effectiveness of a free quality public education particularly for the benefit of poor, vulnerable and marginalized populations.</p>
<p>The weight of poverty and cultural beliefs as a factor for blocking access,</p>	<p>3.a. Decentralised campaigning on the importance of keeping girls in schools (Year 1+2)</p>	<p>Increasing the knowledge of stakeholders will result in better education.</p>	<p>O3. By 2012, COSYDEP will document and disseminate best practices for keeping</p>	<p>Girls attendance in school is key to fostering gender equity.</p>	<p>COSYDEP contributes to the effectiveness of free quality public education particularly for the</p>

<p>keeping children and young people out of the formal school system</p> <p>Lack of consensus between stakeholders on the actual figures on the performance of the system (access, retention, completion, external performance, etc.).</p> <p>Problems related to the implementation of decentralised education competences</p>	<p>3.b. Review problems and challenges of keeping girls in school. (Year 2)</p> <p>3.c. Organisation of events to foster a rights based approach to EFA (Year 1+2)</p>	<p>The research undertaken will identify the constraints blocking the access of vulnerable groups to quality public education and propose sustainable alternatives</p> <p>Civil society articulation and strengthening can foster free quality public education particularly for the benefit of poor, vulnerable and marginalized populations.</p> <p>CSEF Regional decentralisation is necessary in order to gain legitimacy and foster the envisaged change.</p>	<p>girls in school.</p>		<p>benefit of poor, vulnerable and marginalized populations.</p>
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In terms of how the coalition conceptually frames its intervention considering the background of the education-related issues in the country, next table synthesises COSYDEP's main points highlighted in a 2009 diagnosis, when the project was designed, as well as which are the solutions to problems. These latter have been inferred from COSYDEP definition strategy as stated in CSEF's formulations.

Table 5 Education problems (as identified by the coalition in 2009) and NEC responses

Identified problems related to the education system	COSYDEP's nodal points for any positive developments of the system
<p>In 2009, and despite the efforts and improvements linked to the implementation of the PDEF (Programme Décennal de l'Éducation et de la Formation) the Senegalese education system:</p> <ul style="list-style-type: none"> • Excludes 14.5% of children of school age (gross enrolment rate of 85,5%); • Excludes 59% of illiterate adolescents and adults (68% women); • Almost half of the students, or 4 out of 10 children, do not finish elementary school, 49.3% do not pass to the secondary level and 10% to 41% have no access to higher education. <p>Thus, and despite a fairly high budget allocation as a percentage of the State budget (27%), the State has problems taking sole charge of the development of education, which also has low internal efficiency, with low completion rates. There is also constant bickering between stakeholders on the actual figures on the performance of the system (access, retention, completion, external performance, etc.)</p>	<p>Adoption of a "right approach" to quality, free and public education.</p> <p>A gender approach seems to have worked in the field of access. It has, in fact, caught girls up to boys' gross enrolment rate. The main battle on this issue is now is completion of school and maintenance.</p> <p>Deepening the quality of education based on a better management of the school community and resource processing results in a decentralized and participatory monitoring process</p>
<p>Organically, the education sector is broken down into five components¹⁴. In this new institutional configuration, there is not always coherent framework for regular consultation.</p>	
<p>The budget allocation has increased over the years, but the resources reaching schools are low.</p>	<p>Concerted efforts are needed to mobilize resources for achieving EFA. Importance of the role that civil society can play.</p> <p>Monitoring the effectiveness of a participatory budget based on improved traceability, adequate access to information</p>

¹⁴ After the national elections held in 2012, and ministerial reduction which followed, there are two main ministries related to the education sector: the Ministry of National Education and the Ministry of Higher Education and Research.

	for citizens and capacity. Independent analysis and evaluation at the community and social organisations level.
The funding depends in part on multilateral and bilateral cooperation, particularly in the areas of informal education, but also in other crucial areas. Factors seen as determining the quality of education include the introduction of national languages at school with the support of the World Bank and curriculum of basic education depending on the the support of CIDA.	
Problems related to the decentralisation process	Monitoring of decentralised competences through the regional branches of the coalition.
The weight of poverty and cultural beliefs as a factor for blocking access, keeping children and young people out of the formal school system	
Increasing the privatisation process of education through specific or discretionary fees.	Elimination of disparities between economic or social groups: rich / poor, urban / rural, at all levels of education Development of new forms of cooperation and partnership for the entry of the private and informal educational sectors. Strategic repositioning of community based and social organisations through the harmonization and coordination of interventions and synergy of existing frameworks as an approach both intra-and inter-sectorial.
Cyclical strikes by teachers labour unions (when they are already doing fewer hours than the international average (600 hours instead of 900)	Implementation of a teachers management and recruitment system to facilitate access without compromising quality

Source: Author, with inputs from COSYDEP's 2009 proposal and other NEC documents

4.2 Main outputs

4.2.1 Knowledge management & Learning

People attached to the coalition consider they have lived a learning process:

Donc j'ai été transformé parce qu'aujourd'hui, je suis plus outillé, je comprends mieux le système et je comprends aussi les problèmes auxquels sont confrontés les enseignants. Par exemple ma première année, je l'ai passé dans un abri provisoire. Un abri provisoire ce n'est pas une salle de classe, c'est les salles construites avec des palissades ou un peu avec de l'herbe [...]. Moi je me disais qu'en tant que enseignant de brousse, peut être c'était normal que je sers dans une classe pareille. Mais quand je sors du système, je comprends que c'est un problème et ce n'est pas normal. Alors que si les 40% alloués au budget de l'éducation sont gérés de façon démocratique cet abri pourrait être remplacé par une salle de classe. Pour cela c'est parce que j'ai eu

une formation à la COSYDEP qui m'a permis d'avoir une autre idée, d'avoir une autre lecture de l'éducation. NEC Secretariat

The absorption of knowledge within the coalition is mainly done through research, seminars and events where experts and policy makers are invited, as well as by day by day practice. In addition, there are channels through which to share this knowledge such as the web, the Bulletin or the press releases. But in order to ensure organizational learning apart from individual learning, it can be argued that processes related to application of lessons learnt, very much related to evaluation and monitoring mechanisms, could be strengthened.

4.2.2 Research

During the CSEF, the coalition has undertaken several initiatives in an attempt to support and document its policy-oriented strategies:

- **Review of teachers' recruitment and management¹⁵**. Starting in December 2009 and finally published in June 2010, the document is a documentary review of how the recruitment and management of teachers is done in the country. Among other issues, the text examines the evolution throughout time of teacher recruitment systems. It also analyses the training that teachers currently receive, distribution of teachers (regions, rural-urban zones, schools, professional qualification and wages) and structures and administrative frameworks for managing human resources. Before the conclusion, there is a section in which it is shown how teachers are perceived by different collectives, and how this perception has evolved with time. This leads to the concrete policy recommendations. Despite these, the document does not explain the methodology used to its elaboration in the first CSEF term report (p.7), even though it is explained that COSYDEP's members comprised the team that undertook the report. Even though it is understood to be mainly a revision of policy documents, the explanation of how the perceptions of each collective were gathered could be strengthened.
- **Report on the preliminary study of the coalition¹⁶**. Written by an external consultancy and published in July 2010, the document examines the beginnings of the coalition, how the CSEF influenced it, how members assess the coalition and lessons learnt during the study.
- **Report on the funding of the Senegalese education system¹⁷**. Published in December 2010, this study relies on national statistical data and other data gathered in 32 schools. It aims to research the realities of education funding in order to make national civil society capable of ensuring effective budgetary control at all scales. Thus, it helps readers understand how many resources are available and how are they managed at a school level, showing the challenges and problems faced by the schools, especially in rural areas. The document does explain the methodology used for its elaboration. Although its authors are not explicit, COSYDEP's Head of Administration and Finance identified the external consultancy that was in charge of its elaboration after the project was put out to tender.

¹⁵ The publication as result of this research is called: COSYDEP (2010a) *"Statut de l'Enseignant. Recrutement et gestion des enseignants: Description, analyse et recommandations. Revue documentaire"*, 44 pages, published in June by COSYDEP

¹⁶ The publication as result of this research is called: GRACOS (2010b) *"Rapport d'étude préliminaire. COSYDEP Sénégal"*, 58 pages, published in July by COSYDEP

¹⁷ The publication as result of this research is called: COSYDEP (2010b) *Le financement de l'éducation au Sénégal: Réalités du terrain"*, 36 pages

- **Booklet on good practices in keeping girls in schools¹⁸**. The first part of the booklet highlights good practices and the second is devoted to the identification and presentation of some organizations involved in this area. The coordination of the publication was undertaken by a group of nine people (eight of them women) belonging to the COSYDEP. It was edited in August 2010.
- **Report of the stakeholders' consultation concerning the establishment of a Civil Society National Education Fund (CSNEF)¹⁹**. Formulated by an external consultancy and published in March 2011, it explores ways for civil society to obtain funding. Later on (September 2011) a workshop was held to discuss the issue.

In terms of access to information, although not all these documents are available on the coalition webpage, other information regarding NEC strategies, evaluation reports or other reports can be linked to from the site.

4.2.3 Training initiatives

Thanks to the CSEF, two main documented training programs have been set up:

- **Training workshop in communication and advocacy**. Two training workshops were held from December 21 to 23, 2009 and from January 11 to 12 2010 in the premises of the COSYDEP. Each was 20 hours. An external individual designed and facilitated the workshop. 20 coalition members attended, and although a broad report on the training exists, it does not contain data regarding the name of the attendants or the group configuration in terms of gender.
- **Training workshop on office automation (Word, Excel, Power Point) and Internet**. These were held from December 29 to 31, 2009 and from January 14 to 15, 2010 in the premises of the COSYDEP. Each was 20 hours. An external individual designed and facilitated the workshop. 14 people, members of the Executive Committee, attended (3 women, 11 men). Following a tender, there were three trainers. As in the case of the other training, there exists a training report, although the number of hours of the training is lacking.

Another training (but less documented) was set up on:

- **Training in budget monitoring and fundraising**. This took place on the 6th and 7th of April 2010. The 13 regional coordinators and National representatives participated in a seminar where experts explained their approaches and experiences in relation to the issues. Also, in an attempt to contribute to the capacity strengthening of national actors to ensure adequate monitoring of the budget, two national workshops took place for parliamentarians and journalists.

The national coordinator insured that the trainings responded to COSYDEP's needs. The training on communication and advocacy addresses some of the gaps in capacity expressed by COSYDEP's members in the preliminary study of the coalition. However, the coalition does not have an explicit capacity building strategy.

- In addition, when the CSEF started, the national coordinator was trained on project management and in English. Also, an external consultant supported the coalition's accountant on financial, tax and legal issues.

¹⁸ The publication as result of this research is called: COSYDEP (2010c) *"Livret de Capitalisation. Bonnes Pratiques sur le Maintien des Filles dans es Espaces Scolaires"*, 22 pages

¹⁹ The publication as result of this research is called: Feedback Qualité (2011) *"Consultation des parties prenantes pour la mise en place d'un Fonds National de la Société Civile pour l'Éducation au Sénégal"*, 56 pages

- From the 5th to 17th of March 2010, three COSYDEP members, the Director of Elementary Education (Ministry of Education), ANCEFA representatives and Malian undertook a study visit to India. The Hewlett Foundation funded the activity.

In terms of training processes, it is worth highlighting the differences in terms of documentation and reporting of the courses identified as belonging to the CSEF Program. Thus, first two trainings listed above have finalisation and descriptive reports, while the information regarding the others is scattered and less systematised.

4.2.4 Campaigns

Annually, since 2008, in collaboration with other organisations, the coalition has organised the Global Action Week. This takes place on a national and a regional level, where since 2010 some regional focal points have organised Global Action Week related activities. Also, in the context of the first Goal Global Campaign, teachers, students and parents, gathered around a giant football and marched to request that no child is excluded from Senegalese school and to claim access to free and quality education. The international player Salif Diao and the wrestler Yekini were engaged in the campaign. Former President Abdoulaye Wade also joined the campaign.

The coalition has also supported the celebration of World Days or National Days of awareness organised by its members, such as the International Day of Teachers (October 5th, 2009) or the World Day of the Fight Against AIDS (December 1st, 2009), International Women's Day (8th March 2010). The NEC also participated in the World Social Forum held in Dakar in 2011.

In addition, the coalition states in its reports that it has campaigned "for the effectiveness of a participatory budget monitoring - elimination of school fees". Also, at regional level, it has held the so-called "Coffee and Conversation" encounters, which aimed to share and discuss the research studies during the first year. However, even though these latter CSEF advocacy activities are consistent with its strategy, they have not been found to have been systematised under a plan or a specific evaluation report.

4.2.5 Budget tracking and monitoring of education plans

The coalition has been in contact with different governmental institutions. In particular, it is worth highlighting its relationship with the DPRE (Direction de la Planification et de la Réforme de l'Éducation Ministère de l'Enseignement Élémentaire du Moyen-Secondaire et des Langues Nationales), with members of the Education Commission of the National Parliament during last legislature and the Education Commission of the Senate.

*Il y a de très bon rapport entre la COSYDEP et le parlement qui est par excellence le lieu privilégié des plaidoyers. Le parlement d'ailleurs prend beaucoup en considération les questions soulevées par la COSYDEP. **Policy-maker***

In relation to the Senate, in July 2010 COSYDEP and the Education Commission of the Senegalese Senate (Commission de l'Éducation, de la Jeunesse, des Sports et des Loisirs du Sénat du Sénégal) formally signed a mutual recognition convention. The objective is to establish a context in which both institutions are able to share their initiatives and experiences in relation to the education domain. Among the different stated objectives one can find the concept of an M&E mechanism. However, there is no work plan or time schedule regarding the set-up of the Convention.

On a réussi à signer des conventions, c'est historique, avec l'assemblée nationale, avec le Sénat à travers avec les commissions de l'éducation du parlement... NEC Member

Likewise, in August 2010, COSYDEP and the Ministry of Preschool, Elementary, Secondary Education and National Languages (Ministère de l'Enseignement Préalolaire, de l'Elémentaire, du Moyen Secondaire et des Langues Nationales, MEPMSLN) signed a collaboration agreement (in which ANCEFA is also a stakeholder). Although this agreement was signed in the framework of the project on inclusive education funded by Save the Children, it is considered to be indirectly attributable to the CSEF project as a result of COSYDEP's institutional strengthening.

More importantly, since mid 2010, the coalition has also established its relationship with the DPRE and begun participating in the *Conseil National du Plan Décennal de l'Education et de la Formation*, in which the coalition plays a consultative role. This, which implied having a voice in the PDEF last year's assessment, is considered as an innovation with regard to civil society incorporation into the debate on public education policies. However, apart from the fact that it is evidence of the coalition's legitimacy as an interlocutor, governmental interviews also attribute this result to the existence of a new institutional context, ideologically keen to engage with civil society organizations (CSOs). It is also evidence of the coalition's work acceptance. Some of the quotes highlighted in the "Context" section sample this view.

4.3 Key results

As the logical framework of the project has not been consistently followed in terms of evaluation indicators, the next dimensions are explored from intermediate assessment CSEF reports and fieldwork. In relation to key results, the interviewees that are members of the coalition emphasize the importance of the CSEF to provide institutional "corpus" the coalition. It helped, crucially, to its installation (human resources, premises) and to the regional articulation by the creation of COSYDEP's focal points. By this, the CSEF has also contributed to attracting new partners and donors.

Additionally, it is worth saying that there are outputs which were not provided during the implementation of CSEF, such as fiscal audits, as other outputs may have been unexpected and context dependent (such as the mediation role played by the coalition during a 5 months strike during the 2011-2012 course). The next sections deal with different specific result dimensions in more detail.

4.3.1 Capacity building

In relation to coalition building and membership development, during the CSEF period the membership has notably increased. Also, the decentralised regional structure has started to function. Related to this, interviewees highlight the consolidation and internal cohesion as major challenges in the near future, mostly faced with proposals to enhance communication and collaborative dynamics among members.

*La COSYDEP elle compte aujourd'hui plus d'une centaine d'organisations, aujourd'hui les gens y croient. Au début c'était timide, les gens n'y croyez pas, les gens ne pensaient pas que cette synergie est possible, mais aujourd'hui elle englobe beaucoup d'organisations, elle s'est développée, elle à murie en expérience et en action aussi et elle s'est élargie. **NEC Secretariat***

In terms of capacity building, the National Secretariat and regional coordinators have benefited from training programs such as those in communication and advocacy, or budget monitoring and fundraising. Additionally, the National Coordinator and the Head of administration and Finance have also received training or external expert support.

4.3.2 Advocacy

All the interviews show the increasing empowerment of the coalition *vis a vis* government bodies. At the same time, issues like inclusive education or school governance have taken on more importance within the coalition agenda as new funding opportunities have emerged.

4.3.3 Learning & Innovation

The capitalisation of processes of learning and innovation has been done through mechanisms like the Bulletin. Moreover, some of the trainings, particularly the workshop in communication and advocacy, have been well reported and capitalised. Interviewees who are members of the coalition believe they have learned throughout the program.

However, with respect to trainings, there remain important challenges which must be addressed in order to provide stronger results in the future. Among other issues, there is the need to continue to foster internal capacity building, as well as reflective debates to build up collective discourse. Furthermore, as stated earlier, processes like training, diagnosis and the research undertaken by the coalition during the period could be more consistently documented and shared:

Le système de représentation devrait permettre d'avoir ce qu'on appelle les restitutions. Chaque fois que tu veux agir, tu peux intervenir, tu peux faire la formation, tu as des représentants et c'est à eux de démultiplier la formation dans leurs zones. Ceux qui viennent au nom des syndicats puissent organiser des rencontres avec les syndicats, des ONG etc. C'est ça qui nous permet que ceux qui viennent de Tambacounda, une région intérieure puissent démultiplier la formation au niveau de Tambacounda... [au niveau régional et par familles d'acteurs]. NEC Secretariat

4.4 Recognition

Bearing in mind the youth of the coalition when the CSEF began, the NEC's recognition has increased throughout the considered period. This is demonstrated by several results. First, press reports and fieldwork attest that COSYDEP is visible in the medias. Second, as it has been showed previously, the coalition has started participating in consultation processes related to education governmental bodies, such as the third PDEF assessment²⁰.

Depuis 2 ans maintenant COSYDEP fait une communication à la revue du PDEF, c'est un excellent résultat. Pour tous les partenaires il n'y a qu'une seule personne qui parle, cette année c'était Pape Omar Sow, USAID. Nous maintenant on fait une communication de 15 mn, même temps que les partenaires techniques et financiers à la réunion nationale. Donc ça pour nous c'est un résultat excellent que nous avons pu obtenu. NEC Secretariat

However, formal linkage between the coalition and multilateral mechanisms such as Poverty Reduction Strategy Papers (PRSP) is still yet to come. Some of the interviewed actors

²⁰ However, the coalition is not explicitly named in the Preliminary Assessment Report of PDEF's Phase 3 that has been consulted.

consider indeed that Senegal should strengthen national civil society education-related actors to the discussion of the PRSPs.

[...] Nous sommes au DSRP 2 ou 3, le dernier DSRP pour faire l'analyse du volet éducation, ils sont venus chez nous, c'est nous qu'ils ont enquêtés. [...] Eux ils reconnaissent que nous sommes une référence en matière d'éducation. Maintenant je considère que l'attention que le DSRP accorde à l'éducation c'est encore très peu.
NEC Secretariat

Likewise, the relationship with Local Education Group still needs to be strengthened. This applies not only to COSYDEP, but also to the GCE as their interrelationship is circumscribed by the bilateral linkages between donors. The latter is significant considering that new windows of opportunity could open in the near future, as the Education Donors Council is envisaging incorporating civil society actors as consultative stakeholders.

4.5 Substantive impact

Partly due to COSYDEP's research and documentation activities (notably derived from the review on teachers' recruitment processes and management), and its advocacy activities, CSEF is considered by interviewees to have improved public policy. For instance, there have been changes regarding the way teachers are recruited. Thus, last Ministry of Education suppressed the discretionary recruitment practices gathered under the procedures known as the "quota sécuritaire". In parallel, higher standards of recruitment have been set up, and the duration of teacher training has been reviewed, along with the elimination of a project to foster voluntary (non-professional) teachers.

Also, after an advocacy process as regards as the school fees, the Ministry finally announced a regulation regarding this issue:

Et le gouvernement est arrivé à un moment où il a sorti une circulaire pour dire que maintenant à l'élémentaire c'est 0 Francs, au moyen secondaire c'est entre 3.000 et 10.000. **NEC Secretariat**

Despite not being directly connected to the CSEF program, another achievement cited by almost all interviewees relates to the coalition's support of inclusive education as part of national education policy (which, in turn, has been mostly narrowed to handicapped access). In terms of a gender perspective, it is not clear to what extent the booklet on good practices in keeping girls in schools has had any substantive impact. This still seems to be an area for further work.

5 Conclusions

5.1 Summary of the main findings

La modification essentielle c'est que le fond est venu booster la dynamique du vivre ensemble, du travailler ensemble, du agir ensemble, réfléchir ensemble en mettant en place des moyens, des outils, des supports, qui fédèrent. **NEC Member**

- Even though the coalition is young, it has been quickly perceived as a mechanism for building more constructive and less strained relationships among members (notably between labor unions and parents or labor unions and NGOs). Its role as a mediator may have been reinforced in a context of social unrest and highly fragmented labor union sector.

- Despite some claims to strengthen NGO power within the coalition, the NEC has managed to balance forces. This could be explained by the fact that, even though the National Secretariat has a bigger number of syndicalist representatives actually working within the structure, the National Board has strong NGO leadership.
- Elections of national governance bodies and internal deliberative processes have been relegated to the need of the NEC to become operational and affirm its existence. The consolidation of the NEC and its future legitimacy depends on their members' capacity to make the coalition more participatory and democratic.
- Capacity building is still a major challenge within the coalition. Moreover, capacity processes need to take into account inherent characteristics of the coalition such as its regional decentralisation or the number of members making up the coalition. Also, building capacity requires reflecting upon the added value of a coalition for its members as well as improving internal communication processes to improve access and debate on the coalition's activities and strategies. This needs to ensure that NEC's empowerment is not perceived as in competition with the role already played by some of its members.
- In terms of capacity building, fostering research and advocacy positive relationship is key to gaining legitimacy as an actor able to participate in consultative and policy formulation processes. This could be strengthened by taking better advantage of the coalition's own members and also by developing partnerships with academia and university actors. To gain legitimacy, evidence-based advocacy needs also to be grounded in critical, independent and traceable knowledge.
- CSEF support to institutional and structural items seems to have been key to attracting new financial sources. Moreover, the specific character of this type of organisation entails that more efforts need to be made to boost coalition members' relationship and synergy.
- According to the evaluation, even if actions towards women's equality are anticipated, these do not exclude the fact that there is still work to be done in terms of female and male participation and gender related issues within the coalition. To this there is still capacity to be built.
- The evaluation finds some inconsistencies related to how information is processed and documented that may be due to a lack of an efficient systematisation of information mechanism or the human resources to do so, or both.
- Finding funds to support institutional and structural activities is difficult. Still, institutional building seems a critical dimension to foster in a coalition such as the considered. At the same time, the lack of unified goals within the coalition's members in terms of fundraising can be seen as problematic. This can be countered by establishing clear criteria and effective communication channels between the members. However, for the coalition to continue capacity building and networking in a sustainable manner, it is necessary that future access to funds be secured.
- At the regional level, the need to strengthen the regional network of national coalitions is highlighted. Additionally, the study shows the necessity of clarifying responsibilities and strategies between the regional body and the coalition. This need could be stronger in cases where the regional and national actors are in the same country.
- Some improvements could be made in future CSEF in terms of monitoring and evaluation reporting. For instance, the indicators stated in the definition process are not followed later on.

5.2 Discussion

In relation to the extent to which the CSEF has been used effectively or whether the initiative can be considered "successful", several elements emerge:

- Generally it can be said that the CSEF programme in the case of Senegal has been used effectively. The CSEF has been key to providing institutional strength, increased membership and capacity to follow up and be in touch with the main national debates. In terms of advocacy, the coalition has been especially successful in promoting the elimination of discretionary practices in relation to teacher recruitment.
- Global Action Weeks have given visibility to the coalition at a national level and have also been used to strengthen its regional focal points. However, the impact of the CSEF investment in the Civil Society National Education Fund (CSNEF) remains to be seen.
- Related to that, it is necessary to reflect on the capacity of the process to ensure NEC's sustainability in the future. In this respect GCE is key to following up and supporting COSYDEP consolidation.

*Nous n'avons pas le droit, même la communauté internationale, de créer cet espoir, de crédibiliser des structures comme ça, pour après faire fondre cet espoir 2 ou 3 ans plus tard. Qu'un jour dans un an que quelqu'un de Tambacounda veuille venir à COSYDEP, taper à la porte parce qu'il avait telle ou telle difficulté et qu'on lui dise cette histoire là c'était un conte, il était une fois... Je crois que c'est ça le défi, et ce défi c'est à nos partenaires qui y croient de le relever parce que nous ne pouvons pas être sur le terrain et être véritablement sur le fundraising, la recherche de fonds conséquente. **NEC Secretariat***

5.3 Recommendations and Lessons learned

- The national coalition needs to be identified neither with Labour Unions nor NGOs. It is a structure of different nature in which should be representative of a broader civil society's voice at national and local level.

*Nous venons de différents syndicats, mais ici on oublie l'appartenance syndicale : c'est ce qui est devant nous qui nous engage. **NEC Secretariat***

- Increasing membership should not be an end in and of itself unless it is based on a grounded comprehension of strategy and actors exhibit a willingness to participate within the structure. Increased membership does not necessarily lead to an increased coalition capacity. Despite this, the fact that NEC has prioritised the increase in membership instead of in inclusive governance mechanisms can might be related to the coalition's empowerment thus far. However, as NEC members fully recognise, the challenge of building up internal cohesion cannot wait longer.
- A very committed leadership (especially the National Coordinator, but also some National Board members or other COSYDEP members) can explain part of the success of the coalition. However, its consolidation needs to ensure the existence of more leadership nodes within the members working in an articulate way.
- Internal capacities related to monitoring and evaluation, communication, accountability, gender perspective or network dynamisation are considered key capacities to be developed.

*Il y a beaucoup de travail à faire sur le niveau genre. D'abord sur la représentativité au niveau de la COSYDEP. Il faut que le travail genre soit vraiment ancré à l'intérieur sur les postes de prise de décision, etc. Quand il faut parler genre à d'autre il faudrait d'abord le vivre, faudrait vivre le genre pour mieux en parler aux autres [...] Vivre son discours, ça c'est quelque chose assez importante. **International NGO***

- Consolidating the coalition’s decentralised structure is a big challenge. This may be confronted by diagnosing strengths and weaknesses of the current model and regional capacities already in place. The idea of going beyond the administrative regional divisions to broader territorial entities could be considered and discussed internally.
- In terms of planning, the NEC needs to strengthen its global monitoring and evaluation processes. This could be related to the necessity of developing and operationalizing its strategic plan.
- Knowledge management mechanisms, such as capitalisation processes or reflective evaluations, could be strengthened at national level. This applies also to sharing between other international coalitions.
- Research-based advocacy should be reinforced. For instance, by systematising research plans and approaches or establishing stronger partnerships with academic actors.
- Other strategic partnerships and alliances with key stakeholders should be enhanced. In this, it is important to seize the opportunity that the LEG in Senegal (Donors Education Commission) may bring in the near future.
- As education is a crosscutting sector, in order to foster vertical connections between organisations and bottom-up processes, community based organisations or other kind of organisations (such as professional, non-formal education) aligned with COSYDEP’s goals and strategies could be considered as NEC’s allies or members.
- There are needs resulting from the intrinsic characteristics of the coalition (members’ heterogeneity, decentralisation, number of actors, etc.) which are different from those of another kind of organizational structure. Consequently, the way donors strengthen and support this type of structures should be adapted.
- The CSEF programme in Senegal has evolved in a context of unrest and conflict between labour unions and the state that has highlighted the need for the coalition’s existence.

COSYDEP’s best practices

- The overall strategy cannot be detached from the necessities identified beyond the capital or urban settlements. To attain transformation, NEC includes decentralisation as key to local connection and building up legitimacy.
- People at the Executive Secretariat as well as the National Board are strongly committed and motivated towards the coalition and the changes it may bring. At the same, leadership is able to critically reflect on their practices, identify needs and look for proposals to overcome them.
- The coalition has been able to use specific crisis (5 months of teachers’ strike, social and political unrest) as leverage to influence key stakeholders.

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Statistical data websites

- ANSD, Agence Nationale de la Statistique et de la Démographie (Senegal): <http://www.ansd.sn/>
- UNESCO Institute for Statistics Data Centre: <http://stats.uis.unesco.org>
- The World Bank, Senegal web site and PRSP’s: <http://www.worldbank.org/en/country/senegal>

7 Appendices

7.1 Appendix 1: List of Interviewees

Organisation	Person	Gender
Direction de l'Enseignement Élémentaire	Abdou Diao	Man
Ass. Des femmes FAWÉ	Adama Mbengue	Woman
National Board / President / COSYDEP	Amacodou Diouf	Man
Public servant and Education sociologist	Babacar Mboup	Man
National Secretariat / Chargé thématique (syndicat)	Baye Diongue	Man
National Secretariat / National Coordinator/ COSYDEP (Coalition des Organisations en Synergie pour la Défense de l'Éducation Publique)	Cheikh Mbow	Man
National Secretariat / Chargé thématique (syndicat)	Coumba Loum	Woman
National Board / Member / Fédération des Parents d'élèves	Djim Cisse	Man
Education pour tous	Gorbal Sy	Man
Africa regional secretariat - ANCEFA	Gorgui Sow	Man
Education expert ACIDI (CIDA)	Ibrahima Diome	Man
Aide et Action	Kader Ndiaye	Man
Sécretariat Exécutif / COSYDEP	Mariama Seck	Woman
Labour Union (NEC member)	Marieme Sakho	Woman
CNRE Centre National de Ressources Educationnelles	Nafissatou Gassama	Woman
US Aid (as LEG Coordinator)	Papa Momar Sow	Man
Africa regional Funding Management Agency – Oxfam GB West Africa	Robert Badji and Aminata Diof	Man
Sud FM [he belongs to RESEF Réseau des Journalistes] (also in CA)	Salif Amadou Tall	Man
ActionAid Sénégal	Tiurbuce Manga	Man

Total 19 interviews (5 women / 14 men) to NEC actors.

7.2 Appendix 2: General Interview Outline

Questionnaire d'évaluation

1 CADRE INSTITUTIONNEL

1.1. Leadership et gouvernance

Stratégie et vision

- Y avait-il une coalition nationale avant que le FSCE a commencé à fonctionner dans votre pays?
- Quelle a été sa stratégie et vision?
- Quel était le rôle des membres de la COSYDEP dans la stratégie de développement, qui c'est qui avait l'initiative du processus? A t-il changé avec le FSCE?
- Comment le rôle et le leadership des membres de la COSYDEP évoluent en relation avec le développement de la stratégie au cours FSCE?
- Quels sont les objectifs stratégiques de votre projet FSCE?

Capacité de gestion et de leadership

- Quelles sont les priorités dans votre stratégie? (en d'autres termes, quel est votre programme principal?)
- Est-ce que la CNE les a compilés dans un document?
- Quelles sont les actions à mener afin de répondre à ces paramètres de priorité?
- Comment votre organisation faites la diffusion de l'accomplissement de vos priorités?
- Y a t-il une cohérence entre ce que vous avez dit, pensé, fait et de présenté en relation avec les priorités et les réalisations?

1.2. Partenariat & Alliances

Alliances

- Quels sont vos alliés en dehors des membres de la COSYDEP?
- Est-ce que le FSCE a contribué à la construction de nouvelles alliances? Comment?

Adhésion

- Qui étaient les membres originaux de la coalition nationale?
- Est-ce qu'il y a eu des changements dans la composition de la COSYDEP au cours de la FSCE?
- Quel est le champ d'application (territoriale, ethnique, religieuse, politique ou autre) de cette coalition? Dans quelle mesure elle inclue tous les groupes sociaux qui sont présents dans le pays?
- Y a t-il certains intervenants potentiels du domaine éducatif qui sont encore hors de la coalition en ce moment? En d'autres termes, est-ce qu'il y a des acteurs/organisations qui manquent ?
- Il y a t'il des perspectives par rapport à l'inclusion de ces acteurs ?
- Quel est l'avantage et la valeur ajoutée de la coalition?

Cohésion interne

- Comment définiriez-vous la relation entre les membres de la coalition?
- Est-ce que le FSCE a modifié les relations entre les membres? Si oui, de quelle manière?
- Pensez-vous que tous les membres ont la même voix au sein de la coalition?
- Quels les mécanismes sont là pour garantir la démocratie interne au sein de la coalition? Est-ce que le FSCE contribué à réfléchir sur cet aspect?

- Quelle est la relation des syndicats d'enseignants et des ONG dans le cadre de la coalition? A t-elle changé en quelque sorte avec le FSCE?

2 PROCESSUS

2.1. Processus primaires

Plaidoyer (**Articulation des exigences**)

- Avez-vous un programme de plaidoyer et d'un plan?
- Quel genre de méthodes de plaidoyer avez-vous utilisé? (Initiatives bilatérales, les négociations privées, les relations médias, parlementaire »conseils» ...)

Le renforcement des capacités de La COSYDEP

- Que feriez-vous différemment si vous pouviez recommencer avec le FSCE? (Pour les informateurs clés: Qu'est-ce la COSYDEP devrait faire différemment dans un avenir proche si de nouveaux fonds viennent du GEP)

Les initiatives de formation

- Étiez-ouvertes les initiatives de formation? Qui a décidé qui allait participer et en vertu de quels critères?
- Qui étaient en charge de l'organisation / la formation des cours (personnes ou des organisations au sein de la COSYDEP)?
- Comment étaient les sujets de la formation mis en place? (Ou pourquoi avez-vous choisi ces sujets?) (En ce qui concerne l'évaluation des besoins)
- Ces formations, font-elles partie d'une stratégie de formation / capacitation plus large? Est-il explicite (écrite) ?

Recherche (**enquêtes, gestion des données et diagnostic**)

- Comment avez-vous faite la recherche (l'analyse des données secondaires, des enquêtes, des interviews, des processus participatifs ...)?
- Comment le processus d'accès aux données nationales fonctionne? (Accès, ouverture, transparence de l'information)
- Comment la construction des connaissances a contribué au processus (relation entre les acteurs, les conflits; prise de pouvoir (empowerment) ...)?

2.2. Gestion financière

Ressources

- Quel a été l'évolution du budget depuis que le NEC existe? Et l'évolution des ressources humaines (le personnel)?
- Quelle a été la contribution du FSCE au budget / des ressources humaines? (si possible, en% du total)
- Quelles sont les résultats, les activités qu'ont été partiellement ou totalement financés par le FSCE?

Gestion financière

- Pensez-vous que les systèmes financiers mise en place sont adéquats? Pourquoi?
- Les temps passés sur les accords de financement et sur les décaissements, ont-ils été efficaces?
- Est-ce que l'on y trouve des inefficacités?
- Il y a t'il eu des problèmes de trésorerie (cash-flow)?
- Les ressources se correspondent aux résultats qui doivent être fournis?
- Contraintes et risques liés au type de financement

- Qu'en est-il des mesures correctives (par exemple sur les rapports insuffisants, la fraude?)
- Est-ce que vous avez eu l'impression que les budgets, les pertes et profits ont été bien communiqué et que les informations son partagées au sein des membres de la CME et les coalitions régionales?
- Le volume de financement, la fréquence et le décaissement, et la structure (concerne le type de fonds) propice pour le renforcement efficace des différents organes de l'organisation et la mise en œuvre des programmes?

Gestion des ressources humaines

- Est-ce que le personnel de votre organisation était correctement qualifié et avait les compétences nécessaires quand le FSCE a commencé dans le pays? Sa qualification / compétences, sont-elles améliorées avec le FSCE?
- Est-ce que le personnel donne des bons résultats? Est-ce que ça marche ?
- Y a t-il une équipe? Comment elle fonctionne au niveau de travaille d'équipe? Comment les commissions et les groupes de travail marchent?
- Comment décririez-vous la relation entre le personnel et conseil d'administration de la CME et du Secrétariat régional en relation avec la FSCE?
- Y a t-il des contraintes pour la stimulation et l'investissement dans le développement professionnel?

Sexe (Gender)

- Comment est la participation des femmes promue au sein de la COSYDEP?
- Est-ce que le FSCE a contribué à améliorer la «perspective genre» dans le travail de la coalition et de la stratégie?
- Avez-vous détecté un niveau plus élevé de participation des femmes grâce à FSCE?

Suivi & Evaluation

- Y a t-il des systèmes de S & E au lieu?
- Quelles sont les forces et les faiblesses de la S & E en place?
- Est-ce que votre budget comprend le temps du personnel et des ressources pour le suivi et l'évaluation de l'impact de votre travail?
- Quel soutien supplémentaire auriez-vous besoin pour renforcer votre S & E?

Communication (interne & externe)

- Qu'est-ce que vous faites normalement pour communiquer votre message (par exemple pour diffuser vos activités, influencer l'opinion publique, informer vos membres de buts de la campagne)
- Aviez-vous une stratégie de communication quand FSCE a commencé?
- Si non, a le FSCE contribué à en obtenir un?
- Si oui, le FSCE a contribué à l'améliorer?

Coordination régionale

- Comment décririez-vous votre relation avec l'organisation régionale (CLADE, ANCEFA ou ASPBAE)?
- Avez-vous reçu un soutien suffisant auprès des organismes régionaux pour la gestion des projets du FSCE? Quel type de soutien avez-vous reçu?
- Dans le cadre de l'organisation FSCE, était claire pour vous la différenciation des rôles entre l'agence financière, le secrétariat de FSCE et le comité de financement ?
- En termes de relation avec les organismes régionaux, quelles sont les choses que devraient être améliorés à l'avenir?

3 OUTPUTS/OUTCOMES (structure, intégrée dans la section précédente)

3.1. Théorie du changement

Quels changements ont été apportés à la suite de la mise en œuvre du projet FSCE et pourquoi ?

- Comment vous pensiez que le programme pourrait apporter pour donner ses effets?
- Quels sont les facteurs qui entravent / ce qui vous permet d'identifier dans le contexte qui ont contribué à que votre projet réalise ses objectifs?

3.2. Résultats (output) principaux

Initiatives de formation

- Combien d'initiatives de formation (et quand) avez-vous entrepris au cours de la période?
- Combien de participants (hommes / femmes) ont assisté aux formations?
- Qui était en charge de l'organisation / la formation des cours (personnes ou des organisations au sein de la NEC)?
- Quel genre de sujets ont été traités par les formations?
- Est-ce que ces formations font partie d'une stratégie de formation / capacitation plus large? Est-il explicite (écrite)?

Recherche (**enquêtes**, gestion des données et des diagnostics)

- Avez-vous élaboré des diagnoses pour appuyer vos stratégies?
- Évaluation des chercheurs par rapport à l'accès, l'ouverture, la transparence de l'information en ce qui concerne la documentation du NEC.

Campagnes

- Rien

Le suivi budgétaire et de suivi de l'Éducation du gouvernement

- Rien

La gestion des connaissances

- Prendre en compte les dimensions, (comment avez-vous renforcé chacun d'entre eux):
 - Absorption de la connaissance
 - Partage
 - Synthèse
 - Application

3.3. Résultats clés (Key results)

Le renforcement des capacités de la COSYDEP

- Que feriez-vous différemment si vous pouviez recommencer avec le FSCE? (aux informateurs clés: Qu'est-ce le NEC devrait faire différemment dans l'avenir en cas que de nouveaux fonds viennent du GEP (Global Education Partnership)

Plaidoyer (**Articulation des exigences**)

- Comment a la position des organismes gouvernementaux envers votre agenda a évolué au fil du temps?

- Les acteurs de la COSYDEP sont considérés comme des acteurs légitimes?

Apprentissage et innovation

- Y a-t-il eu du matériel créé par rapport à des formations? Est-il accessible?
- Qu'avez-vous appris?
- Quels sont les impacts des initiatives de formation sur la COSYDEP?
- Avez-vous identifié des nouveaux défis de formation, des sujets, des besoins à traiter?
- Sont les diagnostics effectués documentés?
- Avez-vous systématisé votre approche et votre expérience vers la collecte de données et la diagnose?
- Quels sont, à votre avis les principaux résultats et les contraintes liées à l'apprentissage et l'innovation au sein de FSCE?

3.4. Reconnaissance

Reconnaissance

- Participation à des organes différents:
 - o LEG (Local Education Group)
 - o PRSPs
 - o Les processus de consultation mené par le Ministère d'Éducation et d'autres organismes gouvernementales
 - o le Parlement
 - o Assistance technique aux gouv
 - o Visibilité dans les médias
- Comment évaluez-vous votre contribution à ces organismes?

Résultats de fond (l'impact)

- Quels ont été les 3 plus grandes réalisations de la COSYDEP depuis que le FSCE a été mis en place?
- Avez-vous influencé les décisions du gouvernement en termes d'allocation du budget éducatif? Niveau de financement? Les salaires des enseignants? Etc
- Avez-vous contribué à élaborer des nouvelles politiques d'éducation ?
- Avez-vous contribué à améliorer la responsabilité/reddition de comptes?
- Avez-vous contribué à l'introduction de modifications législatives dans le secteur de l'éducation? Et la mise en œuvre du droit? (REMARQUE: parfois, des bonnes lois sont déjà là, mais ne sont pas mis en œuvre)
- Avez-vous influencé les sujets à traiter dans des processus de débat éducatif? Concernant qu'elles thématiques (l'éducation spéciale, le sexe, l'Éducation professionnelle, l'éducation des adultes, les minorités / éducation bilingue)
- Comment pouvez-vous être sûrs que tous ces effets ont été une conséquence de votre travail de plaidoyer?

Prise de pouvoir (empowerment) par les femmes / participation au sein de CNE

- Avez-vous mis en œuvre des projets sur le sexe? Avez-vous mis en œuvre des projets avec une perspective de genre?
- Comment avez-vous donné pouvoir aux femmes dans le secteur de l'éducation du pays?

CSEF Evaluation: Cambodia

6 September 2012
D. Brent Edwards Jr.

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List of Acronyms

ADB – Asian Development Bank
AOP – Annual operating plan
ASPBAE – Asia South Pacific Association for Basic and Adult Education
AUSAID – Australian Government Overseas Aid Program
CCC - Cooperation Committee for Cambodia
CEQE – Community engagement in quality education Project
CITA – Cambodia Independent Teachers Union
CLC – Community Learning Center
CSEF – Civil Society Education Fund
D&D – Deconcentration and decentralization
DOE – District Office of Education
DP – Development partner
DVV – Institute for International Cooperation of the German Adult Education Association (Deutscher Volkshochschul-Verband e.V., DVV)
EC – European Community
ECCE – Early Childhood Care and Education
EFA – Education For All
ESP – Education Strategic Plan
ESSP – Education Sector Support Program
ESWG – Education Sector Working Group
EU – European Union
FTI – Fast Track Initiative
GAW – Global Action Week
GCE – Global Campaign for Education
GCE/LC – Global Campaign for Education/Leadership Committee for Cambodia
GDP – Gross domestic product
INGO – International non-governmental organization
JICA – Japanese International Cooperation Agency
JTWG – Joint Technical Working Group
LEG – Local Education Group
M&E – Monitoring and evaluation
MDG – Millennium Development Goals
MISEREOR – German Catholic Bishops’ Organization for Development Cooperation
MoEYS – Ministry of Education, Youth, and Sport
MoLVT – Ministry of Labor and Vocational Training
MOU – Memorandum of understanding
MoWA – Ministry of Women’s Affairs
NCSEF – National CSEF
NEP – NGO Education Partnership
NFE – Non-formal education
NGO – Non-governmental organization

PM – Prime Minister
POE – Provincial Office of Education
RGC – Royal Government of Cambodia
SEATV – Southeast Asia Television
SIDA – Swedish International Development Agency
UNESCO – United Nations Education, Science, and Culture Organization
UNICEF – United Nations Children’s Fund
USAID – United States Agency for International Development
VBK – A Cambodian capacity-building NGO
VSO – Volunteer Service Organization
WB – World Bank
WTD – World Teachers Day

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CSEF Evaluation: Cambodia

1. Introduction

The purpose of this evaluation is to assess the role and impact in Cambodia of the funds provided by the Global Campaign for Education (GCE) through the Civil Society Education Fund (CSEF). More specifically, this evaluation is intended to provide information on how the CSEF funds were used by Cambodia's national education coalition – known as the NGO Education Partnership (NEP) – and with what effect. NEP was started in 2002, has 118 member non-governmental organizations (NGO), and works to improve education in Cambodia through a range of advocacy, research, and capacity-building initiatives.

In that this evaluation adopts a “systems approach” methodology, this report does not focus exclusively on those activities which were directly funded by the CSEF, but rather places those activities into a broader perspective. That is to say, the evaluation seeks to locate and investigate the impact of the CSEF funds and their associated activities within an in-depth understanding of (a) the context of the country's recent history, (b) NEP's activities generally, (c) how NEP's activities, management, and capacity have changed in recent years, and (d) the ways in which NEP has altered its activities and engagement vis-à-vis and with the support of key national and international stakeholders in the education sector in Cambodia.

The evaluation provides such an understanding of the impact of the CSEF funds in Cambodia over the course of the following four sections. The first section covers enabling and conditioning factors – i.e., country context and institutional setting, with particular emphasis on these aspects before the implementation of CSEF-related activities. The second section provides an overview of the various processes in which NEP is engaged. These include primary processes – i.e., capacity-building, advocacy, research, training initiatives, knowledge management and learning – as well secondary processes – i.e., financial management, human resources management, gender equity strategies, monitoring and evaluation, communication, and regional management. With a broad understanding of country context, institutional setting, and the array of processes in which NEP is involved, the third section will then hone in on the results of the CSEF. It will do so, first, by delineating the “theory of change” that has underlay those activities funded and made possible by the CSEF and, second, by discussing the main outputs and key developments that have been produced since 2009, at which point the CSEF funds took effect. Because the report first contextualizes NEP and its work, this evaluation is able to highlight and explain the effects of the CSEF program in ways that would not otherwise be possible. To that end, the fourth and final section not only summarizes the main findings, but also includes a discussion of lessons learned and the extent to which NEP has used the CSEF effectively.

The information and findings shared in this report are the result of 36 interviews, conversations and focus groups over the course of a few weeks during the months of July and August 2012 with approximately 38 different individuals. Interviewees included NEP staff and leadership; the GCE Leadership Committee; representatives of NEP member organizations; representatives of multi- and bi-lateral development partners (e.g., UNICEF, UNESCO, WB, USAID, JICA, ADB); international NGOs; policymakers; leadership from the Ministry of Education, Youth and Sport (MoEYS); representatives of media (radio and tv stations); and members of academia. In addition, dozens of internal NEP documents were reviewed and analyzed.

2. Enabling and Conditioning Factors

2.1 Context

2.1.1 Historical Context

Any discussion of government in Cambodia must begin by mentioning the Khmer Rouge and the fact that millions of Cambodians were, between 1975-1979, either massacred or forcibly moved to rural areas in an attempt to create a utopian agrarian society. In the post-Khmer Rouge period, it is essential to note, both, that Cambodia has had the same Prime Minister (Hun Sen) for 25 years and that, even after the installation of democracy in 1993 (following the occupation of Cambodia by Vietnam from 1979-1989 and a transitional period from 1989-1993 that saw peace accords signed in 1991, the control of the country by the United Nations Transition Authority during 1992-1993, and finally the conduct of elections in 1993), many in government have not abandoned their authoritarian tendencies. As one interviewee noted:

Cambodia is a different set of politics – the same Prime Minister for 25 years, and the background of the social thinking and the government and people in the government is not democratic, it's communist. ... They abandoned communist theory, but they didn't abandon authoritarian thought. You have democracy, you have election, but you have 25 years you have one party and all their background, all their leaders, they formerly are communist. Don't forget the Vietnam occupation in 1979 for 8 eight years until the United Nations come in 87. But, the Vietnam occupation – those, all the elite, it's really those that are the same elite (today). (CAM10, 2-3)

The result is that criticism of the government and of politicians is not well tolerated and is often accompanied by consequences. Cambodia is a country with low of freedom of the press. This leads many – including non-governmental organizations (NGOs) – to be very cautious when it comes to critiquing the actions and performance of those in power.

The other salient aspect of the historical context is that, since the early 1990s, NGOs and other development partners had a lot of latitude to operate in Cambodia. Given that the education sector was just reestablished in the 1980s and that the capacity of the central government was extremely low at that time, these organizations were able to pursue their projects freely. One interviewee commented: “Ten years ago certainly. It was so easy. You run a small NGO, you get some money from wherever and you can do whatever you like, you know? Because you are sitting on this bag of money and everyone wants to have your money. And that time also the government capacity was just so weak” (CAM3, 33).

2.1.2 Changing Governmental Context

The governmental context in Cambodia is changing in at least three important ways. First, though there is still much room for improvement and advancement, the capacity of officials in some governmental positions has increased. As one interviewee commented, “The workload for people in government has really improved, has increased a lot in terms of volume and complexity. We have now have discussions about education financing, the financial management systems, that were just unthinkable ten years ago” (CAM3, 35). That said, the government frequently still relies on the capacity and technical expertise of international organizations. An example is that an education specialist from JICA works inside the Planning Department of the MoEYS directly with the director of planning on key issues.

A second change relates to the division of key leadership posts within the MoEYS among different political parties. Until 2008, there were two political parties represented at the highest levels of the MoEYS, making it hard for NEP to work well with either one, because it would engender a negative reaction from the other. Since 2008, however, there is now only one political party in government – the Cambodia People’s Party (which has always been the dominant party, but which had to share that power since the negotiated solution of having two prime minister’s [PM] after the 1993 election and until the other PM fled a few years ago under pressure from Hun Sen, the more powerful of the two PMs). This has meant that NEP can engage more openly and effectively with leaders within the MoEYS, and without fear of repercussion.

The third and final change in the governmental context relates to the first. Specifically, there is a new wave of officials slowly reaching the higher ranks of the MoEYS. This handful of individuals represents the next generation of intellectuals and highly trained functionaries in government. This group typically received training outside of Cambodia (in Japan or Australia, for example), and they are more open to research, criticism, and working with NGOs, etc.

Despite the above-mentioned developments, it bears mentioning an aspect of the education sector that has not changed: corruption. Cambodia’s government is notorious for corrupt practices, and the education sector is no exception. Many interviewees described the ways in which many staff within the MoEYS – all the way from the teachers to the departmental directors – engage in inappropriate practices (i.e., the paying of bribes) in order for various basic functions to be carried out.

2.1.3 NGO Law

Historically, there has been an adversarial relationship between the government and NGOs, as the latter have frequently confronted and pressured the former on a range of issues. Due to this, and the fact that the Cambodian government does not tolerate criticism very well, it has tried to control the NGOs – a difficult task given the volume of NGOs working in Cambodia in many different sectors. A recent attempt by the government has been the creation of an “NGO law”, known as the Law on Association and Non-Governmental Organizations, that would have allowed the government to dissolve any NGO that it felt was harming (or not upholding) Cambodia culture and morality (CAM16). This effort produced a strong backlash, both domestically and internationally, and was not passed by the parliament. Nevertheless, it indicates the government’s stance towards NGOs generally. That said, NGOs in the education sector have a much better relationship with the government for two reasons: (1) because these NGOs tend not to be as confrontational and critical (as labor unions or NGOs working on corruption, human trafficking, etc.) and because the government sees education NGOs as key to providing a vital public service and to meeting the MDG and EFA goals.

2.1.4 Perspective of the government on purpose of education

Key actors within the government (e.g., Nath Bunroeun, the Secretary of State for Education and the most influential individual on education issues) see education as a means of pursuing both human rights and human capital. As Nath Bunroeun himself said, “Without education, we cannot eradicate poverty. ...We cannot get human rights, democracy. Only education. Why? Because human capacity. Human capital is very important. More education [is associated with] less poverty – never more education, more poverty” (CAM13, 13).

2.1.5 Key people in the government/hierarchy within MoEYS

Interestingly, the minister of education – Im Sethy – was not mentioned at all. Similarly, though the head of the education committee in parliament was mentioned (and interviewed), it was evident that he is not directly relevant to the operation of the education system (or to the work of NEP, for that matter). The education committee in parliament is focused on very macro-level issues (laws, regulatory framework).

The most important person is the Secretary of State for Education, Nath Bunroeun, who truly cares for and is invested in the improvement of the education system. In addition, he places much emphasis on channeling all available energies (from the government, DPs, and NGOs) in order to meet the MDGs and EFA goals. His position is equivalent to a Vice-Minister of Education in other countries. He has been a leader in the MoEYS since at least 1990; in fact, he attended the Jomtien conference on Education for All.

2.1.6 Sector-wide approach to education reform/management

The Sector-Wide Approach (SWAP) is central to the management of the education sector in Cambodia. There is an Education Sector Working Group (ESWG) and a Joint Technical Working Group (JTWG). The JTWG is known as the local education group (LEG), per the terminology of GCE International.

The ESWG has been chaired by UNESCO since Nov 2011 (prior to that, by UNICEF). The members of the ESWG include UN agencies in addition to bi-lateral aid agencies, a few INGOs, and NEP. Through the ESWG, the DPs and NEP come up with direct feedback for the government on issues that are being discussed at the moment (usually those issues that the government prefers to discuss). Issues discussed include, for example, the annual operating plan (AOP) of the government, the Education Sector Plan, etc.

The JTWG is the ESWG plus the government. It is chaired by the Minister of Education, with two vice-chairs – one being the Secretary of State for Education and the other being the chair of the ESWG. There are sub-technical working groups under the JTWG that work on specific issues. As will be shown, the ESWG and JTWG are two of the primary mechanisms through which NEP attempts to engage in advocacy.

2.1.7 Deconcentration and Decentralization Initiative

One of the central initiatives at the moment in the education sector (and in all areas of government) is the de-concentration and decentralization (D&D) initiative being lead by UNICEF. The idea is to create sub-national JTWGs in each province. The Director of the Provincial Education Office (POE) would be the chair, while the deputy director of the provincial education office in charge of planning would be the vice-chair. One NGO from each province would represent all NGOs in that province. A primary purpose of these provincial JTWGs would be to create provincial-level AOPs. They could also help to coordinate the implementation of reform plans among government and NGOs. Though provincial JTWGs technically exist in all 24 departments, only those located in the 5 provinces in where UNICEF also has provincial level offices are operational.

2.1.8 Influence of the Development Partners on Government

UNICEF, the European Community (EC), and the Swedish International Development Association (SIDA) are particularly influential. According to an interviewee from UNESCO, UNICEF is “everywhere” (CAM4), though all three have huge budgets (but especially UNICEF and the EC) and offer direct budget support. In addition, UNICEF and the EC participate in upstream policy discussion. Lastly, UNICEF is the only DP with provincial-level offices.

UNESCO, on the other hand, is seen as neutral, and does not contribute much monetarily. The World Bank has a strong link with the government, as well as a huge budget. The World Bank doesn’t coordinate much with the ESWG, preferring to act more autonomously. USAID and JICA primarily dedicate themselves to project implementation.

2.1.9 Relationship of government with NGOs and DPs

It is easier for NGOs and DPs to work with certain departments within the MoEYS than others. There is a particularly good relationship with the Department of Planning and the Department of Primary Education within, while there is a particularly dysfunctional one with the Dept. of Non-formal education (a recent and relatively poor department within the MoEYS).

Overall, from the perspective of the government, NGOs only criticize. This is particularly problematic as the government does not want to talk about its weaknesses – either generally or in the education sector. Instead, the government wants NGOs to work with DPs through the ESWG; it does not want NEP to be a separate/critical voice. Per the government, DPs and NGOs should work with (not against or in another direction apart from) the priorities of the government.

2.1.10 Government’s Desired Role for NGOs in the Education Sector

The government is very open to NGOs, as long as they agree to support the government’s preferred projects and initiatives. Accordingly, NGOs should provide funding, should work with the government on its priorities, and should focus on helping to attain the MDGs and EFA goals. NGOs should stop talking and ask instead what they can contribute to these goals. Finally, the government wants NGOs to improve their own capacity and sustainability before getting involved and potentially doing more harm than good.

2.1.11 Context/Status of key indicators of the education system

The financing of education in Cambodia is decreasing. Internal documents from NEP indicate that, while the percentage of the national budget that was dedicated to education was 16.6% in 2011, it had become 15.91% in 2012.¹ Within the government, the MoEYS is the only ministry for which recurrent spending is not following an upward trend, and the only ministry which receives less in 2012 than it did in 2007. As a percentage of GDP, what Cambodia’s MoEYS receives (2.3% in 2012) is less than half the world average (4.8%) and less than average for East Asia (3.8%).² See the publication “Education and

¹ “Minute of Annual General Meeting (update) from Bong Vutha NFE”.

² “Minute of Annual General Meeting (update) from Bong Vutha NFE”.

Fragility” by UNESCO for more information on Cambodia’s dependence on external funding for education.³

Corruption and the levying of unofficial fees are both deeply engrained in the education sector. Cambodia does not have an anti-corruption law, although the MoEYS has stated that it will take action to reduce the informal fees paid by parents. The extent of the government’s action on this issue appears to be limited to rhetoric, however. As such, students continue to confront fees for educational services, including: registration and enrolment, classroom materials, examinations, lesson handouts, and exam papers.⁴

On a related note, the distribution of textbook seems to be an issue in Cambodia. Despite assertions by the government that it would distribute textbooks to all schools in the country, conversations with DPs revealed that it is common for textbooks never to arrive at the schools where they are destined. Instead, they can be found for sale at the market (CAM3).

For information on other education sector indicators – including enrolment rates, completion rates, literacy rates, repetition rates, and the gender parity index – see Appendix 5 of this report.

2.2 Institutional Setting (before CSEF)

This section discusses the institutional setting of NEP prior to and apart from the CSEF. Specifically, the following are addressed: the history, alliances, prior organizational structure, and previous management capacity of NEP. In addition, this section provides information on NEP’s overall strategy prior to the arrival of CSEF. The last portion of this section overviews the current management mechanisms that NEP utilizes. I comment on current management mechanisms in this section in order to provide context on the structure of the organization for the following section.

2.2.1 History and Alliances

Though there was strong demand from the government, DPs, and NGOs themselves for a coordination system, there were a few specific international organizations which were “pulling the cart” at the outset of NEP’s existence (CAM3, 2). UNICEF and MISEREOR were the co-founders and initial supporters of NEP. UNICEF, which provided the first three years of funding for NEP, wanted to ensure that NEP could exist and could serve its function (CAM3). UNICEF continues to partially fund NEP to this day. Volunteer Service Organization (VSO – like Peace Corps, but from the United Kingdom) has also contributed capacity-enhancing volunteers for 10 years to NEP and has been among its strongest and most enduring allies. Lastly, UNESCO works with NEP closely and has at times, for example, facilitated in the acceleration of approval for requests submitted by NEP (or, more specifically, the GCE Leadership Committee in Cambodia) to the MoEYS.

NEP was officially constituted as a membership organization in 2002. It registered with the Ministry of Interior in 2006 and signed a memorandum of understanding (MOU) with the MoEYS in 2007.

³ “Education and Fragility,” International Institute for Education Planning, UNESCO, Paris, France, 2011.

⁴ “Education and Fragility,” International Institute for Education Planning, UNESCO, Paris, France, 2011.

NEP started with 12 member NGOs in 2002. By 2008, there were 67 members. In June 2009, just before the arrival of CSEF, the member total had risen to 80. At present, NEP has 118 members.

2.2.2 Organizational Structure

As of early 2009, there were only 5 people working in NEP – one position for leadership (the director of NEP), two positions for programs (research and coordination), one for finance, and one for administrative issues. A document from 2009 states that “NEP remains under-staffed” and that “this limits its ability to meaningfully expand sub-national coalitions and community-based advocacy” (Appendix 1 of CSEF application, p. 11).

2.2.3 Management Capacity and Leadership

The leadership style of the previous director of NEP (who served until early 2008) was drastically different from that of the current director. He engaged in no collaboration with the MoEYS, and there was not a common understanding held between NEP and the MoEYS of the important issues and how they should be addressed. NEP brought critical feedback to policy discussions with the government at that time (CAM8, 1). In addition, NEP did not have a plan and did not prepare well to engage with DPs or the government. NEP did not have a voice in the education sector, and the director did not know what to do. Neither were there regular meetings of NEP’s members. NEP “almost disappeared” (CAM6, 13). As a result, the Board of NEP had to jump in and take over for about 6 months during mid-year 2008.

In Samrithy (or simply “Rithy”) started 13 October 2008 as the new director of NEP. Prior to joining NEP as its director, he worked for three years as the NGO liaison coordinator for the Cooperation Committee for Cambodia (CCC), located in Phnom Penh. Rithy holds an MBA. Since starting in late 2008, Rithy’s leadership has led to a number of positive outcomes for NEP. He has, for example:

- Created a better relationship with Nath Bunroeun, the Secretary of State for Education
- Developed a long-term plan for NEP
- Made NEP more active in policy discussions
- Improved the presentation methods that NEP employs when interacting with DPs and government
- Consistently used more appropriate language for addressing the government
- Considered the political environment before bringing up findings to the government
- Ensured that NEP acts more professionally
- Shown better analytic skills than the previous director
- Enhanced NEP’s reputation as a think tank
- Produced internal policies for NEP (e.g., staff policy, financial policy, organizational charter)
- Introduced the idea and practice of external audit
- Made efforts to manage NEP as a collaborative organization (and not his personal organization)
- Focused on increasing membership numbers
- Increased the number of NEP’s activities drastically
- Been careful not to take on projects that NEP cannot implement (has not over-extended the capacity of NEP, though they are close)

Despite these many improvements, some of the interviewees have provided constructive criticism of Rithy’s management style and abilities. A couple interviewees suggested that he can be a bit indecisive at times – and that this can lead to the perception that NEP is not sure of its own priorities. That said, another interviewee commented that Rithy is not indecisive, but rather that he “sometimes needs to

take more time to think and consult with other people before a decision is made” (CAM23, 2).

In addition, it is important to note that, due to the fact that NEP’s leadership has a deferential style and is generally very busy, consultation and decision-making process often rely heavily on those INGOs and DPs with whom NEP has close ties (e.g., UNICEF, World Bank, etc.). Representatives of member NGOs who have the time, energy, and resources to influence NEP are able to do so, especially if they are an international.

In the remainder of this report, it will be important to keep the differences between NEP’s old and new directors in mind, especially when considering the impact of the CSEF on changes to NEP’s capacity and advocacy over the previous three years. This is so because Rithy started in his position only 10 months before the CSEF was due to be awarded. It will be essential to parse the influence of Rithy’s abilities and style from the impact of the CSEF more generally. This will be done by considering the limitations of Rithy’s capacity that would have been experienced in the absence of the funding and support that the CSEF provided.

2.2.4 NEP Strategy

The new strategic plan (produced in Sept 2010 for the years 2011-2015) references the previous strategic plan, which spanned 2006-2010. That document could not be found, however. Nevertheless, a separate document, the 2009 NEP Advocacy Strategy, summarizes NEP’s mission, vision, and goals prior to the CSEF.

- Vision: Working together to achieve equal and timely access to high quality education for all Cambodian people
- Mission: NGO Education Partnership is a membership organization that coordinates dialogue and cooperation among key stakeholders to improve the quality and accessibility of education in Cambodia.
- Goals:
 - o Strengthen links between RGC and MoEYS, development partners and the education NGO sector
 - o Build Member capacity
 - o Build NEP capacity
 - o Strengthen NEPs Advocacy capacity

The specific issues on which NEP was focused as of early 2009 include: Early childhood education, valuing teachers, informal school fees, and community engagement in quality education.

2.2.5 Current Management Mechanisms

Four mechanisms should be mentioned in order to provide background for the primary processes that are discussed in the following section of the report.

- Board – The board previously had 5 members; now it has 7. This was done in order to increase the capacity of the Board to monitor and direct the activities of NEP. The members are elected each year at the Annual General Meeting in January. The Board meets quarterly, and on an as-needed basis as well. It also is responsible for setting the direction of NEP and making decisions around policy for the organization. The Board approves NEPs proposed annual budget, monitors its expenditures and budgets on a quarterly basis, and ensures sound organizational and financial management (Appendix 1 of CSEF application, p. 6-7).

- Director – Implements the Board’s policy-level and fiduciary directions while overseeing the daily operation of NEP.
- GCE Leadership Committee (GCE/LC) – This committee is not technically part of NEP’s management. Rather, NEP serves as the secretariat for the GCE/LC, which is a group of elected NGOs working on education in Cambodia who collaborate to plan and implement advocacy activities related to the them that GCE International establishes each year. More will be said about this entity in the advocacy portion of the next section of this report.
- Think Tank – This entity was recently created (late 2011) to help NEP analyze different policy-related issues and to help provide direction regarding the topics that NEP should research. It has about 7 members (check that) who are representatives from academia, DPs, INGOs, and the MoEYS.

3. Processes

3.1 Primary processes

3.1.1 Capacity-building

There are three different types of activities in which NEP is engaged in order to build the capacity of its members.

- 1) Provincial NGO coalitions: A primary focus is the creation and operation of provincial-level NGO coalitions. This focus relates to the D&D initiative towards which the government and UNICEF are working and under which each province would have its own ESWG and JTWG. Between 2011 and 2012, NEP has held at least 7 workshops (2 in 2011⁵, 5 in 2012) in five different provinces on starting these provincial coalitions (CAM19, int1, 16). Nevertheless, this initiative faces significant challenges, as it requires that an existing NGO at the provincial level possess the time and resources to coordinate and advocate on behalf of all the NGOs in that province. The only province that has a functional coalition is Battambang – and there it works because ASPBAE provided \$2000 to get it started. To date, NEP has not had the resources available to provide the follow-up or funding that provincial coalitions would require. For that reason, the idea vanishes after NEP performs the workshop (CAM12).
- 2) Trainings and workshops: NEP also provides a number of trainings and workshops for its members. Typically, there are two trainings in Phnom Penh each year (CAM19, int 2, notes). Examples of such initiatives include:
 - a. Each year from 2009 – 2011, NEP organized training for 25 member organizations on how M&E can support organizations’ efforts at results-based monitoring (CAM20, notes).
 - b. In 2011, media training, general advocacy workshops, local life skills dissemination⁶, and gender workshops (organized for GAW by the GCE/LC)
- 3) Capacity at the Community Level: In order to increase advocacy capacity at the community level, NEP created and implemented the “Community Engagement in Quality Education” (CEQE) project. For this pilot project, NEP has funded three NGOs in three separate provinces such that they could assist a small sub-sample of schools (16 school assisted in all across the three provinces) from each province. The NGOs assist the schools with which they work both by providing certain services (e.g.,

⁵ “Minute of Annual General Meeting (update) from Bong Vutha NFE”.

⁶ “Minute of Annual General Meeting (update) from Bong Vutha NFE”.

building a playground, creating a school library, installing a school stove to burn garbage, making a garden, carrying out enrolment campaigns, and purchasing reading material) and by providing assistance to the parental and student school support committees that each school has. In addition, these NGOs also attempt to assist in the capacity-building of school directors, provincial officers of education (POE), and district officers of education (DOE). The idea behind this pilot project was to improve the quality of education and to improve the engagement of the community in these schools, in addition to learning lessons on how to build capacity at the provincial, district, and community levels that can then be shared and disseminated to member NGOs in other provinces, as well as with the MoEYS and DPs (CAMFG1).

- 4) Capacity around Non-Formal Education: NFE is a priority which has recently entered the education reform agenda. Evidence of this is the relatively new Non-formal Education Department within the MoEYS. The heightened focus on NFE may be due to the emphasis that UNESCO and DVV have placed on this topic. NEP contributes to efforts at building capacity around NFE in a number of ways. In the past year, NEP has (a) conducted consultative meetings on NFE, (b) conducted NFE sub-sector working group meetings, and (c) has produced a NFE calendar and planner to raise awareness. In addition, on 12 May 2012, NEP led a field visit (with financial support from DVV) in Siem Riep to visit the Community Learning Centers (CLC) that had been established by a local NGO and the POE. Representatives of NEP member NGOs that work in NFE partook, as well as officials from the MoEYS, the Ministry of Women's Affairs (MoWA), and the Ministry of Labor and Vocational Training (MoLVT). In all, there were 34 participants (6 of which were women). The objectives of the study tour were (a) to learn strategies for sustainable CLC implementation, (b) to deepen the knowledge and understanding of CLC best practices, and (c) to contribute to influencing policy formulation and development on CLC.⁷

Separately, in terms of the development of NEP's staff themselves, four points can be made:

- 1) VBNK is currently conducting workshops for NEP to help them with internal monitoring.
- 2) ASPBAE provides monitoring and coaching by helping in the preparation of funding proposals and financial documents. Presumably, the visit by Bernie Lovegrove (the CSEF Regional Coordinator) at the end of February 2010 for 5 days was related to these purposes.
- 3) There was a CSEF regional workshop coordinated by ASPBAE during November 2010 in Jakarta in order to: provide updates on developments related to CSEF (internationally, regionally and at the coalition level), share lessons learned and good practices regarding engagement in FTI and ESP processes, strategize on next steps, plan motions for the World Assembly, discuss implications of the no cost extension decision for yr2 CSEF budgets, and revisit issues related to coalition financial reporting/coordinator issues/NCSEF strategies.⁸
- 4) There is an aversion to staff meetings on the part of NEP's leadership. For example, there was one meeting in January 2012 and then not another one until June 2012. As one interview stated, "The meetings are ad hoc. Everyone is drifting" (CAM1, int3).

3.1.2 Advocacy

Advocacy is central to the work of NEP, and there are many ways in which NEP pursues its advocacy mission. Below, I describe (1) NEP's current advocacy strategy and then detail each of the following: (2)

⁷ "Report on the Exchanged Field Visit in Siem Riep Province on Community Learning Centers (CLCs)".

⁸ "CSEF Workshop Jakarta – 14 Nov Draft Program".

the general approach that NEP takes to advocacy work, (3) the way in which NEP identifies its advocacy priorities, (4) how it gathers feedback from its members for advocacy purposes, and (5) the three primary channels for advocacy with the government. Subsequently, I review (6) the specific activities/processes in which NEP participates and through which it seeks to influence education policy. These include the ESWG, the JTWG, the annual retreat (of the government), the annual education congress, general collaboration with government, media productions, and GCE campaigns.

1) Current advocacy strategy: In June of 2009 NEP produced an advocacy strategy that is intended to guide this organization from 2010-2013.⁹ According to this document, the advocacy strategy of NEP should focus on early childhood education, valuing teachers, informal school fees, and community engagement in quality education. Noticeably, half of these advocacy issues (i.e., early childhood education and community engagement) correspond to issues that are of importance to the MoEYS.

2) General approach to advocacy: NEP chooses a collaborative and non-confrontational approach to advocacy. One of NEP's staff members describes their approach and its importance in the following way:

"Most organization in the third world, they choose militancy. They decide that their job will be to fight with the government to do things better. This organization is not yet this way; it's more consultative. [NEP staff] want to convince the government in a way that won't upset the government. And for this reason, they are not more confrontational. ... If I am working in human rights or corruption, I have to choose militancy against the government. But in education, they choose this side, this way, and it is mainly successful because they didn't choose the way to face the government face-to-face. They go with the flow of the government. This consultative approach is mainly successful. For example, I cannot do this research [on how school budgets are spent] if we do not have good relationship with the government, because they don't let me go to the schools to ask questions (CAM10, 2).

3) Identifying advocacy priorities: NEP prioritizes advocacy issues based on both government priorities and DP suggestions (e.g., through the think tank). NEP's leadership describes it thus:

[Advocacy ...] its a little bit about strategizing, especially because in the past, you know, we say, ok the government want to do something. And then we do advocacy based on that. Just for like members to provide input. But this time we have to do something a little bit different. But somehow you know, we need the agreement, the approval from the board and from the think tank members as well. How to do, what to do, and so on (CAM19, int1, 14).

4) Gathering feedback from NEP members for advocacy: NEP gathers feedback from members via consultation as soon as they know which issues are on the agenda to be addressed by the government. In the words of NEP leadership:

"Normally, after getting new information from DP or from MoEYS regarding any ... intention to develop new policy, then we announce to the members that the government wish to do this and this and this. And then we say in that case, NEP will successfully negotiate or convene the Ministry of Education to allow the NEP director or NEP staff to be members of the working group. And after that we conduct consultation workshop or meeting with the members and when we mobilise the input from the member we, the person who sit on the committee, have to raise, you know, have to share those input with DP as well as with the Ministry of Education

⁹ "NEP Advocacy Strategy".

(CAM19, int1, 10).

- 5) Three primary channels for advocacy with government: One channel is through the DPs, the second is by working with the technical departments of the MoEYS, and the third is by attending and partaking in government events (e.g., annual retreat, education congress, etc.). This has been described in the following way by a high-level staff person from NEP:

"We have to work closely with DP. Because DP normally they have to develop their own and they have to complement. It will be combined with the government – with the draft of the government. So, we try our way to make sure that we include as many input as possible from the other side into the draft policy developed by development partners. That is our strategies. ... and, two, with technical department, you know, for example, like, child friendly schools or something, we work with the Department of Primary Education. We raise our concern, you know, we raise them together. And sometimes we also invite them to conduct a presentation for us, and during that time members can make some suggestions and ask some questions and so on. So this is another way, you know, to provide input through the technical department. And during the, for example, the mid term review, ESP and during the annual education congress we ask our members and our staff to go to different group discussions, for example, group discussion on primary education, group discussion on non-formal education (CAM19, int1, 12-13).

- 6) Specific activities/processes for advocacy: NEP regularly participates in a number of key events in the education sector through which it attempts to engage in advocacy. These are:

i. ESWG¹⁰ – This working group meets every month, and NEP regularly attends. As a member of this group, NEP provided feedback to the mid-term review of the Education Strategic Plan (ESP) through the consolidated feedback of the ESWG. The ESWG is a safe and some-what effective way for NEP to communicate its feedback to the government; it is also the manner in which the government would like NEP to contribute. This is because the higher levels of government (e.g., Nath Bunroeun) wish to hear and engage with one voice from the DPs and NGOs.

ii. JTWG¹¹ – This working group, which is controlled by the MoEYS, meets quarterly, and always just after a reunion of the ESWG. NEP's attendance in this forum is impressive, as it indicates a high level of recognition and regard on the part of the government for NEP. That said, it may not be a very effective advocacy channel. As Hill (2011) writes,

It was pointed out, by both DPs, that JTWG is not really designed to allow non-ministry input, and, in terms of policy debate, it is rather low level and ineffectual. This perhaps explains the criticism from one DP that despite its regular attendance, NEP is not particularly vocal at JTWG. JTWG is perhaps not the right forum for NEP to attempt to influence policy, and that developing more personal, informal relationships with ministry is far more effective, a view that was echoed in the GCE interview (Hill, 2011, CSEF Eval yr 2, p. 9).

That said, it bears mentioning that, as of 4-5 months ago, NEP secured a permanent seat on both the ESWG and the JTWG, as a result of being more proactive and assertive with the MoEYS (CAM19, int2, 8-9).

¹⁰ For more information on the ESWG, see the description section 2.1.6 of this report.

¹¹ For more information on the ESWG, see the description section 2.1.6 of this report.

- iii. Government's Annual Retreat – The retreat takes place over a period of about two days in September, and the topic is the state of the education sector. One purpose is to plan the annual education congress (in March). By virtue of its attendance in this event, NEP is able to communicate directly, and often informally, with the small group of high-level education officials who are in attendance. NEP is recognized as having provided very good feedback at this event (CAM6). NEP attended in 2009 and 2011; no retreat was organized in 2010.
- iv. Annual Education Congress – The congress is held in March. Here, the purpose is to look at “what works, what doesn't, and what should be improved” (CAM13, 7). NEP is involved in the planning and delivery of the education congress. The result of the congress is a report with analysis on the progress made in the education sector during the previous year.¹² Yet, some assert that very little analysis and genuine discussion occur at this forum because it is more of a “political celebration of the sector” attended by 1,000 people (CAM3, 30/31).
- v. General collaboration with Government and Development Partners – NEP invites representatives from the Department of Planning for the MoEYS to share info with NEP's members (e.g., on the ESP or on the mid-term review of ESP). In addition, NEP shares its reports with the Department of Planning. NEP also calls donors to make presentations at their (i.e., NEP's) offices for members (CAM6, World Bank).
- vi. Media Productions – NEP has worked with South-East Asia TV (SEATV), often in conjunction with Aide et Action. NEP participated in one televised “education forum”. This type of program features NGOs in Cambodia that discuss ways to improve education. When NEP participated, the topic was the importance of early childhood education and the ways that parents treat their children (CAM20, notes). Impressively, NEP appeared along side the Secretary of State for Education in that forum (CAM20, notes). Another televised program (10 min in duration) was about inclusive education and was aired in October of 2011. NEP also organized a weekly talk show on the radio (which SEATV owns) for “nearly a whole year” (CAMFG4). Topics have included teaching for gender equality, World Teacher Day 2011, and segments on “my hero teacher” (CAM20, notes). Finally, NEP uses the media during the launch of GAW to help disseminate its message and research findings to the general public (CAM19, int1, 27). Overall, however, the media is a small part of what NEP does because it is costly (CAM19, int1, 28).
- vii. GCE Campaigns – NGOs in Cambodia began to carry out activities related to the GCE in 2004, at first with Oxfam and later on with Aide et Action and VSO, among others. Initially, the participating organizations would only conduct one activity in support of Global Action Week (GAW). Over the years, this has changed and, now, the GCE/LC has decided to conduct ongoing activities. GCE/LC now implements or contributes to enrolment campaigns, World Teacher Day, and Literacy Day. In terms of the relationship between NEP and GCE/LC, the two have worked together since 2006, though the former only formally began to support the latter

¹² Some have commented that the education congress is more of a political celebration: “We have a sector review, which is part of the education congress. It is actually not really a review at all, its more like a kind of political celebration of the sector. You get like 1000 people coming to Phnom Penh with DEOs and so on and so forth” (CAM3, 30/31).

(with funding and by acting as the secretariat for GCE/LC) since 2011.

- viii. Presentation of Research Findings: Although not with regularity, there is evidence that NEP has the ability to host high profile events at which they present the results of their research. The best and most recent example of this is when, on May 8th, 2012, NEP held an all-day conference-style event to present the results of research that it had done on ECCE. The event was held at the Phnom Penh Hotel, a five-star Hotel and one of the nicest in the country. It was attended by 150 stakeholders from the government, DPs, and the education sector. For more information on this event, see the “advocacy” sub-section of the “key outputs” portion of this report

3.1.3 Research (data management and diagnosis)

NEP produces 2-3 research reports each year. Their content often overlaps with NEP’s top advocacy priorities. Previous reports have included: The Impact of Informal Fees on Family Expenditures, The Impact of Preschool on Early Childhood Education in Cambodia, and The Experiences of Promoting Scholarship Implementation in Promoting EFA. This year’s research focuses on the impact of incentives on teacher motivation levels, child learning levels in grade 6, the promotion of children’s rights in school (not done yet), and teaching hours (just being started). This last study is in response to the many unofficial public holidays that teachers take as well as to student absence due to the harvest season (CAM1, int 3). Apart from research reports, NEP also produces an annual Education NGO Report.

Aside from the actual reports that NEP has produced, comments on a number of other research-related issues are warranted. These issues are: (1) how NEP identifies research topics, (2) how NEP obtains approval from MoEYS for research, (3) the functions of NEP’s research advisory board, (4) the development and operation of NEP’s think tank, and (5) NEP’s strategy for engaging MoEYS in its research.

- 1) How NEP identifies research topics: Frequently, NEP’s research topics are derived from the issues that the DPs and the MoEYS have identified as being most salient. How this happens is best explained in the words of NEP’s leadership:
- 2)

In the past we consult with members and members normally say, ok, NEP should do research on this or that, but somehow, sometimes, its not really very effective. So when I join, the meeting of the ESWG and JTWG normally I listen to the discussion between DP and government. So if they focus on this or on that things then I have to come and talk with ... the research coordinators. ... And then we have to focus on the research, based on what the DP and the government is discussing. And they consider it as a priority as a main issue for them (CAM19, int 1, 20-21).

Moreover, as others pointed out, NEP tends not to choose particularly sensitive issues from the perspective of the government (CAM11, 18). NEP understands the government’s culture of intolerance, and so avoids controversial matters while also being sure to phrase findings in a positive way (CAM19, int1, 21).

- 3) How NEP obtains approval from MoEYS for research: NEP must submit a letter to the MoEYS detailing the research that they wish to carry out. That letter must then be sent to each relevant department within the MoEYS, where the director must give approval (CAM19, int2). NEPs requests

have not been denied, due to their constructive and collaborative approach to advocacy (under Rithy).

- 3) The functions of NEP's research advisory board: When a research advisory board is formed, it contains member from academic institutions, MoEYS, and DPs. The purpose of the board is to provide feedback and guidance on particular research projects. A new board is assembled for each research project.
- 4) The development and operation of NEP's think tank: The think tank – an outgrowth at the end of 2011 of the research advisory board – is comprised of a few specialists in education from academia, the government, and DPs. That said, the three individuals who participate most regularly represent the Royal University of Phnom Penh (RUPP), UNICEF, and VSO. The difference from the research advisory board is that it is an ongoing process.
- 5) NEP's strategy for engaging MoEYS in its research: So as to avoid surprising the MoEYS, and in order to make acceptance more likely, NEP includes representatives of the MoEYS in the think tank. Their engagement is a formality, as the representatives of the MoEYS often do not have the time or ability to meaningfully contribute to discussions of research study priorities and design.

3.1.4 Training initiatives (both received and delivered to different stakeholders)

The training initiatives carried out by NEP were detailed in section 3.1.1 of this report, above. To summarize, NEP has organized trainings on monitoring and evaluation, media training, information dissemination, and gender advocacy. Those trainings that NEP has received include: workshops from VBNK on internal monitoring, and coaching and a regional workshop from ASPBAE.

3.1.5 Knowledge management & Learning

NEP leadership acknowledges that this is a low priority for the organization. Nevertheless, NEP contributes to knowledge management by providing and organizing extensive resources on its webpage related to the education sector in Cambodia and the work that it does in that sector. In terms of learning, NEP produces the Education NGO Report each year, which summarizes the findings of an annual survey given to all education NGOs working in Cambodia.

Though this report is not meant to be an evaluation of NEP and all its activities, I mention here that interviewees suggested that NEP could do more in this area. In particular, one interviewee suggested that NEP could be a clearinghouse for all the research done by other NGOs in Cambodia (CAM12). At the moment, no mechanism exists through which to compile and share the many studies that are being performed at the local level throughout the country.

3.2 Financial Management

A new finance coordinator began in December 2011. However, due to issues with both general competence and reporting to ASPBAE, he no longer works with NEP. There has not been a finance coordinator since the end of June 2012.

Separately, it should be mentioned that NEP is now (since Rithy began as director of NEP) audited each

year by PriceWaterhouseCoopers, a well-known, global accounting firm.

3.3 Human Resources Management

NEP now employs a total of 15 people, including guards and administrative assistants. This is up from a total of 5 employees when Rithy started in October of 2008. Aside from the director, these 15 employees are spread across four sections: the Research and Advocacy Section (2 employees and one VSO volunteer work on research, while 2 employees and one VSO volunteer also work on advocacy), the Education section (2 NEP employees work on education programming – primarily, programming related to non-formal education), the Finance and Administration section (one assistant and no finance coordinator work here at the moment), and the Membership and Communication section (which is staffed with 2 NEP employees). NEP has distributed the capacity of its employees well, that is, in a way that reflects the priorities and key tasks of the organization. An area for improvement might be the frequency of staff meetings, which could ensure that all employees remain on the same page and do not feel as though they are drifting.

3.4 Gender

In 2011, the theme for GAW was “Reaching the Marginalized Group: Women and Girls Education”. The main promotional event for GAW 2011 was held at the Diamond Hotel in Kampot Province. There were 174 attendees, among them “officials and representatives from various partners and stakeholders including non-government organizations, international and national development partners (31), MoEYS from national (23) and sub-national levels (39 specifically POE and DOE), story tellers (7) and other participants (74) such as school directors and selected teachers, students, and parents from 10 provinces”¹³ In accordance with the theme of GAW 2011, GCE/LC decided that, at the launch event, they would highlight through a “big storytelling even” success stories of 6 different girls and women from different provinces who triumphed over difficulties to continue their education. Three TV stations covered the event.¹⁴

Around this launch event were other actions that brought attention to gender. Prior to the event, for example, “NEP’s member organizations conducted a series of provincial events in relation to the Global Action Week as well as radio and TV broadcasts.”¹⁵ Then, subsequent to the launching of GAW 2011, a book was published which contained 31 stories about the struggles and successes of girls and women in education in Cambodia.¹⁶ Impressively, the book contains an introduction by the Secretary of State for Education, Nath Bunroeun. In all, 6,000 copies of the book were printed and distributed to school libraries throughout the country (CAM20, notes).¹⁷

As a final point in relation to GAW 2011, GCE/LC, with support from NEP, also organized a few workshops.¹⁸ Specifically, during GAW, GCE/LC put on 3 workshops on gender awareness and gender

¹³ “GAW Report 2011”.

¹⁴ “GAW Report 2011”.

¹⁵ “GAW Report 2011”.

¹⁶ “Women and Girls in their Struggle for Success”.

¹⁷ NEP has spent AUD\$2,158 to publish the storybooks on gender and other policy documents. From document “NEP Cambodia Report Feb – Jun 2012”.

¹⁸ “GAW Report 2011”.

mainstreaming in education for 118 total individuals in two different provinces (Rattankiri and Mundolkiri) in collaboration with the MoEYS. According to documentation from NEP, more than 98% of invited participants attended, including teachers, school directors as well as POE and DOE staff.¹⁹ Also for GAW 2011, NEP created and printed 10,000 posters on education-related gender issues, which were used by the Gender Department of the MoEYS during the workshops that year (CAM20, notes). These posters were also sent to schools to be used as pedagogic material.

NEP has future plans related to gender as well. As explained in the application for CSEF Bridge funds submitted in 2011, NEP plans to conduct a survey on gender in 2012 that “aims to support GCE international to consult primary and secondary school students, as well as teachers regarding gender relations and discrimination in the educational context.”²⁰

Lastly, the gender composition and policy of NEP can be mentioned. Three of the coordinators at NEP are female. In addition, per the director, NEP encourages women to work with NEP (CAM19, int2, p. 13).

3.5 Monitoring & Evaluation

NEP does not engage in the monitoring and evaluation of member NGOs. Neither does a mechanism or processes exist through which NEP monitors and evaluates itself. One interviewee from NEP explains this:

I want to recommend something extra they should have in this organization. Really, they should have a section on monitoring and evaluation ... of the projects ... I mean, when they do a project, there should be a monitoring and evaluation procedure. ... They don't have – the evaluation is external, like somebody coming from the outside, but they don't have internal evaluation, even that when you come here and you put your report, (somebody reads it, but there is no one for whom it is their organizational responsibility to read and act on the content of the report. There needs to be a position and process.) Like we have a research unit and an advocacy unit, I think they should have a M&E unit (CAM3, 3-4).

To some extent, NEP does try to monitor and evaluate the performance of the government. Obtaining specific information can be difficult, however, as this is a sensitive issue and because it can take a while to receive the requested documents from the government. General information on the education system can be found in the annual book of statistics that the MoEYS produces.

3.6 Communication (internal and external)

NEP communicates with its members via a number of different means. These various means are specified below:

- 1) Email – the Information sent by email often relates to government policies that are being developed (or that have been developed), such as those that pertain to early childhood care education, child friendly schools policy, non-formal education initiatives. This way of communicating is important, particularly when it comes to sharing info on government activity, since the “co-ordination and dissemination of new policy developed by the Ministry of Education is very weak,” especially beyond

¹⁹ “GAW Report 2011”.

²⁰ “Bridge Funds Application”.

the provincial offices (CAM19, int1, 10). Email is also used to call for or schedule meetings with members.

- 2) Phone – NEP may call to confirm the attendance of a member organization at an event (e.g., the bi-monthly meeting).
- 3) Newsletters – One newsletter each quarter is normally produced by NEP, though the production of newsletters is currently behind schedule. Newsletters are sent by email, posted on the NEP website, and provided at NEP events.
- 4) Workshops – Members interact and communicate at NEP-organized workshops and trainings.
- 5) Consultations – These are organized as needed by NEP to collect feedback for input to discussions with the government and DPs on policy issues. Any given policy issue which is being revised or formulated by the government will require between 1 and 5 consultations, depending on the government’s timeline for revision/formulation.
- 6) Sub-sector working groups – Some evidence exists which shows that NEP has organized sub-sector working groups with NGOs that work on particular issues. These may be formed in response to the issues on which the government or a major DP/INGO is working at the time.²¹
- 7) Bi-monthly membership meetings – These meetings are primarily for sharing information and best practices, as opposed to collecting feedback from members, which occurs in more targeted forums such as working groups and consultations. Attendance varies at the bi-monthly meetings depending on the topic (members attend based on the relevance of the topic to their work). Members know the schedule and topics at the beginning of the year. Most attendees come from Phnom Penh because NEP does not cover per diem or transportation. About 50 members attend on average (last meeting had a high of 64). Sometimes, representatives of the MoEYS or DP make a presentation (e.g., EU on budget for education).
- 8) Annual General Meetings – These meetings occur in January and are similar to the bi-monthly meetings. In addition to reviewing the achievements of the previous year, NEP also discusses plans for the upcoming year, updates NEP members on its funding status, informs NEP members regarding changes to aspects of Cambodia’s education system, and reflects on how NEP members can engage more actively/meaningfully in future advocacy initiatives.²² The last annual general meeting took place February 16th, 2012 and had 70 attendants.
- 9) Internet – In early 2012, NEP produced a new, impressive, informative and user-friendly website that contains information not only on NEP itself and its activities, but also on the education system.
- 10) Twitter – A Twitter account exists for the GCE/LC. A visit to this account shows that activity has discontinued since December 2010. It had been active, with regular postings, since February of that same year.²³

²¹ CSEF Application Form Final, p. 2.

²² “Minute of Annual General Meeting (update) from Bong Vutha NFE”.

²³ www.twitter.com/GCECambodia

Beyond discussing the specific means of communication utilized by NEP, a number of points can be made related to communication and NEP more generally. These points touch – broadly – on the processes, effects, and repercussions of NEP’s communication style.

- 1) Gathering member feedback on policy issues: For this, NEP frequently sends out emails to all members asking for comments on a draft of a national policy document – on teacher policy, for example. (The problem is that sub-national NGOs do not have the knowledge or expertise necessary to comment on or to contribute to that aspect of NEP’s work.) Otherwise, NEP will organize consultations and/or sub-sector working groups.
- 2) Communication with the government: By most accounts, this is functional and positive. As indicated in the earlier section on Rithy’s style of management, NEP communicates professionally and frequently with various key individuals within the MoEYS.
- 3) Providing member feedback to the government: NEP will either send compiled and refined feedback directly to the appropriate MoEYS department, invite MoEYS representatives to meetings of NEP members to explain certain issues, or strategically use gathered feedback in relevant meetings with the MoEYS (CAM20).
- 4) Provincial level perception of NEP: Due to NEP’s communications style (i.e., via email blasts and meetings that are predominantly held in the capital), it is likely that many education NGOs do not know what NEP is. On the other hand, if education NGOs from the provincial level are aware of NEP, they may not be sure what the ‘value-added’ of NEP is. In other words, they are not sure what NEP is doing that is useful for them since the extent of communication is limited to emails which tell of upcoming meetings and which ask for comments on policy documents for the government (CAM1, CAM12).
- 5) Communication among NEP staff: While NEP regularly communicates with its members in the above-mentioned ways, an interviewee pointed out that communication among NEP’s staff may not be as strong as it could be given the infrequent occurrence of staff meetings (CAM1).

3.7 Regional Coordination

Although ASPBAE reportedly coordinates 1-2 regional workshops each year which focus on capacity building and information sharing, evidence was only found of one such workshop. As noted in section 3.1.1 of this report, there was a workshop organized by ASPBAE during 11-15 November 2010 in Jakarta.²⁴ Three NEP staff and the director of NEP’s board attended. The regional meeting served as a workshop on financial management and as the Asia Regional Pre-General Assembly GCE gathering. Bernie Lovegrove, from ASPBAE also visited NEP for 5 days at the end of February/beginning of March 2010. Lastly, ASPBAE visited NEP again this summer for a week in preparation for their Annual General Meeting, which will be held in Phnom Penh this September.

²⁴ “CSEF Workshop Jakarta – 14 Nov Draft Program”.

4. Results: Main outputs and outcomes at different levels

Before turning to the outputs and results of the CSEF in Cambodia, I first briefly touch upon how the priorities were determined for what CSEF would fund.

4.1 CSEF project proposal formulation

While much of the funding from CSEF was used for general purposes, as will be discussed below, there was one specific project that was carried out by NEP through CSEF – the project Community Engagement in Quality Education (CEQE), as discussed earlier in this report. NEP decided to pursue this project by taking a series of steps. Specifically NEP (a) looked to the priorities of the government for reform (increasing community involvement in managing education and ensuring its quality is one of the government’s current priorities), (b) took two fieldtrips to two separate provinces to see how member organizations work with schools and to see how community members engage in the school support committees that have been set up, and (c) consulted UNESCO documents on the importance of community engagement in education (CAM19, int1, notes). Given NEP’s collaborative approach to advocacy, it is not surprising that the organization took its cue from the MoEYS and the DPs.

4.2 Theory of Change

The theory of change for the CSEF in Cambodia follows from the overall objectives which were established. According to NEP’s initial application, the overarching goal of the project was to

Strengthen the education coalition and effectively engage Government, Donors and Civil Society to bring about reform in education policy implementation to improve all aspects of inclusive and quality education in line with EFA Goals.²⁵

In order to operationalize this goal, not only were four specific objectives elaborated, but a series of strategic activities were planned. In the table below, these objectives and the associated theory of action for each are presented. For a more detailed presentation of the theory of change underlying the CSEF, along with its associated assumptions and short- and long-term goals, see Appendix 5.

[SEE TABLE 1 IN APPENDICES]

Separate from the objectives elaborated above for the CSEF, there are a series of issues that NEP perceives as essential to address in order to improve the state of education in Cambodia. The table below highlights each of these issues, along with the solutions proposed by NEP.

[SEE TABLE 2 IN APPENDICES]

One observation that stands out is that the issues documented in the above table are not directly related to the objectives elaborated for the CSEF project. Put differently, in terms of the assistance provided by CSEF, NEP is more concerned with (a) how they interact with the government and DPs and (b) having the ability to interact meaningfully than it is with the specific issues on which they focus. This

²⁵ “Appendix 1: National Coalition Narrative CSEF Proposal Form,” p. 14-15.

could be due to the fact that one must “work within the system” in order to successfully engage in advocacy in Cambodia (CAM26).

4.3 Impact and Allocation of CSEF Budget

Before addressing the outputs and results of the CSEF in Cambodia, it is necessary (a) to put into perspective the meaning of these funds for NEP and (b) to state what is known about how the funds were applied. A discussion of these matters informs how the outputs and results of the program should be interpreted.

4.3.1 Impact of CSEF Funding on NEP’s Budget

While the budget for NEP grew significantly in the years prior to 2009, receiving funding from CSEF in that year helped to nearly double its income. Specifically, in 2006 NEP had total budget of \$34,870, in 2007, \$89,141, and in 2008, \$99,100. Of the \$99,100 that NEP received in 2008, a large majority of it (\$91,484) came from five sources: UNICEF (\$28,280), MISEREOR (\$39,780), Education Watch (\$8,562) and ASPBAE (\$14,862). During the following year, due to funding from CSEF, the budget increased by almost 100%. An audit for the period 1 August 2009 to 30 June 2010 shows that NEP received \$97,919 from CSEF alone, making it (CSEF) the largest single funder of Cambodia’s national coalition of education NGOs. This continued for the following budget period (1 July 2010 to 31 December 2011), when CSEF contributed a total of \$134,444. Clearly, the resources provided by the CSEF gave NEP the opportunity to increase both its capacity and advocacy.

4.3.2 Allocation of CSEF Funds 2009 - 2011

When considering the results that have been revealed by the interviews and documents analyzed for this report, it is helpful to have an understanding of the way in which the CSEF funds were employed in practice. To that end, the table below disaggregates, at a general level, how NEP allocated the resources provided through the CSEF from 1 August 2009 to 31 December 2011.²⁶

[SEE TABLE 3 IN APPENDICES]

Given that the specific outputs of the CSEF are discussed in the following section, suffice it here to make a few general observations:

- (a) The largest portion of the spending in each period went to personnel costs. These personnel costs covered, in whole or in part, the salaries of the executive director, research coordinator, education coordinator, finance coordinator, research officer, education officer, communications assistant, and guards. As such, it can be said that CSEF contributed to the core functioning of NEP during the period being analyzed.

²⁶ Note that, due to support from ASPBAE and AUSAID, NEP has received additional AUS\$87,818 in “Bridge” funding for the 2012 year to continue to support activities that align with the initial CSEF proposal (except for the intention to create a National CSEF). See the documents “Bridge funding letter for NEP Cambodia” and “Bridge Funding Application”. This “bridge” funding will continue to support NEP through the end of 2014.

Additional evidence of this is provided by the Estimated Global Budget for 2012, which shows the percentage of each employee's salary that is covered by NEP's various donors. That document shows that CSEF, in 2012, will cover 13.6% of the executive director's salary, 9.1% of the research coordinator's salary, 30.8% of the campaign and advocacy coordinator's salary, 39.6% of the research officer's salary, 35.9% of the finance coordinator's salary, and 100% of the salary for both the communication and information officer and the campaign and advocacy assistant.

- (b) The second largest item to which NEP designated CSEF funds was the CEQE project (represented by expenditures 2, 3, and 6 in the above table). This is not surprising as it was at the heart of the CSEF proposal and the priorities listed there.
- (c) Smaller portions of the CSEF funds were dedicated to member engagement and national-level policy advocacy. However, while the amounts were smaller relative to other types of activities, they are no less important to NEP's mission under CSEF. Indeed, while they cost less than the expenditures required for core personnel, they are only possible once the costs for the latter have been covered.

4.4 Main outputs

This section moves from a discussion of how the CSEF budget was allocated to the numerous ways in which the impact of the resources provided by CSEF have manifested. The goal here is not to determine effect by tracking expenses, but rather, both, to identify the specific activities that the CSEF helped to realize, as well as to discern the effects more broadly which the CSEF has helped to produce by fundamentally affecting the core management, research, advocacy, and training capacity that NEP has had. Thus, the findings presented in what follows have been identified not only by examining financial documents but also by analyzing the interviews that were performed and the assorted files that were collected. As a final cautionary point, it should be noted that the findings presented below may *understate* the outputs and results of the CSEF. This is a consequence of the numerous activities that can be linked to CSEF funding and the fact that all possibly-relevant activities may not have been mentioned (or remembered) by interviewees or reflected in the documents provided to the evaluator.

4.4.1 Research (pilot studies, surveys,...)

Much of NEP's research-related activity can at least partially be attributed, either directly or indirectly, to the contribution that CSEF has made. This is because CSEF not only made it possible to hire a research coordinator in 2009, but also because it increased NEP's ability, as an organization, to create a research advisory board, to compose a think tank, and to carry out information-sharing events based on the results of their research. Additionally, CSEF has contributed in minor ways to individual studies, as explained below.

In addition to producing the NGO Education Report 2010, NEP has also completed the following studies since 2009:²⁷

- 1) "Experiences in Scholarship Implementation in Promoting Education For All," April 2010
- 2) "A Preliminary Study on Community Engagement for Quality Education," April 2011²⁸

²⁷ All studies mentioned here are available on NEP's website:

http://www.nepcambodia.org/index.php?option=com_content&view=article&id=77&Itemid=82&lang=en

- 3) "Life Skills Practices in Cambodia," February 2012
- 4) "Assessing the Impact of Incentives on Teacher Motivation," June 2012

There are also three currently ongoing studies which focus on child learning levels in grade 6, the promotion of children's rights in school, and actual teaching hours.

Notably, the importance of NEP's research has increased over the past couple years. In terms of NEP's legitimacy, the fact that it has the consistent ability to carry out solid studies contributes to this. Relatedly, when NEP now researches an issue it adds to the gravity of that the particular issue among stakeholders in the education sector. That is to say, even though the research that NEP produces is not on par with the larger and more expensive studies that the DPs may carry out, the fact that NEP is researching an issue adds weight to it because doing so shows that civil society is aware of and focused on a certain problem (CAM11, 29). Finally, NEP's research reinforces and elevates the position of NEP on the ESWG & JTWG. The study on school fees and the study on teacher motivation have been impactful in this regard (CAM19, int2, notes).

4.4.2 Training initiatives

Numerous training activities have been carried out by NEP over the duration of the CSEF project. These are detailed belows:

- 1) Training on ESP/ESSP: Following the release of the new ESP/ESSP by the MoEYS in December 2009, NEP provided training to its members to ensure a shared understanding by NGOs and the MoEYS regarding the goals for the education sector for the period 2009-2013.²⁹
- 2) ECCE capacity building meetings: During 2010, the ECCE sub-group facilitated by NEP organized regular bi-monthly meetings to build the capacity of ECCE NGOs and to discuss current issues around ECCE.³⁰
- 3) Workshop on advocacy and dissemination for inclusive education: From 16-18 November 2010, NEP and GCE/LC, in cooperation with MoEYS and World Vision Cambodia, conducted a three-day workshop in Battambang town to promote inclusive education. The purpose was to share and learn best practices on inclusive education advocacy with regard to disability, gender, ethnic minorities, and NFE. Specifically, workshop focused on building awareness and on encouraging a more speedy delivery of necessary provisions.³¹
- 4) Program-based budgeting workshops: As part of GCE activities and in collaboration with 10 of its members and DPs, NEP conducted program-based budgeting workshops in 8 provinces during 2010. The idea was to build the capacity of the participants to ensure that they understood updated systems for education budget management, the program-based accounting journal and how to prepare reports for the program-based budget.³²

²⁸ This study was fully financed by CSEF as part of the CEQE project.

²⁹ "Annex 1: National Coalition Narrative CSEF Proposal Form"

³⁰ "2010 Education NGO Report", p. 33.

³¹ "2010 Education NGO Report", p. 35.

³² "2010 Education NGO Report", p. 36.

- 5) Dissemination workshop on the National Local Life Skills Program: On 2 July 2010, NEP worked with KAPE and World Education to put on a workshop geared (a) to spread knowledge about life skills education, (b) to gather ideas and feedback on the topic, and (c) to establish an ongoing dialogue with interested stakeholders.³³
- 6) Advocacy training to support school committees: NEP has conducted three advocacy training sessions on how to support School Support Committees in conjunction with the Advocacy and Policy Institute. Trainings were conducted in 2010 for staff from three member organizations (those working on the CEQE project), school directors, and official from those DoEs and PoE that serve the 16 schools involved in the CEQE project.³⁴
- 7) Research training workshop: Each year from 2009-2011, NEP has organized workshops on research training for its members. About 25 participate each year. The purpose of the training is, first, to teach members how to collect, process, and analyze data (e.g., in 2010, data on the experiences of implementing scholarship programs to help achieve education for all) and, second, to teach them how to how write research reports. As a result of these workshops, a manual on how to conduct basic studies has been created (in both Khmer and English).³⁵
- 8) Report writing workshop: At the end of 2010 (15-17 December), NEP held a training workshop on how to write reports so that NEP's members would have the skills necessary to communicate in written form with DPs and funders. The workshop was facilitated by an external consultant, Louise Coventry.³⁶
- 9) Media training workshop: during GAW 2011, NEP organized a 1.5-day workshop designed to develop the "knowledge and technical capacities of education NGOs ... on media and for facilitating increased women and girls participation in education services and advocacy debates through media."³⁷ Reportedly, there were more than 47 participants (20 females) present.
- 10) Gender workshop: Together with the MoEYS, NEP and GCE/LC organized three workshops during GAW 2011 in the provinces of Rattankiri and Mundolkiri for 118 total participants (55 females) in order to raise awareness about gender roles and gender equality.³⁸
- 11) Regional consultative workshop for provincial coalitions: On 15 March 2012, NEP led a workshop for NEP members from seven provinces at the Ly Cheu Hotel in Kratie Province. The idea was to "strengthen NGO voice at the sub-national level so that they will become a well-coordinated members association that is able to respond efficiently and contribute effectively to MoEYS initiatives and to do so in a timely manner."³⁹ NEP helped the attending members to identify existing networks in provinces, identify challenges faced by NGOs, provide guidance/advice on

³³ "2010 Education NGO Report", p. 36.

³⁴ "2010 Education NGO Report", p. 37. This workshop was financed by CSEF.

³⁵ "2010 Education NGO Report", p. 37.

³⁶ "2010 Education NGO Report", p. 38. This workshop was financed by CSEF.

³⁷ GAW Report 2011.

³⁸ GAW Report 2011. This workshop was financed by CSEF.

³⁹ "Concept note," p. 1.

participating in the provincial working groups in education, share best practices of BEST, discuss process of establishing networks, review the role of NEP in supporting provincial NGO coalitions.⁴⁰ Two of these workshops were held in 2011, as well.⁴¹

- 12) Training on Community Learning Centers: On 12 May 2012, NEP led a field visit (with financial support from DVV) in Siem Riep to visit the Community Learning Centers (CLC) that had been established by a local NGO and the POE. Representatives of NEP member NGOs that work in NFE partook, as well as officials from the MoEYS, the Ministry of Women's Affairs (MoWA), and the Ministry of Labor and Vocational Training (MoLVT). In all, there were 34 participants (6 of which were women). The objectives of the study tour were (a) to learn strategies for sustainable CLC implementation, (b) to deepen the knowledge and understanding of CLC best practices, and (c) to contribute to influencing policy formulation and development on CLC.⁴²
- 13) Best-practice sharing at bi-monthly member meetings: NEP shares best practices on certain topics at the bi-monthly member meetings held in Phnom Penh.

4.4.3 Campaigns

In relation to GCE campaigns, the CSEF has, for example, directly funded GAW meeting costs and school enrolment campaigns in Cambodia.⁴³ More generally, CSEF has contributed to the GCE campaigns in which NEP has been involved in that CSEF has increased the core capacity of the organization and its ability to support GCE/LC planning, for example, for WTD.

In 2011, NEP impressively supported GAW 2011, on gender marginalization. (See section 3.4 of this report for details.) At that time, NEP supported a launch event, workshops on gender awareness and gender mainstreaming in education, media training to advocate for girls' education, and the production of a book of stories on the struggles and successes of girls and women in education in Cambodia.

In 2012, CSEF has continued to support NEP's contribution to GCE campaigns. Documents indicate, for example, that CSEF has helped NEP organize national and provincial highlighting events for the GAW, create campaign-related materials, and produce TV and radio talk-show programs.⁴⁴ While the launch event for 2011 was held at the Diamong Hotel in Kampot province, the kickoff event for 2012 was held on 8 May 2012 at the Phnom Penh Hotel and focused on ECCE. NEP organized it together with the GCE/LC. Not only were a total of 150 attendees from the MoEYS, NGOs, donors, and UN agencies, as well as media representatives, present that day, but NEP was also able to recruit both the Secretary of State for Education (the most influential government official in the education sector) to make the opening remarks and the Director of the Early Childhood Education Department to make a presentation on the current situation around this issue. The purpose of the event was to raise awareness, share

⁴⁰ "Concept note," p. 1.

⁴¹ "Minute of Annual General Meeting (update) from Bong Vutha NFE".

⁴² "Report on the Exchanged Field Visit in Siem Riep Province on Community Learning Centers (CLCs)".

⁴³ From 2009-2010 financial audit of CSEF Cambodia.

⁴⁴ From CSEF Bridge Funds Tracking document.

lessons, make recommendations, and strengthen the collaboration between NGOs and governmental ministries in order to improve ECCE.⁴⁵

4.4.4 Budget tracking and monitoring of education plans

Generally, NEP monitors the government's plans and ensures that its members are informed. NEP's ability to do this is heightened due to the fact that it participates in the ESWG and JTWG with regularity. Separately, there is an NGO Budget Tracking Forum in Cambodia. This forum takes as its focus the budget of the entire government, and not only the education sector.

4.4.5 Community Engagement in Quality Education (CEQE)

In 2009, NEP created the CEQE project. As the CSEF budget allocation table in section 4.3.2 shows, a large percentage of the CSEF funds have been directed at this program. This program, as explained in section 3.1.1 of this report, was created in order to increase advocacy capacity at the community level. More specifically, for this pilot project, NEP funded three NGOs in three separate provinces such that they could assist a small sub-sample of schools (16 school assisted in all across the three provinces) from each province. The NGOs assisted the schools with which they worked both by providing certain services (e.g., building a playground, creating a school library, installing a school stove to burn garbage, making a garden, carrying out enrolment campaigns, and purchasing reading material) and by providing assistance to the parental and student school support committees that each school has. In addition, these NGOs also attempted to assist in the capacity-building of school directors, provincial officers of education (POE), and district officers of education (DOE). The idea behind this pilot project was to improve the quality of education and to improve the engagement of the community in these schools, in addition to learning lessons on how to build capacity at the provincial, district, and community levels that can then be shared and disseminated to member NGOs in other provinces, not to mention to the MoEYS and DPs (CAMFG1). Aside from the direct impact on the participating schools and associated DOEs and POEs, NEP produced a set of lessons learned from an external evaluation conducted during 2011 on the CEQE project.⁴⁶ To this point, it is not clear how the "lessons learned" document has been shared or what impact it has had.

4.4.6 Establishment of National CSEF

Based on the data collected for this study, the establishment of the NCSEF has not progressed. This could be related to the fact that the NCSEF idea has not been well received by DPs. This was explained in the year 2 evaluation of CSEF in Cambodia:

Although the concept of a National Civil Society Education Fund was presented to Development Partners through ESWG, they do not feel that they fully grasp its purpose or potential structure. Issues raised included confusion over the difference between CSEF and NCSEF and how the latter would be funded, and the fact that it looked like a parallel route to existing civil society engagement. DPs were also

⁴⁵ "Minute of disseminating workshop on GCE Global Action Week 2012 Phnom Penh Hotel Cambodia"; "Press Release: 'Young Children Simply cannot Wait'".

⁴⁶ "Lessons Learned from the CSEF/CEQE Pilot Project in Cambodia: August 2009-July2011".

unclear as to the difference between the community engagement and national advocacy objectives of the project. NEP itself felt that the presentation was too broad, and that they need a more focused strategy for defining and presenting a Cambodian NCSEF. ... Other stakeholders, such as ministry and members, suggest little knowledge or understanding of either CSEF or NCSEF.⁴⁷

No mention was made of the NCSEF by interviewees from NEP, though an interviewee from UNESCO did express the perspective that NEP itself did not possess a clear understanding of the difference in purpose and practice between NEP and the NCSEF (CAM4).

4.5 Key results (according to the logical framework of the project)

In this section, key results are discussed in terms of the logical framework (i.e., theory of action) embedded in the CSEF project proposal by NEP. Results for objectives 1 and 3 (as listed in table 1) will be discussed under the capacity building section (4.5.1). Results related to objective 2 will then be discussed under the advocacy section (4.5.2). No results will be presented in terms of objective 4 (the creation of the NCSEF) since the development of a NCSEF has not yet moved beyond the discussion stage, as indicated in the previous section.

4.5.1 Capacity building

The **first objective** of the CSEF project was to **strengthen members' advocacy capacity and ability to facilitate community engagement in quality education**. The primary way in which NEP has attempted to address this objective has been through the CEQE project. Although a lessons learned document exists based on this project, the evaluation that was done to produce those lessons learned did not attempt to assess whether or not members' advocacy capacity had been enhanced. The same can be said for the document, "Civil Society Education Fund Project Evaluation, Cambodia – Year 2: July 2010 – August 2011." That document focuses more on the outcomes from the CEQE at the school level and on the operation of the school support committees and less on whether or not NEP was successful in augmenting either the advocacy capacity of the participating member NGOs or their ability to facilitate community engagement. What we do know is that, for the three organizations which worked with NEP to implement the CEQE, they received training during 2010 on how to facilitate community member engagement in the school support committees (as noted in section 4.4.2 of this report).

The **third objective** of the CSEF project also relates to capacity building. That objective was to **strengthen NEP's institutional capacity**. The results of this evaluation indicate that CSEF has contributed to this objective by

- 1) Initially allowing NEP to hire three new personnel in key positions – a research officer, an education officer, and a finance coordinator/accountant – and by continuing to partially finance a number of important positions within NEP after the first year, including the executive director, campaign and advocacy coordinator, advocacy assistant, research coordinator, and communications assistant, in addition to those positions previously mentioned. After two years of funding from CSEF, NEP stated that it "is adequately staffed and does not have the problem

⁴⁷ "Civil Society Education Fund Project Evaluation, Cambodia, Year 2: July 2010-August 2011," p. 25.

of staff shortages as experienced in previous years.”⁴⁸ Indeed, before the CSEF, NEP had 5 staff; it now has 15, spread across four “sections”: Education Section, Research and Advocacy Section, Finance and Administration Section, and Membership and Communication Section.⁴⁹

- 2) Providing for basic yet essential activities that increase the fundamental capacity of NEP to fulfill its charge as a membership organization, such as the cost of printing the newsletter, hosting the annual general meeting, updating the website, organizing consultation meetings with NEP members.⁵⁰
- 3) Covering office overheads and administrative costs (e.g., \$8,000 in 2012), such as new internet and phone services.
- 4) Financing project evaluations for years 1 and 2 of the CSEF.
- 5) Attracting more education NGOs to join NEP. The membership increased from approximately 70 at the beginning of 2009 to 118 in 2012.

4.5.2 Advocacy

NEP’s **second objective** for the CSEF project was to **strengthen policy engagement and stakeholders’ participation in education governance**. To be sure, NEP has indeed been successful at policy engagement during these past few years. In particular, NEP has contributed to policy dialogue and/or feedback with the DPs and/or the MoEYS on the early childhood care and education (2010), the National Strategic Development Plan (produced in 2009), the Education Sector Support Program mid-term review (in 2011), Teacher Policy (ongoing), and Child Friendly Schools Policy (ongoing).

The specific of ways in which NEP has both engaged in policy and strengthened stakeholders’ participation in education governance since 2009 include the following activities:

- 1) Policy engagement⁵¹ via the conduct and presentation of targeted research studies: In addition to conducting the studies listed in section 4.4.1, NEP has also formally presented its research to education stakeholders. One event stands out in this regard. It was all-day event held at the Phnom Penh Hotel (one of the nicest and most prestigious in Cambodia) on 4 July 2012, and was attended by a broad cross-section of representatives from ministries with the MoEYS, DPs, POEs, DOEs, and teachers. The purpose of the event was to present the research report that had been completed one month earlier on the impact of incentives on teacher motivation.
- 2) Policy engagement via the ESWG and JTWG: Not only has NEP has secured a permanent seat on both of these high-level working groups, but it uses that position in order to periodically contribute feedback (e.g., on the mid-term review of the 2009-2013 ESP), particularly through the ESWG,

⁴⁸ “Bridge funds application,” p. 9

⁴⁹ “NEP 5 Year Strategic Plan,” p. 9.

⁵⁰ According to the 2009-2010 financial audit.

⁵¹ The 2010-2011 financial audit of NEP indicates that “per diem, material costs, transportation costs, and data entry costs associated with strengthening the advocacy and policy capacity at the national level” were covered by the CSEF.

where NEP can also present its research findings. While NEP attends the JTWG, that forum is not structured to allow for much contribution by NEP (for more information on the ESWG and JTWG, see sections 2.1.6 and 3.1.2 of this report). The feedback that NEP submits through the ESWG is consolidated with the other feedback from DPs and is then passed along to the JTWG.

- 3) Policy engagement via individual work with MoEYS departmental directors: NEP often meets with a few of the directors from within the MoEYS (e.g., directors of Primary Education, the Planning Department) to provide feedback on specifics of certain education policies. Interviews with the directors of both the Primary and Planning Departments indicated that they value the ground-level, practical knowledge and suggestions that NEP contributes (CAM5, CAM7).
- 4) Policy engagement via MoEYS events – Education Retreat, Education Congress: By attending the events that the MoEYS holds for the purpose of gathering feedback, NEP is able to contribute pertinent policy-related information and suggestions to the government. While the Education Congress tends to be a larger event (that is often celebratory in nature), the Education Retreat (which NEP just began to attend over the past three years) represents a valuable opportunity. This is so because the Education Retreat is a high-level event that is held over the course of 2-3 days once per year outside of Phnom Penh by a small group of 20 stakeholders from within and outside government who attend in order to have formal and informal discussions on salient education issues. NEP is able to solicit feedback from its member that it can attempt to incorporate in both the Education Retreat and the Education Congress.
- 5) Stakeholder participation in education governance – provincial coalitions: Over the past two years, NEP has held at least 7 workshops on how to create provincial coalitions so that NGOs operating at the provincial level would be able to advocate for education at that level (through the provincial JTWGs that are being formed) and to participate in the creation and monitoring of the provincial AOPs elaborated by the POEs. To date, however, these coalitions have not been successful by and large because of a lack of capacity in NGOs operating the provincial level and because of a lack of funding to finance the activities that would be required for such a provincial coalition to operate. That said, this is an ongoing initiative that may improve over time (CAM19, in1, 17-18). (See section 3.1.1 of this report for more.)
- 6) Stakeholders participation in education governance – CEQE: The CEQE has enhanced stakeholder participation in education governance in the 16 schools and for the three member NGOs which were associated with the project from 2009-2011. The question now is how to leverage those experiences and lessons learned to increase stakeholder participation elsewhere. (See sections 3.1.1 and 4.4.5 for more on the CEQE and its results.)

4.6 Learning & Innovation (knowledge management)

CSEF has directly facilitated learning and innovation in that it funded the CEQE project, from which a lessons learned document was produced in 2011. Indirectly, the CSEF has resulted in learning through the research, consultations, and sub-sector working groups (e.g., on ECCE) that NEP has conducted and/or led.

4.7 Recognition

The extent to which NEP is now recognized as an integral actor in the education sector cannot be understated. To be sure, a number of different actors recognize NEP's contributions and abilities for many different reasons, as enumerated below:

- 1) Recognized for research and analytic abilities: A representative of the ADB commented that NEP makes "sharp observations" (CAM8, 6). In addition, the interviewee from the WB shared that he cites a particular study done by NEP – the one on valuing teachers (CAM6, notes).
- 2) Recognized as the coordinator of education NGOs in Cambodia: The MoEYS sees NEP as the coordinator and filter for education NGOs in Cambodia. Indeed, recently, when one local NGO attempted to communicate directly with the MoEYS, that NGO was told "No, don't talk to us. Talk to NEP. NEP will talk to us" (CAM11, notes).
- 3) Recognized as the preeminent voice of civil society in education: As the Director of the Planning Department within MoEYS said, "We cannot deal and work individually with all NGOs. We have to work with NEP, and NEP can further work with all NGO under NEP" (CAM5, p. 27). Additionally, whenever any committees are formed by the government for dialogue on policy, NEP is always invited (CAM19, int1, 17). The interviewee from the WB reaffirmed this: "Yes, they (the MoEYS) always call, 'please join us, so that we can work coordinate, cooperate and especially to ensure that sustainability of program activities.' They always call" (CAM6, 23).
- 4) Recognized as integral and trustworthy by the MoEYS: Two quotes make this clear. The first is by the GCE/LC, while the second is from NEP's Director.

"CAMFG2: You know, actually, ... gradually NEP become more stable and do more activity, so the Ministry start to really trust us as a representative of civil society, ... so they invite us to all meetings that the Ministry conduct, so it seems like even the Minister, even the Education Ministry, the Annual Education Retreat, NEP has been invited to provide feedback – what is the progress, challenges – and NEP has been invited to join Annual Education Congress, teacher policy, everything from the Ministry of Education in Cambodia. So, our profile has been raised to some extent. We are recognized by the Ministry." (CAMFG2, 11).

"But for example, like teacher policies, they put the name of NEP in the small working group as well as in the technical working group for developing teacher policy. In the retreat, they say ok, NEP have to be there. In the committee they formed to prepare for the education congress, they also have NEP there. And the midterm review or something, they also invite NEP. So every time they have meeting or consultation or develop any new policy or revise policy or something the name of NEP always appears in the list of invitation." (CAM19, int1, 21).

- 5) Recognized as one of three main pillars of education sector: The interview conducted with the Secretary of State for Education made it clear that he considers NEP (but civil society more broadly) to be one of the pillars of the education sector (outside of government), along with the UN family of organizations and bi-lateral donors. Two additional quotes shed more light on this. The first is from UNICEF and the second is from JICA.

"Compared to ten years ago, it's a big difference ... the capacity as NEP and the way that they been institutionalized as the umbrella organization for the NGOs. I mean they're really now like a

kind of recognised, one of the three main pillars in the sector; government, development partners and civil society” (CAM3, 17).

“I think they are equally treated as one of the developing partners. They are not government but like large major donor, bilaterals, like us and NEP they are equally treated as members of the ESWG. And so, they are what they say is equally treated and so in a sense they are doing good I think” (CAM14, 2).

- 6) Key actors in MoEYS recognize NEP as a contributor of valuable suggestions: The MoEYS shares that, due to the overwhelming number of primary schools in Cambodia (more than 6,849), it is not able to stay in touch with what is happening at the local level as well as NEP is. Thus, the Director of the Primary Department values NEP suggestions and inputs because they are practical and rooted in experience at the school level (CAM7, 7-10). Similarly, the director of the Planning Department stated the following: “They [NEP] have very good practical recommendation from practical perspective.” (CAM5, 10)

4.8 Substantive impact (including gender-oriented empowerment)

The substantive impact of CSEF on NEP has been diverse. That is to say, there are numerous ways in which NEP has experienced the (direct, cumulative, residual) impact of the CSEF, all of which are detailed below. It is important to note that many of the impacts, while conceptually distinct, are inter-related. In all, I detail below 19 ways in which the CSEF has impacted NEP. These 19 ways have been divided among five groups – impact (a) on NEP’s general capacity, (b) on NEP’s formal advocacy engagement, (c) on NEP’s relationship with government and DPs, (d) on NEP’s influence, and (e) on NEP’s funding.

4.8.1 Impact on NEP’s General Capacity

- 1) NEP core capacity has grown: Due to the fact that NEP could hire additional (and well-trained) staff in key positions, the core capacity of the organization has grown. This inherently affects all the activities in which NEP is engaged. The director of VSO, a long time ally of NEP, made a series of comments on how the CSEF has impacted NEP:
- *“The capacity of NEP has been increased significantly in term of number of staff and confidence in skills. The activities have been expanded to provincial level especially the community participation, early childhood and research. NEP profiles have been increased significantly for both national and international for advocacy.” (CAM23, 2).*
 - *“Capacity – large number of NEP team with specific skills and experience on programmes. Staff skills and knowledge have been increased and are confident to do their jobs with less support from outsiders.” (CAM23, 3).*
 - *“Mobilizing existing skills to support in specific needs eg: research, campaigns, forums.” (CAM23, 3).*

The significance of these development is that, in the words of a member of NEP’s leadership, NEP could “fulfill the task of the organization” (CAM20, notes).

4.8.2 Impact on NEP’s Formal Advocacy Engagement

- 1) Improvement in NEP’s stature and ability to advocate: The interviewee from the ADB speaks to this

point:

“Before that I think couple years ago they even not consider the point raised by NEP as long as the DP as long as the donors support that point. So basically I told NEP if you find anything interesting, you have to convince DP and DP will... I mean donors like ADB, World Bank, and more influential to the government – send through them, if they support. But now they can even do it. You know they can say ‘hey government! What I have done, we have a team of professionals and this is evidence based and I just want to let you know and if anything else you need justification, you need any information from this finding more they are ready.’ You know, they say ‘take it this is my recommendation. Take it. These provide changing.’ You know, you are not feeding the government but make the food available if they want to eat, and you know they have choices. So, now I think the capacity of NEP getting equivalent” (CAM8, 4).

- 2) Permanent seats on the ESWG and JTWG: By being direct and proactive, NEP was able, in the past 4-5 months, to secure a permanent seat on the ESWG and JTWG through which the formally represent their members. The Director of NEP explains how this happened:

“In the past they just, sometimes they [MoEYS] want to invite NGOs so they just go and invite. Then I told them, those members are happy that you invite them, but please don't forget to invite NEP. And they ask me why and I say because they have the view they have no role to coordinate the rest of NEP members. When they join they just talk about what they do. How about the other members. And at the time I say, how about 50 others. How about 60 others. What can you do? So it's NEP. And what I was saying it did not mean that I try to not allow you to invite members. You can continue to invite NEP members but don't forget to NEP. Because when NEP join the meeting, NEP have the role to share all the relevant information to the members. The rest of the members. And then we can consult, coordinate and consult with members to collect broad input, broader input from previously we put, the real evidence based input for you. And for the government. So finally they agree” (CAM19, int2, 8-9).

- 3) NEP now has the confidence to make research presentations directly to the JTWG: As a result of the experience gained over the past three years (doing research, participating in the ESWG and JTWG, interacting with DPs and MoEYS in a variety of settings, practicing the presentation of researching findings, and facilitating a range of training activities), NEP now has the confidence to request that it can make a presentation of its research directly to the JTWG. First, however, the DPs have decided that NEP must make its presentation to the ESWG in order to determine if it (NEP) is ready for that step (and whether the research merits presentation directly to the JTWG).
- 4) NGO engagement has expanded beyond the ESWG: At the regional meeting in Jakarta during November 2010, NEP reported that NGO engagement prior to then had been “only through ESWG”.⁵² It is thus significant to note that engagement in advocacy and capacity-building has expanded dramatically since then, as this report has shown.

4.8.3 Impact on NEP's relationship with Government and DPs

⁵² “NEP Cambodia – CSEF Meeting – Jakarta”.

1) NEP has a better relationship with its donors: The Director of NEP explains that the “very good relation” that NEP has with its donors is the result of “organizational development with ... sound financial management and financial sustainability” in addition to “the extension of activities” – all of which CSEF has facilitated (CAM19, int1, 17).

2) Government and DPs buy into importance of NEP’s member-based feedback: NEP has purposively invited representatives of the government and DPs to NEP’s feedback-gathering events so that they could see how NEP arrives at its input for policy discussions. The result has been buy in from government and the DPs regarding the importance of that feedback:

“We invite government, we invite the other partners to attend the meeting, and to attend the consultative workshop with us, and then they realize that the way we do it is very useful and they get a different input and very important for the reflection between the real implementation and the policy. ... That is one way to promote, you know to raise our reputation. Not only among NEP even among the leader of the Ministry of Education” (CAM19, int1, 6-7).

3) ESWG waits for NEP to gather feedback from its members: Beyond making room for the participation of NEP in the ESWG, the DPs now recognize the importance of input from NEP’s members and so allow time for NEP to collect that feedback before proceeding.

“DBE: Ok. Do you think, over the last three years, since 2009, in the education sector working group, is NEP more respected now than before? ... How do you know? ... CAM19_1: One because our regular engagement in the meeting and share our inputs. And through our engagement we invite them to engage with our activities. So, normally when they talk they ... say, ‘you have to see NEP. We have to talk with NEP about that.’ And sometimes they also say NEP you need time to coordinate with your members and provide input. So they provide us the [time]. They allow us to do presentations. In the past, when we ask them to join our research advisory group, they deny. But now they join.” (CAM19, int1, 24).

4) NEP sought out for comments by DPs: For example, the head of UNESCO asked NEP for feedback on the speech that she gave at the opening ceremony for the mid-term review of the ESP (CAM20, notes).

5) NEP now consulted by MoEYS for a range of policy-related events: In the words of NEP’s director, in addition to being consulted on the AOP, the MoEYS includes NEP in a host of events policy dialogue and policy review activities:

“For example, like teacher policies, they put the name of NEP in the small working group as well as in the technical working group for developing teacher policy. In the retreat, they say ok, NEP have to be there. In the committee they formed to prepare for the education congress, they also have NEP there. And the midterm review or something, they also invite NEP. So every time they have meeting or consultation or develop any new policy or revise policy or something the name of NEP always appears in the list of invitation.” (CAM19, int1, 21).

6) NEP cooperates closely with the MoEYS: The Director of the Primary Department attests to this:

“On behalf of the MoEYS, ministry of education for Cambodia, primary department, I can say something about the work of NEP in the so far that we cooperate closely each other about the improvement of the quality of education, especially in the primary level so far because the NEP is

the association one work in Cambodia and NEP cooperate or facilitate all other NGOs in Cambodia which is good partner with the ministry” (CAM7, 1).

4.8.4 Impact on NEP’s Influence

- 1) Opportunities have appeared for NEP to influence decentralization: As a result of the CEQE project and the documented lessons that NEP has learned, the head of the Primary Education Department mentioned at a regional meeting in front of hundreds of attendees that he seeks to meet with NEP about drafting new roles and responsibilities for school support committees (CAM20, notes).
- 2) Contributing to MoEYS priorities: The research for this report indicates that NEP has been able to influence at least one issue on the short list of priorities for the MoEYS, according to a high-level interviewee from VSO: “Through research and advocacy, the Ministry of Education has included the reduction of parental costs in the priority list of the Education Strategic Plan” (CAM23, 5). Moreover, that same interviewee asserted that NEP “can influence in a decision making of the government in education sector” (CAM23, 3).
- 3) NEP does advocacy for other orgs: NEP’s advocacy capacity has increased to the point that other DPs have requested that NEP raise certain points to the government on their behalf. A representative of UNESCO mentioned, for example, that DVV has decided to work through NEP because working directly with the government (on non-formal education) is too difficult (CAM4). Separately, the GCE/LC touched on this point in relation to UNICEF:

“CAMFG2: Also, because is the only NGO supported by UNICEF more than 10 years since 2001, and UNICEF is the chair of ESWG. So, for them, Development Partners, because they feel that they are very close to the government, they are so close, so sometimes if they have anything that they want us to raise, they say, “ok, please NEP raise.” And sometimes we ask DP to raise anything that we feel that, ok, if UNESCO raise it is better than NEP, but some issues UNESCO, UNICEF want NEP to raise – like, you know, informal school fee, NEP has done several research and then advocate for many, many times, but still we try, ok, we talk to UNICEF, please can you talk/raise this during the Joint Monitoring Indicator discussion with the Minister. Ok, then we discuss in advance, then he raise during the meeting. So, it seems like we try to work together well about this issue and then we discuss and then we inform to the Minister, to the policymaker” (CAMFG2, 1)

- 4) NEP’s research adds legitimacy to issues in the education sector: One interviewee – an academic from the Royal University of Phnom Penh – explained that NEP’s research is important because, for key stakeholders in the education sector in Cambodia, it adds legitimacy to those issues on which the research focuses. Even though the research quality may not be on par with that conducted by some INGOs and DPs, the fact that NEP is researching an a given issue adds weight the issue because it shows that civil society is aware of and focused on a certain problem (CAM11, 29).
- 5) Sub-national coordination: This is a new step for NEP over the past three years. As NEP’s directors comments, “Previously we only coordinate the education at the national level but now we can coordinate at the sub national level. We have coordination at the provincial level to form and to work with each other as a team. And we can also inform them about how to work effectively with

the provincial NGO departments and to solve some issue, too” (CAM19, int1, 17-18).

- 6) World Teacher’s Day Perceived Differently: As a result of the work that NEP and the GCE/LC have done in recent years, WTD is now no longer perceived as being governmentally orchestrated. The year 2 evaluation of CSEF in Cambodia reports that, “In previous years [WTD] was widely seen as a government controlled event, but in 2011 GCE felt that this is no longer the case, and that teachers were better able to have their voice heard, even participating in a radio talk show.” (Hill, 2011, CSEF yr 2 eval, p. 12).
- 7) Buttressing GCE activities: The GCE/LC mentioned that the funds from the CSEF have been particularly important recently for GAW activities, as some donors have cut their funding due the global financial crisis (CAMFG2).

4.8.5 Impact on NEP’s Funding

- 1) CSEF has led to stability of funding: CSEF provided the first large infusion of funds, apart from UNICEF and MISEREOR, both of which helped to found NEP. CSEF funds came in 2009 and were then followed by DVV, STC. More specifically, CSEF funds have provided legitimacy to NEP and have had the effect of fostering trust among donors of NEP’s abilities – which leads to additional funding, because donors communicate about abilities, transparency, financial management, etc. (CAM19, int2, notes). As the Director of NEP notes in his 2011 report on the CSEF:

“Now funding security of NEP seems better than before as more and more donors are interested to work with NEP. As such, the number of donors and annual budget gradually increase from year to year. Beside CSEF fund, NEP has 6 other donors, such as UNICEF, SC, ActionAid, DVV, KAPE and including membership fee.”⁵³

5. Conclusions

5.1 Summary of the main findings

CSEF has had a ripple effect in Cambodia. While the CSEF has directly funded certain discrete actions (e.g., paying salaries, covering administrative and overhead costs, funding GAW activities, financing the CEQE project, etc.), the real impact is found once-removed from these initial actions. That is to say, the results of the CSEF manifest in both those tangible accomplishments and less-visible developments that have come about in the wake of the initial investments that CSEF has covered.

Tangible Accomplishments: CSEF ...

- Doubled NEPs income, initially
- Partially and/or wholly financed the salaries of key individuals within NEP (see section 4.3.2 for more)
- Funded the CEQE Project to enhance community engagement in quality education, as well as the

⁵³ “NEP Cambodia Project Completion Report Final,” p. 8.

associated preliminary study on CEQE and the “lessons learned” document

- Provided resources for advocacy training to support school committees
- Covered costs associated with national-level policy advocacy
- Helped pay for administrative and overhead costs associated with running an organization
- Contributed to costs associated with GCE activities
- Made possible media training and gender-focused workshops
- Allowed NEP to share information about, and to train member NGOs on, how to form provincial NGO coalitions

General Developments: CSEF resulted in or contributed to ...

- A dramatic increase in the institutional capacity of NEP, such that it could more fully perform those tasks associated with a coalition organization (advocacy, research, policy dialogue, communicate with members, conduct trainings, etc.)
- Widespread recognition by others of NEP’s value, abilities, and integral coordination role
- The success of NEP in formal advocacy engagement (see section 4.8.2 for more)
- Improved relationships with both government and DPs (see section 4.8.3 for more), which results in additional opportunities for NEP to work with government and DPs, often in capacities outside of the normal, formal advocacy role
- The enhanced influence of NEP, in a variety of ways (see section 4.8.5 for more)
- The legitimacy and impact of NEP’s research
- The sub-national coordination of education NGOs on the part of NEP
- The perception that WTD is no-longer government controlled
- The augmentation and sustainability of funding for NEP

5.2 Discussion

Based on the findings presented in this report, the CSEF can be considered to have been successful in Cambodia. This is because the CSEF allowed NEP to address the shortages that it was experiencing in terms of core capacity prior to 2009. Further to the point, CSEF was successful because it was being implemented in a context where the director was well-qualified, genuinely concerned with improving the capacity of the organization, and fostered an environment of trust and openness. If NEP were to have had a director who did not exhibit these characteristics, it is likely that the successes discussed earlier in this paper would have been stifled.

Moreover, it can be said that the CSEF was used effectively because NEP dedicated a large portion of the resources it received to improving those capacities within the organization that would be most useful for advocacy purposes given the context and the historically antagonistic relationship between NGOs and the government. That is to say, NEP used the CSEF effectively because it used a large portion of it to increase its ability to do research and to participate in national-level policy advocacy through the ESWG and JTWG, for example. In Cambodia, evidence-based research and engagement through government-sanctioned processes are both acceptable practices, while pursuing openly critical and confrontational advocacy strategies are not.

The verdict on the CEQE project, however, is mixed. While NEP funded three of its member NGOs so that they could increase participation in school governance and advocacy at the community-, DOE-, and POE levels, the project veered from the core mission of NEP. In other words, the project was more focused on implementation than it was on activities related to coordination of NGOs and increasing the

capacity of NEP's members, for example.

Lastly, and as previously discussed, the attempt to establish a NCSEF cannot be considered a success, since it did not move past the discussion stage with DPs.

5.3 Lessons learned

- 1) When an organization such as NEP is suffering from a lack of finances and credibility, the infusion provided by a CSEF-type program can have a multiplying effect, as long as it is used to address the weaknesses in capacity that the recipient organization is facing – and, preferably, over a multi-year time horizon.
- 2) When a government is not receptive to confrontational and antagonistic advocacy methods, it may be more advantageous to participate in established (albeit often government-controlled) processes in order to gain the trust of the MoEYS and the DPs. Over time, as the government and DPs come to appreciate and rely on the roles that an organization such as NEP performs (e.g., policy-centered research, data collection on education NGOs, practical and grassroots-level information sharing, feedback presentation, etc.), the NGO coalition may have opportunities to meaningfully, directly, and non-threateningly contribute to education policy reform.
- 3) In a deferential and passive culture like that of Cambodia, the confidence to directly address prominent governmental officials develops slowly, over time, and can be aided by practicing collaboration and advocacy with DPs.
- 4) In addition to participating in macro-level policy dialogue in forums such as the ESWG and JTWG, it is just as important that coalitions build relationships with department heads (and technical specialists) within the Ministry of Education such that they can influence the details of policy formulation and implementation.
- 5) National education NGO coalitions operating in an authoritarian and intolerant environment, such as was NEP, need to be cautious and vigilant so that they are not co-opted by the government. It is easy to become complacent upon learning to operate within the boundaries established as acceptable by the authorities. Efforts at influencing the agenda of the government must continue, but in a way that is measured, consistent, and convincing, without triggering a reactionary response.
- 6) If a coalition is going to use the CSEF to fund a community-level project – like NEP did with the CEQE – it should make sure that it systematically captures its own experience while the project is ongoing so that it can later share with other NGOs and coalitions strategies related to, and difficulties associated with, increasing the capacity of member NGOs who then attempt to increase the capacity of community members to engage in local advocacy and school governance.
- 7) In terms of the NCSEF, the experience of NEP has shown that it should not have broached a discussion with DPs on creating new structures before ensuring that it understands how those new structures differ from existing ones.

6. Tables and Appendices

Table 1: CSEF Cambodia: Objectives and Theory of Action⁵⁴

Objective	Theory of Action: This objective will be met by ...
1. Strengthen members' advocacy capacity and ability to facilitate community engagement in quality education in selected provinces, in addition to compiling a community engagement pilot manual and encouraging replication by education NGOs and other interested parties.	<ul style="list-style-type: none"> (a) Conducting a pilot of the Community Engagement in Quality Education project; (b) Building and strengthening a constituency in the pilot project target communities that is ready to assist in improving education access and quality and capable of participating in the community-level governance of education; (c) Carrying out a preliminary study of stakeholders' perceptions of quality education in the target communities; (d) Providing advocacy training to member NGOs; and (e) Sharing the results of the pilot with DPs and government.
2. Increase policy engagement and stakeholders' participation in education governance to achieve key education reforms to meet EFA targets.	<ul style="list-style-type: none"> (a) Producing evidence-based policy research, (b) Cooperative interaction with government and donors, (c) Achieving broader support for EFA and for specific policy issues, and (d) Active participation in the formulation of country development plans.
3. Strengthen NEP's institutional capacity.	<ul style="list-style-type: none"> (a) Hiring and training three new staff (research officer, education program officer, financial manager) (b) Maintaining the participation of member NGOs and NEP's Board (c) Improving communication strategies (d) Maximizing opportunities to learn from other experiences
4. In collaboration with ASPBAE/GCE launch NCSEF by Year 3. (Contingent on dependencies addressed in Year 1 and 2)	<ul style="list-style-type: none"> (a) Raising awareness about a National CSEF (b) Securing acceptance and commitment from key stakeholders to sit on the board of a National CSEF (c) Obtaining additional funding

⁵⁴ Derived from "Appendix 1: National Coalition Narrative CSEF Proposal Form," p. 14-15.

Table 2: NEP’s Diagnosis of and Solutions to Education-Related Issues in Cambodia⁵⁵

<u>Issue</u>	<u>Diagnosis</u>	<u>Solution</u>
Governmental Capacity		
1. Lack of government capacity to effectively implement education policy and programs	- MoEYS’ lack of experience with policy and program implementation inhibits effective policy and programs	- Rely on development partners and NEP - Search for additional technical and financial support in the areas of training and monitoring
Teacher- and Pay-Related Issues		
2. Teacher shortage	- To address the teacher shortage, MoEYS has hired many contract teachers (locally recruited, unqualified, mostly in rural areas where there is an acute shortage)	--
	- MoEYS has implemented double-shift teaching (i.e., often teaching two four-hour blocks at two different grade levels)	--
3. De-motivated teachers	- NEP research has identified the following factors that de-motivate teachers: Low salary, corruption and nepotism, poor leadership, and lack of voice.	--
4. Informal school fees	- As a result of low teacher salaries and unreliable payment procedures, teachers endure difficult living conditions and must seek additional sources of income	- Increase governmental spending on teacher salaries
Vulnerable Groups & Reaching the Unreachable		
5. Reaching vulnerable groups	- Many children remain out of school - Net enrolment rates for primary school (93.3%) and lower secondary school (34.8%) fall short of the government’s target of 96% and 50%, respectively ⁵⁶	- Increase the number of scholarships - Introduce merit-driven support programs for girls - Continue to equip schools with ramps and facilities for easy access

⁵⁵ Derived from “Appendix 1: National Coalition Narrative CSEF Proposal Form,” p. 14-15.

⁵⁶ As of the 2007/2008 academic year.

- The literacy rate (75.6%) remains low and below the government's target of (90%)⁵⁷

- High number of children with disabilities remain out of school

School- & Classroom- Related Issues

6. Limited time for active participation and practice in class

- Students only spend 4 hours per day in classes with as many as 70 students in primary school and 45 in lower secondary school
- Parents need to be aware of the importance of homework, checking students' workbooks, and providing parental support to ensure students have enough time to complete homework

7. No shared understanding of the elements of quality education

- Difficult for teachers to manage these course loads

- Consensus on what a quality education is does not exist
- A shared understanding of what a quality education is needs to be established among key actors such as MoEYS, local NGOs, schools (directors, teachers), parent associations, students, and unions

Community-Related Issues

8. Lack of community engagement in education

- Additional community participation could lead to improved quality of education
- Provide support to parents and students to engage in school governance

⁵⁷ See "Appendix 1: National Coalition Narrative CSEF Proposal Form," p. 14-15.

Table 3: CSEF Budget Allocation 2009-2011⁵⁸

<u>Expenditure</u>	<u>US Dollar (and Percentage) Allocation of CSEF Funds</u>	
	<i>1 Aug 2009 – 30 June 2010⁵⁹</i>	<i>1 July 2010 – 31 December 2011⁶⁰</i>
1. Personnel costs ⁶¹	22,425 (22.9)	58,759 (45.7)
2. Community engagement (CEQE)	21,357 (21.8)	38,380 (28.6)
3. Strengthening of NEP's members to facilitate community engagement (CEQE)	15,023 (15.3)	21,731 (16.2)
4. Office overhead & administration	9,534 (9.7)	12,250 (9.1)
5. Member engagement	2,023 (2.1)	10,958 (8.2)
6. Community learning center support ⁶²	--	7,499 (5.6)
7. National-level policy advocacy ⁶³	3,105 (3.2)	5,560 (4.1)
8. Project evaluation	--	5,559 (4.1)

⁵⁸ This table has been created based on information found in the document, "NGO Education Partnership Civil Society Fund Project Financial Statements for the Period from 1 July 2010 to 31 December 2011".

⁵⁹ The dollar totals for this year do not equal the full amount awarded by CSEF because NEP did not spend all of the funding received before 23 June 2010. NEP ended the year with an excess of \$24,467, which it spent on CSEF priorities during the following time period.

⁶⁰ The dollar totals for this period equal \$160,969. See the above footnote for an explanation.

⁶¹ These costs cover the salaries of the finance coordinator, research officer, education officer, guards, and partial salaries of the executive director, research coordinator, education coordinator, and communications assistant.

⁶² This represents per diem, material costs, transportation costs, and data entry costs to conduct the activities related to supporting community learning centers.

⁶³ This represents per diem, material costs, transportation costs, and data entry costs to support strengthening of the advocacy and policy capacity at the national level.

Appendix 1: CSEF Architecture

In terms of regional organizations, evidence only exists that NEP has interacted with ASPBAE. This interaction has occurred for the following reasons and in the following ways:

1. ASPBAE provides monitoring and coaching to NEP by helping in the preparation of funding proposals and financial documents. Presumably, the visit by Bernie Lovegrove (the CSEF Regional Coordinator) at the end of February 2010 for 5 days was related to these purposes. ASPBAE representatives again visited NEP in the summer of 2012 for a week, both to check up on NEP's activities as well as to make preparations for annual general meeting of ASPBAE, which will be held in Phnom Penh this September.
2. There was a CSEF regional workshop coordinated by ASPBAE during 11-15 November 2010 in Jakarta in order to: provide updates on developments related to CSEF (internationally, regionally, and at the coalition level), share lessons learned and good practices regarding engagement in FTI and ESP processes, strategize on next steps, plan motions for the World Assembly, discuss implications of the no cost extension decision for yr2 CSEF budgets, and revisit issues related to coalition financial reporting/coordinator issues/NCSEF strategies. Three NEP staff and the director of NEP's board attended.

With regard to interaction between NEP and the CSEF Global Secretariat, there is limited evidence. The extent of interaction seems to be limited to the CSEF Global Secretariat (a) communicating to NEP information on global initiatives and (b) sending to NEP materials related to the annual global campaign theme.⁶⁴

⁶⁴ "NEP Cambodia Project Completion Report Final."

Appendix 2: Interesting Interview Quotations and Notes that Do Not Fit in the Main Text

Note on Relationship between NEP and CITA

CITA is a teachers union in Cambodia that was formed in 2000. It is not the teachers union associated with the dominant party in power – the Cambodian People’s Party. That teachers union is known as the National Educators Association for Development (NEAD), and it has a close, supportive, and uncritical relationship with the government. CITA characterizes NEAD as “yellow union” in that it is easily controlled by the government. Additionally, NEAD does not partake in advocacy activities related to WTD or GAW. Unlike NEAD, CITA is not a member of NEP. To complement this description of the dynamics between CITA and NEP, I include below a series of points:

- CITA has a more confrontational style, though it recently has begun to try more discursive methods on engagement.
 - CITA rejects the notion of complying with the government and asking for permission to carry out its own advocacy activities. For these reasons, CITA is a very controversial organization in Cambodia. If NEP were to work with CITA openly, it would jeopardize its own relationship and standing with the government.
 - For all intensive purposes, until 2010, CITA and NEP did not work together, let alone interact.
 - These past two years, however, CITA and NEP have worked together implement activities related to GAW 2011 and GAW2012. CITA’s funding for these events came from VSO.
 - In recent weeks (July 2012), CITA has started to attend, in an unofficial capacity, the meetings of the GCE/LC. It should be noted, though, that the ability to attend these meetings did not materialize without a protracted contest of wills between CITA (which was pushing to admittance to the GCE) and NEP (which was avoiding communication with CITA, alleging that only member NGOs of NEP could attend meetings fo the GCE/LC). The contest was only resolved when CITA reached out to the leadership of Education International, which intervened and clarified that CITA’s attendance could not be denied simply because it is not a member of NEP.
 - Going forward, CITA would like to be able to cooperate and have a formal relationship with NEP.
- For additional information, see the transcripts associated with interviews CAMFG3 and CAMFG6.

Additional Quotations from Interviews

Note: The quotations provided below have been group and listed according to the structure of the evaluation report.

1. Enabling and conditioning factors

a. Context

- “Cambodia is a different set of politics – the same Prime Minister for 25 years, and the background of the social thinking and the government and people in the government is not democratic, it’s communist. ... They abandoned communist theory, but they didn’t abandon authoritarian thought. You have democracy, you have election, but you have 25 years you have one party and all their background, all their leaders, they formerly are communist. Don’t forget the Vietnam occupation in 1979 for 8 eight years until the United Nations come in 87. But, the Vietnam occupation – those, all the elite, it’s really those that are the same elite (today).” (CAM10, 2-3).

- “CAM3: Ten years ago certainly. It was so easy. You run a small NGO, you get some money from wherever and you can do whatever you like you know? Because you are sitting on this bag of money and everyone wants to have your money. And that time also the government capacity was just so weak because they had just reestablished the whole education sector in the 80s. And by now the capacity in the government, and I see this every day in compared to UNICEF, to be honest. The capacity in government improves faster than in many of the NGOs because when you are sitting in a good position you tend to come to a standstill at one point. Because you have a good job, you have a nice salary, so you don't see the flow through the system in UNICEF or NGOs or whatever. At the same time the capacity in the government has really improved in the past ten year. More than in NGOs and more than in international agencies” (33).
- “CAM8: It was a difficult time before 2008 it was the ministry was run by two political parties. Ministers is associate with run by two political parties, the minister Puncinpec and the man number two, the current minister is CPP. So it is difficult for NEP if NEP close to minister meaning get along with another political party but now it's easier in the ministry have only one party. So, you know, if you have to move two people, it's really difficult now you have less job and you have straight forward one. And people in the government now they change a lot of people in the government director people you see Sophea, Sophal director of secondary, you see DG you see DDG. That a young generation they get expose to you know research in school. I think they get expose to international community so they can be more open. If you look in to the year before 2000, there were a lot of most retired people as a director department as a DG, old age people. Those are people in the system from 1979, and those are the old dopes they cannot, not teacher teaching them new trick but they will never teach the new trick so this is all the change in the government as in NEP. So this is another factor not only one NEP doing great job but it's change as a whole.” (CAM8, 18-19).
- “Which means the workload for people working in education planning and management has really improved, has increased a lot in terms of volume and complexity. We have now discussions about education financing, the financial management systems, that was just unthinkable ten years ago” (CAM3, 35).
- Comment on Human Rights vs Human Capital perspective of gov
 - “Without education, we cannot eradicate poverty. ...We cannot get human rights, democracy. Only education. Why? Because human capacity. Human capital is very important. More education and less poverty and never more education, more poverty.” (CAM13, 13)
- Comment in the context section on the relationships among the important actors in government (Minister of Education, Nat Bunroeun, and Parliament).
 - “Nath Bounroeun because he, his voice represents the Ministry. ... other people follow his ways . If he speaks, if he says something in those meetings that's the Ministry debate so” (CAM14, 8).
- Fragmented context of NGOs prior to NEP:
 - “Fragmented in terms of resources, mobilisation. Fragmented in terms of capacity development. For capacity building. ... Resources. When we are talking about resources, not only financial but also human resources and material resources. Wastage. the institutional. [pause] So state resource. Resources. When we are talking about resources, not only financial but also human resources and material resources. Wastage. Yes, that why we try to ask internal and foreign NGO working with Ministry of Education to establish some kind of

their own body that we call NEP. Have their representative and sit down at ESWG.” (CAM13, 5) – N. Bunroeun

- Comment by government on involving the ESWG in policy revision/formulation
 - “CAM5: Yes, the process is that whatever we formulation of ESP or mid-term review of the ESP. We have to share it with them ESWG. It means development side. We have to share with them, and the development side they have to come up with their consolidated direct comment or input. Yes, to the ministry, so a NEP can come to that way.” (CAM5, 8).
- Comment on sub-technical working groups of the JTWG
 - There are sub-technical working groups under the JTWG: “You know about sub-technical working group under JTWG. We have different sub-technical working group. One of them is teacher training (TT). And then we have D&D, public reform, public management reform, public financing management reform. We have different sub-technical groups and teacher is one of the sub technical working groups. And under that they develop teacher policy development task course under that then they have small group, working group like UNESCO, JICA, government, small number to draft because this quite big.” (CAM4, 35).
- Comment on JTWGs
 - “because we have 18 technical working groups (i.e., JTWGs) proposed by the donor country to develop it, to form it, in order to monitor the progress and the work of not only education, in different sectors because they have 18 working groups. ... but only two joint technical working group, health and education, that the government and NGOs work together quite well. You know, in short, we can say... they get along. ... The rest you know and up to now for example, land issue, environment and so on, NGOs advocate many times to be invited to the joint technical working groups. ... but government normally not allow. And they fail even to organise regular meeting.” (CAM19, int 3, 2-3).
- Comment on ESWG
 - “Now we have ESWG, ESWG deal with most of the issues of education sectors here and we have a good dialog with the government then it’s like a voice. It is not a voice for NEP but become the voice of ESWG. It is not the voice of UNESCO but as ESWG concern their opinion. We are proposing to ministry that the voice will be bigger than each single donor are saying something. Then like NEP who have little small project, their voice can be more strong using ESWG.” (CAM4, p. 21).
- Provincial JTWGs
 - “Provincial JTWGs are a really important structure and good invest in them particularly within the context of the development of provincial AOPs ... The structure works better in some provinces than others but this probably just reflects the level of commitment of NGOs in each provinces.” (CAM22, 2).
 - “the ones with funding support from UNICEF, with technical support from UNICEF they move ... In some provinces. Some provinces. Even with the support from UNICEF they still very difficult to start because the directors of the provincial education departments still very difficult to think and know where the starting point” (CAM19, int1, 15-16).
 - “No I think its more a problem of co-ordination from NGO side. Even we have some difficulties but it seem that we know, and we can work together now. But

what I'm saying is about the meeting of joint technical working group at sub national level. Because this meeting have to be met by the directors of provincial education departments. And to some extent they don't know where to start. And then I see they, I mean the government staff at provincial level, they don't know where to start so they really depend on NGO and depend on UNICEF and other development partners to help us to kick start the activities.” (CAM19, int1, 16).

- Maybe 40% functional (CAM19, int2, notes).
- Comment on NGO Education Law
 - “as you may know NGOs law and government is trying control NGOs. It seems to me and I feel trying to control NGOs by asking information and also trying to get money. ... There has been lots of argument and discussion between civil society and NGOs from that NGOs law, because basically its role is more restricting of NGOs activities and more control for NGOs in general. But I see the attitude of the ministry is kind of look down NGOs, I mean local NGOs.” (CAM4, 38).
- Comment on relationship of gov with NGOs & DP
 - “I have many works with non-formal education department so the ministry and then I know NEP is suffering from struggling to communicate with the ministry and also for me it’s very difficult to work with that department. So it maybe more personality of the director that non-formal education department is one of the weakest department in the ministry. Then they are intense gaining a lot of money for corruption, that they are not interested in implementing the programs for the country. They are more driven by money ... I observe that in the meeting with government non formal education department and NGOs, non formal education director always complaint NGOs. He start all his speech by complaining to NGOs is the tray back. But I guess it more personality of the director and as you may know NGOs law and government is trying control NGOs. It seems to me and I feel trying to control NGOs by asking information and also trying to get money.” (CAM4, 37-38).
 - “for me it seems like personality of the DNFE direct then influence for department. I don’t think like planning department, formal education department direct in to something. I know DNFE often threaten NGOs to ask for money like some NGOs reported me like they kind of threaten NGOs if you don’t give the money I will boycott your workshop or something. They deserve to me too.” (CAM4, 39).
 - A dept which is more willing to work with ngos is the dept of planning: “now we learn a lot from the NGO ... and we would like to apply, apply it into the government program.” (CAM5, 14)
- Historically, NGOs only criticize:
 - “CAM8: Generally, they look and they say oh NGOs criticize the government and they just say NGOs they always criticize the government. They only know to criticize. They don’t know how to do thing better but now you need to prove that. You don’t need to criticize them you need to work closely with them. You want them to be along the line and then you propose chance then it’s not about coaching but working with each other closely. And so that it’s a kind of

mind set it can be changed. And now I can say a lot of improvement. The governments are willing to take and to consider in..." (CAM8, 3-4).

- "you know boss don't like surprise, don't surprise to the government, a lot in the past they did, many things to surprise the government. And this people they don't like surprise." (CAM8, 5).
- MoEYS doesn't talk about weakness:
 - "you can see the movement of partnership between government and NGO. At the beginning, it's hard since the government and NEP have different perception. Why different perception? become closer and closer ... On the way they work together is something like that. And then, when I used to meet them NGO. We used to talk about like [31:55] . Now we are together working for education sit on the table, and we don't talk about the weakness; everyone knows since we work together long time. We know where our weakness. The thing how can we improve the situation." (CAM5, 18).
- Government wants NGOs to work with DPs through ESWG, and doesn't want NEP to be critical/separate from that collective voice, which should work with (not against or in other direction from) priorities of gov.
 - "So at one point NEP make some comment about that and the Secretary of State was kind of angry because it seems his opinion was to make another report. You know, the government report and public report, NGO report about the education achievement in the last year but the Secretary of State very, refused that because NEP is ESWG members and of course the education congress report, this is one report, in cooperation with government and also ESWG and NEP ESWG members so NGO should not have a separate report. So at the time I kind of friction I thought. And of course NEP did not make a separate report so it was ok. So Secretary of State or the Ministry they always say that NGO, NEP is already in the ESWG so be often communicate so if NGO have separate thing that's not good." (CAM14, 6-7, comment on NEP desire at most recent Education Congress).
- Tension btwn ngo and gov also due to poaching of good staff:
 - "Why you move to work in NGO? They just smile. I know their answer because of money. I said, previous time you work for government, you come late and you go back home early. You're absent sometimes. Ok! but, now you work for NGO. You have more money. You have to work. You have to work hard for our children. Whatever you work for NGO or government, but you have to work hard for our Cambodia children. Yes, we understand. Just the way we work, but we still work for common goal." (CAM5, 22).
- NGOs can be difficult and uncooperative with the gov:
 - "And clearly one of the big issues is how do we make sure that the NGOs and the government are working closely together. There are still NGOs for example that refuse to give any information about what they're doing. I mean you can't imagine but you actually have NGOs doing a project ... in education, in a certain project, that refuse to give TB information on what they're actually doing and what are their objectives ... They want to show the success of their small project so they have to make sure in their small scale type of involvement they run the show instead of the government and the NGOs supporting" (CAM3, 8-9).

b. Institutional setting (before the CSEF – or, more appropriately, before Rithy)

i. *History and Partnership Alliances*

- History:
 - “One of the main reasons for NEP to be established was there was a strong demand from the government and from development partners and from the NGOs themselves to have some kind of coordination system in place. A Coordinating body and NEP has become this kind of coordinating NGO, umbrella NGO, for NGOs working in education in Cambodia. And in that sense they also are like the kind of platform for involvement of the NGOs in for example the developing of the education strategic plan, education sector review etc etc. It’s really a very strategic kind of support and I think it’s also good to see when I return in 2009 that actually NEP still existed and UNICEF was able to play that kind of role that began to see in 2001.” (CAM3, 2). – chief of ed for unicef
- Beginning of NEP:
 - “the Ministry said, we don’t want to talk to all the NGOs. Sorry, we don’t have the time to talk to each and every individual NGO. And if you want to have involvement in, for example, development of education strategic plan or education policies, organise yourself” (CAM3, 9). – chief of ed for unicef
 - “NEP and I was actually quite involved myself. And initially it was a number of international NGOs who were pulling the cart and gradually that has changed much more into a Cambodian type of initiative in the NEP” (CAM3, 2) – chief of ed for UNICEF
 - “initially they had about 12 members and soon they became 20 or 30 members but it was important for the INGOs to be part of that and it was like Save the Children, and VSO played a very important role as well and that was really the kickstart of the whole thing and since then many more, I think the now have more than 100 NGO members.” (CAM3, 2) – chief of ed for UNICEF
 - “Well I mean in terms (of INGOs pulling the cart,) say the Chair of the Board, organizing meetings, representing NEP at sector reviews. In the first initial years it was really many internationals who were actually active in NEP and playing a very important role. And [...] it has become a more Cambodian type of run organization. And of course the INGOs are still members and they still play an important role but when it comes to day to day management it’s a fully Cambodia run organization.” (CAM3, 3)
 - “VSO traditionally has quite a strong presence in Cambodia and the education sector and they... before, like say, 2000 it was mostly English teachers. So they would be teaching in high schools and things like that and then things started to change much more to VSO playing a capacity development type of role where the VSO volunteers are now based, say, in the district education office. But at that time it was also the VSO putting VSO volunteers in NEP to make sure that those capacities would be strengthened. And they also had volunteers, at that time at least, in the Ministry of the Interior, Internal Audit, all kinds of interesting areas. And they have also been on the board for a long time.” (CAM3, 4).
 - “Our (UNICEF) support also, for example, focuses really on making sure that they can exist. So we’re not really specifically looking for certain activities. Some

of these were paying for their accreditation and all those kind of operation costs that's often difficult to find funding for" (CAM3, 2).

ii. Management capacity and leadership

- "(Before Rithy arrived, NEP) don't have plan and they don't prepare clearly. Coordination activity they don't have voice. All of that is amazed, very defective. And, the leader don't know what to do ... the previous eight, last eight year argument, but when (Rithy) became into put position, a lot of things happen and recognize the value. And, Rithy also when develop like long term plan of NEP. He has [23:21-I cannot hear/understand what he said] also came and he discussed a lot about that, so the process of his style only receipt [23:31-I'm not sure] and management is good. ... Even regular meeting not conducted, and then you see very low, and it almost disappear, but it's good that VSO always even up to now having a volunteer to sit in NEP office and continue strengthen their capacity. That's the good thing based on different subject, so it's good" (CAM6, 13-14).
- "the board had to jump in and take responsibilities as far as the board of directors say they have to help NEP to survive. But later on when I came in they say, they feel that they have had some relaxed, you know, and focus on their work because NEP seem moving forward and after that" (CAM19, int 1, 1).
- "When the second director left the organisation the leadership is under the Board of Directors and a volunteer from Canada. ... : Yeah when he left, no directors. So during that period the Board of Directors had to take responsibility with the assistant from the advisors, management advisor or something." (CAM19, int 1, 3).
- Perspective of Sam Sideth (ADB) on differences between old Management and current Management of NEP:
 - "during that time I said NEP have been doing many things on the ground, especially community development. You know at the grassroots level and representation of NEP in the policy dialog was not so active. Sometimes they are active but disagree a lot of people issues to the policy maker. They create conflict, and create a kind of, you knows... The government people they feel to NEP people are criticizing the opposition party or something. If NEP can do something more professionally, and express a kind of showing neutral intervention, and moving beyond implementation, beyond operational (01:45) professional, create a kind of think tank to the government to DP, to other that request NEP to do. And after that, I notice that NEP have been moving that it's similar direction like NEP come very active in community dialog and to participate and represent NEP, share comments, difficulty bring the ideas from the ground. And then they know how to unify the idea, but how to make the idea more digestible to the policy maker decision or something. They don't put like a rush, you know, they don't straight from the grassroots. They sell it you know it about language if you have, same meaning but the way that you put in to language talk to policy maker it is different from the language that carry directly from the field and you bring to the table of ministry is different. So about language issue that NEP should know how to address it and moving to the more professional. If you tell the government you cannot do this, you cannot do that, this is what I don't like, and you need to tell them how to do it, and you propose something. It's a kind of options you know, we say. The government did it wrong. And I think if you do this one, this one, this one are right and then you provide some kind of

supporting, consequently if you do, just don't criticize them and then you know what to do." (CAM8, 1-2).

- Additional differences between old and new leadership:
 - "we also develop a different policies and expand the other activities. For example, before, when I came in, they have the policy that just and the policy is not real policy, it just something like paper telling you to do this or that DBE: policies like, policies for NEP? ... CAM19_1: Yeah for NEP. So when i came in managed to develop three policies in place. For example like staff policy, financial policy and the organisational charters. And when I came in I also start to introduce the idea of external audit. ... Because before I came in NEP have never conduct any external audit. So when I came in, starting from 2009 onward we have the annual audit" (CAM19, int 1, 1-2).
- Status of NEP capacity before CSEF:
 - "Despite its growing success as a leader for education reform in Cambodia, NEP remains under-staffed. This limits its ability to meaningfully expand sub-national coalitions and community-based advocacy." (Appendix1, 11).

c. Institutional setting (after the CSEF)

i. *Management capacity and leadership*

- Comment on NEP's leadership
 - Rithy became direct in October 13th, 2008.
 - "Rithy: Responds to what he hears at meetings, follows up and loses focus on what he was doing/should be doing." (CAM1, int 2).
 - "Rithy is the most indecisive person in the world"
 - He always wants to consult the donors – "They'll know what to do" (CAM12, 1).
 - "Committed staff (many years they've been there), motivated staff, among most skilled Khmer individuals working in Cambodia in the NGO sector, perceptive, they have good connections, have seats on the ESWG and JTWG, good standing with the government." (CAM1, int 3).
 - "I think for my recommendation, I think NEP should not only coordinating with [29:14], but they could do something like NEP should have their own plan (CAM5, 17)
 - "I'm not sure what are the priority of NEP" (CAM4, 22-23).
 - "CAM5: I would suggest that NEP should have more ability, capacity to manage NGOs in term of they should have their own plan. Planning together, but I think it's difficult because all NGO they have different way of working or perspective, but they should have together to help the government to support the government. Otherwise, let's say other NGO, they come different stages, different [53:18] . Very hard to support the single goal of the government. They have. NEP should like, you know ASEAN. They have their own plan. But, at the same time they have to support for the weak country, is something like that. ... Development plan for NGO who are working for education. It's not just coordinate, but they have to do something more. More than coordinate. They should have their own strategy plan." (CAM5, 28). – dir of dept of planning in moeys
 - "I am happy with what I see. Let me tell you something. I work with other organizations ... Most of them, they are personal organization. Someone establish the organization and he is the director. He runs the show. This organization doesn't have this personal, it's not like he own the organization, but most third world countries, it's dictatorship. This organization is open, they consult between each other ... there's not much secret" (CAM10, 1)

- give them a million dollar, I say yes, but I don't think they can be successful. The issue is really between capacity and the capability to choose the amount (of funding that matches your ability)." (CAM10, 2).
- NEP gets swept up in donor agendas and faces threat of becoming too implementation focused.
 - "CAM4: I think NEP is now getting like one NGOs. Their roles coordinating NGOs, right? Maybe they have different NGOs than the voice is not the same. And then that's going to play a coordinating role and then by responding to all donor projects. It seems like NEP so it getting like one project implementation NGOs." (CAM4, p. 19).
 - "CAM4: ... they see many different donors fund that make more difficult to focus and then they are just responding to the donor project." (p. 23).
 - Chief of ed for UNICEF also concerned about NEP focusing too much on implementing projects:
 - "I mean, part of the very promising things is the new five year strategic plan which I think gives a very good overview of what will be important for NEP in terms of its priorities. One of the challenges is actually to really be very focused and to stick to those priorities and ... the risk often with other NGOs is that its so tempting sometimes to accept more money to actually do some work. But if you want to coordinate you should coordinate. Yeah. You don't become the kind of implementing NGO yourself. And that is where NEP has to be a bit careful. Because if you are coordinating something that's quite an intense kind of job. That's why UNICEF are supporting NEP and saying we don't want to support you doing activities, we want to make sure that you exist and play your role in the [...] style and coordination in the education sector. So we are paying for some of this" (CAM3, 11).
- ii. Current Partnership Alliances*
- UNESCO communicates with NEP often, esp in relation to non-formal education activities (CAM4).
 - UNESCO has supported GCE LC:
 - "Before we had a challenge. Our Leading Committee was elected and then when we do the campaign if we ask for the collaboration of the MoEYS, so we sent our plan to the MoEYS for approval, for agreement, somehow it takes a long time to get approval, and then working with UNESCO – rather than GCE or Aide et Action – the director of the country of UNESCO send a letter to the Minister and then approved immediately. So we use the leverage from other like UNESCO to accelerate the policy and sometimes the national event, rather than us talk alone, we allocate a time that the country representative of UNESCO can have a speak over there you know to raise our reason, because her speech will consult our committee and we add something in her speech. These are the ways that it seems like UNESCO is part of GCE." (CAMFG2, 5).
 - "Need approval of Development Partners to be effective. NEP not taken seriously (without backing of DP's?)" (CAM1, int3).
 - UNICEF is an ally:
 - They ... "Highlight role of NEP with MoEYS senior leadership; encourage NGOs to become members of NEP; UNICEF staff attend relevant NEP workshops where possible. Would have attended AGM (annual general meeting) if had been organized at a different time (not near Christmas when I was on holiday)" (CAM22, 1).

2. Processes

a. Primary processes

i. *General Coordination of NGOs by NEP*

- “I attend NEP meeting several times. It’s small small local NGOs participating, and the big NGOs like SAVE THE CHILDREN, CARE and others I think they don’t know NEP groups is one NGOs because I think they are not interested in working and coordinating with NEP under that. ... I meet very small rural NGOs doesn’t speak English and then like one village level NGOs come to Phnom Penh and then participate workshop which is good but I rarely see like big international NGOs. ... I rarely see international NGOs then I guess there might be not much benefit and incentive for big NGOs to coordinate under this something ... I guess so I just imagine that there might be not incentive for them to come coordinate with small NGOs. Then what I observe that other demand from small NGOs was how to write the proposal, how to learn English, that kind of thing that discussing which might not interested of big NGOs (CAM4, p. 19)”

ii. *Capacity-building*

- Capacity building of NEP itself:
 - Internal monitoring -- This is a difficult concept for NEP: input, output, how people use output , results of output usage, indicators.
 - This is a problem across the board in Cambodia – process as purpose, causal linkages, linear thinking.
- Capacity building at provincial level
 - “At provincial level also there are coordination bodies being set up and NEP plays an important role there to ensure that the NGOs are participating in those kind of coordination bodies. And that is also reflected in the five year strategic plan of NEP.” (CAM3, 7). – chief of ed for UNICEF
 - “Not sure how realistic it is to have JTWGs, ESWGs *and* coalitions at the provincial level since a lot of the meetings involve the same players. ... I understand there have been some challenges and there’s been apathy on the part of some NGOs. I can understand this as they are under pressure to implement and coordination meetings can take a lot of time.” (CAM22, 2).
 - NEP could/should do more to coordinate at provincial level:
 - “The one thing that NEP could contribute more is the sub national level planning; add more coordination at that level, helping more to improve school quality, more teacher performance. That’s the capacity to do, but like World Bank how can help capacity to do it?” (CAM6, 6).

iii. *Advocacy*

- There is an advocacy strategy (for 2011-2014), but CAM1 reports that it is not owned by NEP (specifically, by Theavy) who is the coordinator for the advocacy group within NEP. (CAM1, int 3).
- NEP’s ability to comment on high-level policy papers is limited:
 - “Yes, different paper that ESWG called for input; for example paper from DP [6:36-I’m not sure is this word] totally beyond NEP capacity to response. Because that’s too much, but for example, working paper for sector retreat last year September. They provide very good comparative feedback by subject items, school autonomy, text book, that’s very comparative. That’s they have experience to provide, so they’re late its policy paper, so they can clear, but very high level JPE paper for that how can they provide, and they cannot expect to that level, I don’t believe that.” (CAM6, 5).

- NEP's participation in the ESWG:
 - "Could be more confident to speak / raise issues on behalf of its members during ESWG and JTWG. ... Regular participation but could be more active in the policy dialogue. It seems more in its comfort zone when dealing only with NGOs." (CAM22, 1).
 - Could be improved by "Preparing ahead of meetings and getting inputs from its members on specific topics that will be discussed. (This doesn't always have to be a broad consultation with all its members but just a phonecall with some key NGOs.)" (CAM22, 2).
 - "NEP will give taking point to the chair of DP. So chair of the education sector working group can address the point that NEP would like to say but when the chair say it become the point make very good. So that's really a safer for NEP not to say directly to the government by mouth. ... the government would like NEP if you have anything to say you can say though the chair of ESWG speaking as one voice." (CAM8, 16-17).
- NEP participation in the JTWG
 - "So we have a letter signed by the Minister that NEP have to be there." (CAM19, int1, 12)
 - This is the main communication channel btwn NEP and the govt.
 - By virtue of attendance, one sees that the govt takes the JTWG seriously
 - **CSEF funding not used for working group activities" (CAM1)
 - "It was pointed out, by both DPs, that JTWG is not really designed to allow nonministry input, and, in terms of policy debate, it is rather low level and ineffectual. This perhaps explains the criticism from one DP that despite its regular attendance, NEP is not particularly vocal at JTWG. JTWG is perhaps not the right forum for NEP to attempt to influence policy, and that developing more personal, informal relationships with ministry is far more effective, a view that was echoed in the GCE interview." (Hill, 2011, CSEF Eval yr 2, p. 9).
 - NEP suggested that the JTWG include more policy discussion since talk of problems is avoided and no progress is made.
 - It was the idea of UNICEF for NEP to say this; also encouraged by other DPs in the ESWG to say this.
 - NEP tried to suggest that issues around textbooks and the program based budget be discussed in the JTWG, for example, but both were declined by the MoEYS (CAM19, int2, notes).
- **ESWG & JTWG
 - NEP has a permanent seat – as of 4-5 months ago – on these working groups as a result of being proactive and assertive:
 - "In the past they just, sometimes they want to invite NGOs they just go and invite. Then I told them, those members aren't happy that you invite them but please don't forget to invite NEP. And they ask me why and I say because they have the view they have no role to coordinate the rest of NEP members. When they join they just talk about what they do. How about the other members. And at the time I say, how about 50 others. How about 60 others. What can you do? So it's NEP. And what I was saying it did not mean that I try to not allow you to invite members. You can continue to invite NEP members but don't forget to NEP. Because when NEP join the meeting, NEP have the role to share all the relevant information to the members. The rest of the members. And then we can consult, coordinate and consult with members to collect broad input,

broader input from previously we put, the real evidence based input for you. And for the government. So finally they agree.” (CAM19, int2, 8-9).

- Annual retreat (in sept) to plan education congress each year (in march)
 - NEP provided very good feedback at this event (see above quote by CAM6).
- Education Congress (purpose is to review progress for the year and challenges ahead).
 - “we have a sector review, which is part of the education congress. It is actually not really a review at all, its more like a kind of political celebration of the sector. You get like 1000 people coming to Phnom Penh with DEOs and so on and so forth” (CAM3, 30/31)
- Provincial Coalitions
 - “CAM19_1: Now some exist, but meeting between NGO and government is still not strong yet.” (15).
- TV & Radio Advocacy
 - Interviews with both Radio Voice of Democracy and FM102 Women’s Radio (at the Women’s Media Centre of Cambodia) indicated that, although they are not currently working with NEP (and had not previously heard of NEP), they would like to collaborate on education-related advocacy/programming (CAM15, CAMFG5).
- GCE activities
 - History:
 - “CAMFG2: In Cambodia, we started to implement the GCE in 2004 with the initiative of some international organization, like Oxfam. Later on Aide et Action organization and VSO they start to join in this campaign because globally organization like Action Aid also support GCE. So, gradually, SC (Save the Children), VSO they start to support this activity at the national level. So, we form a working group called GCE Leading Committee. Sometimes 10 organizations or 7 organizations. And all of them are very active in supporting everything ... So, in the beginning, we just conduct one activity during global action week and then finish. But, now, the team has decided that we should have ongoing activity, so we start gradually to implement some activity like enrollment campaign, like World Teacher Day, like joint activity with Disability Day with VAC or Literacy Day with the Ministries. But the main activity that we are responsible for is Global Action Week (GAW), enrollment campaign and World Teacher’s Day (WTD). The team is responsible for these.” (CAMFG2, 1-2).
 - Coordination of activities
 - Leading Committee plans actions for the national level and that individual NGOs carry out actions at the community level (CAMFG2, 2).
 - LC meets frequently (once per week) in the lead up to the GAW (CAM19, int1, 12).
 - Rest of year, start to meet about 6 weeks before the start of an activity (John, VSO, CAMFG6).
 - Financing of GCE LC
 - Leading Committee may receive funds from DPs that they then pass along to local level NGOs to help with the implementation of GAW-related activities. This does not seem to be a very common or prevalent happening, however. (CAMFG2, 2).
 - Some funds also come from CSEF. (CAMFG2, 3).
 - Governance of/Participation in the GCE LC
 - NEP elected to serve as coordinator for GCE LC in 2009. (CAMFG2, notes).

- Members were elected at an (annual member?) meeting (attended by about 40% of the members) two years ago (2010) voted 7 orgs to be on the Leadership Committee. The LC is a voluntary membership working group (Gordon's words). There are now 9 members of the GCE LC (why? Check Rithy's report). Other NGOs are welcome to attend the meetings of the LC, if they like (CAMFG2, notes).
 - "Many NGOs cannot participate in the meetings that NEP holds because they are located in rural areas, in the provinces, and it is expensive and time-consuming to travel to the capital." (CAMFG2, 4).
 - "they explain that some NGOs cannot participate in the GCE leadership Committee because "it's one more task" and they are busy "with their own responsibility".)" (CAMFG2, 6).
 - "CAMFG2: I would say GCE is not formal, is not registered here. Now, it's part of NEP budget, so those who are really interested in coming here on volunteer basis (do so because they have similar interests). So, from NEP, those who have the similar (agenda/purpose?), they design the asset or budget to run the campaign, they will join ... Here we can say the key NGO like STC, WV, Action Aid, Aide et Action, VSO, Plan International and any who plan an important role in education in Cambodia." (CAMFG2, 6). ... DBE: So, to summarize, the orgs who participate in the Leading Committee are those who tend to operate more at a national level and who have budgets that they can contribute. ... CAMFG2: It's not necessarily budget. Those who come regularly and listen to strategy or approach to policy change at national and community level. Some of the members don't need to allocate budget at all for the GCE. Some just come and take budget from our committee to implement activity. Some, like Aide et Action, we also allocate some budget for the GCE as well as request some budget to do something else. Action Aid, they just give a budget and NEP use it to support it the member. Other, they don't have budget, they come and they get the budget from the GCE to implement the steps. That's why, to participate in the GCE is the ... (depends on the initiative of the staff of respective NGOs and whether or not the staff sees the work of the GCE as complimentary to the work they do in their NGO or whether they see the work of the GCE as one more chore. Or, a particular NGO's mission could align with the work of the GCE, but the staff may not have time or motivation to participate in the GCE – "it's one more thing to do".)" (CAMFG2, 7).
 - Across all meeting (GCE LC and others), sometime orgs send representatives but they are not decision-makers, so it hampers the effectiveness of the meetings (CAM19, int 1, 26).
 - DPs who are not members of the GCE LC may also attend – time permitting and depending on the theme of the meeting.
- GCE uses leverage of DPs
 - "Before we had a challenge. Our Leading Committee was elected and then when we do the campaign if we ask for the collaboration of the MoEYS, so we sent our plan to the MoEYS for approval, for agreement, somehow it takes a long time to get approval, and then working with UNESCO – rather than GCE or Aide et Action – the director of the country of UNESCO send a letter to the Minister and then approved immediately. So we use the leverage from other like UNESCO to accelerate the policy and sometimes the national event, rather than us talk

alone, we allocate a time that the country representative of UNESCO can have a speak over there you know to raise our reason, because her speech will consult our committee and we add something in her speech. These are the ways that it seems like UNESCO is part of GCE.” (CAMFG2, 5).

- Advocacy activities of the GCE LC
 - Follow internationally established theme (set by GCE international leadership).
 - Global Action Week (one of NEP’s main activities [CAM1, int 1])
 - “NEP leads a coalition of interested/related organizations to organize events, do promotional events around the theme for that year (chosen at international level)” (CAM1, int 1)
- iv. *Research (data management and diagnosis)*
- Choice of NEP’s research topics
 - NEP picks issues which are already known to the public as being problems (e.g., low teacher salary) and which are not overly controversial from the perspective of the government.
 - NEP understands the culture, so they will not touch sensitive issues (dropouts, tutoring) (CAM11, 18)
 - Rithy acknowledges that NEP cannot pursue controversial topics, and must be careful to phrase findings in a positive way (CAM19, int1, 21).
- How NEP identifies topics
 - “In the past we consult with members and members normally say, ok, NEP should do on research or on that research and so on, but somehow, sometimes, its not really very effective. So when I join, the meeting of the [1:06:12.2 can't make out acronym] and JTWG normally I listen to the discussion between DP and governments. SO if they focus on this or on that things then I have to come and talk with the Director. I mean the coordinator, the research coordinators. ... And then we have to focus on the research. Based on what the DP and the government is discussing. And they consider it as a priority as a main issue for them.” (CAM19, int 1, 20-21).
 - NEP looks to Beng Simeth (World Bank) for an indication of which research topics are priorities (CAM6, 9). NEP has tried to approach World Bank folks for detailed feedback on methodology, etc., but the WB doesn’t have time for that.
- Think tank
 - Used for direction for research.
 - **NEP doesn’t know which topics it wants to pursue** (CAM1, INT3).
 - Three members consistently provide feedback: Peter from UNICEF, Sitha, John from VSO.
 - MoEYS has reps on think tank (maybe dir of primary dept? or planning dept?), but they don’t provide feedback, for three reasons: (a) don’t know how, (b) don’t have time, and (c) their involvement in the think tank is a formality. For NEP, having reps from the MoEYS culture on the think tank helps with raising awareness within gov of their work and with increasing acceptance by the MoEYS of their research topics/studies. (CAM11, notes, Sitha).
- NEP-Gov relationship regarding research:
 - “DBE: Does NEP always send you an invitation to collaborate on the research? Yeah? ... CAM7: Yes, concern with the primary level, primary activities, primary schools. They often invite primary staff to join with them, and some activities that NEP done also maybe the primary department have the meeting, consultant meeting and something.

We invited them join, suggest and comment and something. Maybe we can share experience each other from NEP and primary department because NEP facilitate from NGOs that they have members of NGOs join with NEP.” (CAM7, 4). Director (since 2010) of Primary Ed dept in MoEYS. Previously was deputy director since 2005.

- Explanation of how to present research for maximum impact on gov:
 - “CAM8: Yeah, well done. A lot of foreigners who come to work here forget the local culture acceptable by the leaders. They have the way to accept new thing traditionally in here. Sometime you know it’s right what you say is right but you don’t say... They (the gov) prefer to do it wrong or prefer not to take any actions. But if you don’t address it you say sir I see this one is so right, this one is completely wrong and this one is likely wrong and right. What will be the point that is right sir. Then you say in fact I know the other but I don’t say it but you say then you hope that one. So how to work with the government in the regarded you don’t tell them the right point make them come up with the right point or right action. Then they gonna be so proud in fact we try to equivalent that out and if NEP know how to work that out we can see a lot of changes on the ground by not telling them what to do or by not giving them the right to do but make the government people, you know, to and come up with. It’s like you teach it here. That’s hard.” (CAM8, 9-10).
- Quality/characterization of research by NEP:
 - “It’s good because why I say good because once they have very deep understanding. Because they go to see situation at the ground level, and another thing is I can see from the result. It’s really consistent with the situation. The finding is ok, but the thing is their recommendation; should apply for the government program.” (CAM5, 20). – director of dept of planning
 - “You see for me if you do research and if you do policy dialogue as NEP, and if you want to present conclusions, you better be sure that what you’re saying is correct. And that it’s substantial and makes a contribution to something. Not based on assumptions everybody knows. That kind of stuff. So the quality assurance I think is a really important area for NEP to be very serious about. Because you can only really contribute and influence if you know exactly what you’re talking about and people recognize that” (CAM3, 16)
 - “CAM11: I think it was not that the cooperation among these people was not that smooth and NEP need to have a stronger understanding and foundation for themselves so that they can make more better decision on which idea or suggestion to take and what comment should be just ignored for their purpose because at the end NEP is the one who responsible.” (5) – Prof Sitha on research capability of NEP
 - NEP cannot do more than administer survey and run frequencies (CAM11, 24).
 - Nevertheless, the research by NEP is better than that by the MoEYS (CAM11, 26).
 - One DP (CAM9 – USAID) rates NEP’s research as a 7 or 8 out of 10.
 - Considering their financial limitations, the results/quality of the research is good ... they’re doing the best they can (\$20,000 research budget) (CAM6, 11).
 - Some research good (valuing teachers study – even cited by the World Bank) and other research poor (study on scholarships for students ... based on interviews, not enough funds for impact evaluation) (CAM6, notes).
 - “I appreciate their efforts and their understanding of the importance of research; I think it’s an area which can be strengthened. Conducting credible and good quality research is actually quite difficult and requires a lot of technical and research capacity. NEP could be more strategic in finding the appropriate ‘entry points’ with MoEYS and the ESWG to

present its research rather than just presenting all the research its conducted. To be honest I think some of the NGO members who commission /fund NEP to do research may not have sufficient research capacity to develop a good set of ToRs for the research and support in the design of the methodology (which is one of the most important aspects), so it's a difficult starting point for NEP. It's also good to be realistic about the absorptive capacity of MoEYS in terms of research findings and recommendations so good to do targeted / focused pieces of research and where MoEYS has been involved in the design phase to ensure relevance. ... Could be potentially (useful for DPs) if quality was improved and methodology tightened up." (CAM22, 1).

- NEP's research contributes to its legitimacy and to the position of NEP on the ESWG & JTWG – e.g., school fee study, teacher motivation study (CAM19, int2, notes).
- Relevance of NEP's research from perspective of the gov.
 - "The research from NEP not so interesting. ... Because the topic of research is [0:19:06.4] proposed for the next NEP want to conduct some research in order to respond to what about our spirit of retreat. Look like, what about the reason for primary drop out, repetition rate, or teacher deployment, text book provision, you see. The shortage of teacher. Better than to research [pause as DBE's phone receive's a text] is not so interesting" (CAM13, 7-8).

v. Training initiatives (both received and delivered to different to different stakeholders)

- In 2010 and 2011, NEP organized a week-long training on how to do research with about 40 participants. It was held outside of PP. (Missereror funded?)
- The problem is that the trainings that NEP organizes are not related to the core competencies, so they have to pay experts to come in and facilitate them.
 - Example = Rithy can't (or doesn't feel comfortable) giving a training on education policy analysis. Doesn't have confidence, not prepared. Moreover, NEP doesn't know what it thinks, just as with teacher policy working group." (CAM1, INT3).
- Small NGOs want to learn how to write proposals, how to learn English (CAM4).
- Since Rithy became the director, the workshops have focused on "report writing, organisational development, proposal writing" (CAM19, int1, 4).

i. Knowledge management & Learning

- Low priority for NEP (CAM19, int2, notes).
- "NEP has in the past produced an annual NGO report that includes basic data and information on the activities of all education-related NGOs in Cambodia, but there has not been a report produced since 2010." (CAM1, INT3).
- "NEP's website (www.nepcambodia.org) makes a variety of education-related documents and policies available to anyone who is interested in education in Cambodia. The site also contains contact details of our member organizations, NEP's research reports, presentations from member meetings, workshops and training sessions and links to other websites." (Appendix1, 8).
- NEP makes an effort to share best practices with members at bi-monthly meetings of its members.
- Learns from members through sub-sector working groups (e.g., on non-formal education, etc.), as well as consultations with members.

- b. Monitoring & Evaluation
- M&E of NEP itself:
 - “I want to recommend something extra they should have in this organization. Really, they should have a section on monitoring and evaluation. ... of the projects, as working. I mean, when they do a project, there should be a monitoring procedure. When they work, there should be monitoring procedure and evaluation. ... They don’t have – the evaluation is external, like somebody coming from the outside, but they don’t have internal evaluation, even that when you come here and you put your report (somebody reads it, but there is no one for whom it is their organizational responsibility to read and act on the content of the report. There needs to be a position and process.) Like we have a research unit and an advocacy unit, I think they should have M&E unit. How they start it, this is another issue, but I think they should have it.” (CAM3, 3-4).
- c. Communication (internal and external)
- Feedback from grassroots level NGOS:
 - “DBE: How do NEP members at the grassroots level communicate with NEP and provide feedback or input to the activities of NEP? ... CAMFG2: I think that through meeting, for example, during the teacher policy (to contribute feedback to NEP for feedback to the Ministry) ... The second way, for example, when the Ministry organize a meeting, we will share this invitation to all members to join in discussion with them. ...” (CAMFG2, 9).
- Communication with Gov.
 - JICA finds some comments controversial: “I remember sometimes NEP makes kind of very, they uh, contrary opinions, like government versus the public and NEP is representing public , its controversial, and I remember, maybe at the education congress, the working group [18.40] for the education congress Ministry would like to make education congress report only one report, that considers all the opinions from Ministry and ESWG comments and also NEP comments in it” (CAM14, 6).
- Communication/interaction with CITA (Cambodia Independent Teachers Union)
 - Members of NEP not supposed to be politically affiliated, so CITA not allowed to be a member of NEP, because “it would polarise NEP” (CAM3, 27/28).
 - CITA is the opposition teacher’s union. The majority of teachers belong to the union affiliated with the party in power, the union that is not very active (CAM2, 28).
- NGO perceptions of NEP from the provincial level, due to communication style, interaction pattern:
 - Likely that many NGOs do not know what NEP is.
 - On the other hand, if the NGOs are aware of NEP, they are not sure what the ‘value-added’ is. In other words, they are not sure what NEP is doing that is useful for them. They get email blasts from NEP about meetings and about asking for comments on policy documents for the government, but not much more.
 - Note: this could contribute to the fact that the motivation is not there to attend meetings coordinated by NEP. (CAM12)
- Feedback process within NEP for feedback from member NGOs
 - An email blast will go out to all the members of NEP asking for comments on a draft of a national policy document – on teacher policy, for example.
 - The problem is that sub-national NGOs do not have the knowledge or expertise necessary to comment on or to contribute to that aspect of NEP’s work.
- Provincial perspective of NEP
 - NEP not that relevant, not many services, but they must be doing something right because they interact with important people

- Individual NGOs in the provinces don't perceive possibility to influence to NEP (CAM1, int3).
- Weakness of NEP:
 - Getting feedback from members (CAM1, int 3).
 - NEP should share drafts of MoEYS policies being revised/formulated while they are in progress, instead of sharing at the end or with very little time to provide feedback (CAMFG2, notes).
- Limitations to NEP member's ability to participate in meetings that serve as primary communication channel:
 - "CAM19_1: Especially local NGOs at provincial level, because normally they expect that NEP provide per diem, and transportation and so on. And sometimes the donors feel that, ok, maybe to fulfill the obligation you know, because becoming a member of NEP you have to fulfill some activity. It doesn't mean that when you spend, when you pay \$30 per diem, for a local NGO and \$120 for international NGO per year and that is enough, and you can you know, without attending NEP meeting. We encourage them to take part" (8)
- Can members raise issues to NEP that are not on the agenda?
 - "DBE: What if members want to provide input for issues that are not already on the agenda? ... CAMFG2: In that case, we just try to ... we cannot do anything else sometimes, because sometimes there is specific thing to talk in the agenda of the Ministry, so we just keep in mind and find the opportunity to talk because you know NEP has always invited to activity and meeting, so if anything we just wait and see what opportunity when we should think about this, and then for example like with the ESP all issues can be included because it's the big 5-year plan of the Ministry. But at the moment only teacher policy is discussed, so if anything related to that we can discuss. ... So, we just find the opportunity." (CAMFG2, 9-10).
- How the GCE Leadership Committee communicates with members:
 - "CAMFG2: The minutes we just share with the participants, but if we come up with any plans, any call for proposals, any announcements, then we send to all members. ... Very frequently, but different topics. For example, GCE maybe during global action week, during WTD or during enrollment campaign, then send information. But other projects of NEP, we also share. ... GCE Cambodia is one project of NEP. NEP has many projects. That mean that information from NEP to member is frequent, but sometimes about GCE, sometimes about research, sometimes about teacher policy, sometimes about ESP (Ed Strategic Plan of the gov)." (CAMFG2, 7-8).

d. Regional Coordination

- "ASPBAE = little to no planning or help" (CAM1, INT 3).

3. Results: Main outputs and outcomes at different levels⁶⁵

a. CSEF Project information

- Comment on establishing priorities for the CSEF application:
 - "CAM19_1: Actually you know, before we submit the proposal, we conduct a consultative meeting at VSO and we invite VSO, we invite some members to come and have some

⁶⁵ The consultant should support their analysis of the NEC's achievements with relevant data and state how this has been sourced.

discussion about what should we do on that. And after that we conduct a field trip to two provinces, Kompong Cham to talk about community engagement and to Siem Reap to see our members, how they work with the community and how we can do with the new project. So after that, after the consultation meeting and the field visit we come up with an idea and then we develop the proposal with assistance from CSEF staff ... DBE: So whose idea was the CEQE project? the community engagement project? ... CAM19_1: As I mentioned, after consulting with our members, and after the field visit. So its coming out from the members. Actually at the first we say maybe we can do something because I also read different documents produced by UNESCO. And my own observation. And then when we conduct the meeting, consultation meeting, we come back with an idea, ok, the community engagement is really important. And then when we conduct the field visit, when we conduct the field visit we do not only meet with the other members we also travel to the school and talk to some people at school level. Specially school support committee, school director, children and so on. And after that you know we come up with an idea that we have to do something with community engagement for quality education because we want the parent to realise that it should not be enough to send, just to send children to school without further [0:22:17.1 not sure of word] the way that they learn. And it is not a problem now. ... DBE: It is not? ... CAM19_1: It's not a problem now to think that education is the responsibility of the teachers, the school and of the Ministry of Education. It should be partially the responsibility of parents and the community as a whole you know to ensure both access and quality. Something like that. And after that when we develop the proposal and submit the report and the Board help to finalise and endorse our proposal. (CAM19, int 1, 7-8).

b. Main achievements of NEP (generally, not strictly in terms of logic of CSEF project)

- According to World Bank representative:
 - (a) research activity, (b) input to education sector retreat (specifically feedback for the ESP and the annual operating plan), (c) legitimacy before the gov (CAM6)
- “Constancy, overview of the sector, heart for issues at the school / community level, broad membership of NGOs.” (CAM22, 2).

c. Main outputs

i. *Research (pilot studies, surveys, ...)*

- Positive comments:
 - “It’s (the research) good because why I say good because once they have very deep understanding. Because they go to see situation at the ground level, and another thing is I can see from the result. It’s really consistent with the situation. The finding is ok, but the thing is their recommendation; should apply for the government program.” (CAM5, 20).
- Comments on research presentation at PP Hotel (belongs in this section? Funded by CSEF?)
 - “CAM8: Yeah, impressive I joined the workshop that they did few weeks ago in Phnom Penh Hotel is still progress how did people work together in a team it is show to teamwork to a combination of expatriate and national staff with similar quality. And then I see now teamwork now between international staff and local staff within NEP and they know how to work this out and that related to moving that so important so you know it is a foreigners who try to do it too much and then ...” (CAM8, 9).
- Increase credibility & impact by involving the MoEYS in research
 - “I thought it was very perceptive of them to actually involved the government in doing the research themselves. So they’re part and parcel of the design and the discussions. And that

- really helps. And also because the Ministry recognise NEP as a department for the NGOs. So, in that sense they have a better opportunity to come up with research that shows critical thinking in a constructive manner than say the university. I feel at the moment.” (CAM3, 22).
- “CAM8: You know if you come up with any kinds of small findings, float, and share with them. They meet many times before you come up with. You know like moving someone like get to understand the feeling reaction. If you put this point is what will be reaction. So and then get to know along the line and by the time you release the report and then these people know.” (CAM8, 5).
 - Importance of NEP research:
 - NEP research adds legitimacy to issues for key stakeholders in education sector in PP. Even though the research quality is not stellar, the fact that NEP is researching an issues adds weight the issue because it shows that civil society is aware of and focused on a certain problem (CAM11, 29).
 - That said, NEP should involve other member NGOs in the production of research in order to add more clout to the reports, so that it doesn’t seem as is NEP is acting as one NGO alone, and so that “it has a stronger voice for the government”. (CAM11, 30).
- ii. Campaigns*
- “some DPs have no funds for GCE. Before, a lot of NGOs allocated for GCE, but during one or two years, it seems like they allocate less for GCE. So, for us, we do not get much from the others donors or NGO members. So, like, this year we got more funds from CSEF.” (CAMFG2, 10).
- iii. Budget tracking and monitoring of education plans*
- NEP monitors gov’s plans and ensures that members are informed:
 - “except they announce among themselves and normally its not enough. Sometimes only from the national level to provincial level but it hardly from provincial level to district, or district to the school. That is the problem. So you know, sometimes they depend on NEP to invite them to come and raise awareness to NEP members and NEP member can further raise awareness to the people, you know. Especially to the communities.” (CAM19, int1, 10).
- iv. CEQE (Community Engagement and Quality Education) project*
- It was decided to pursue this project after NEP consulted with their Board, DPs, and NEP staff. In addition, it is important to point out that community engagement is a concern of the government re its Child-Friendly Schools Policy (CAM20, notes).
 - How CEQE project started:
 - “We start a pilot project about community engagement in quality education because we feel that the time for student to practice at school is very limited and because of teacher motivation we lost a lot of teaching hours. For example they come to school late, they close the school early. And sometimes they have three breaks every time. So normally they say ten minutes, but not really ten minutes. ... : Yeah half an hour something. So we see a lot of loss in hours for children to learn. And in the class we also identify problem that very few students a day were asked by the teacher to do something at the blackboard. For example, when I give you the formula for numeration or division, something like that, very few student was asked to go to the blackboard and practice how to do it. The rest had to sit and watch and listen. And you know we feel that it may not be enough, but only parents, their family, can help to fulfill this engage. So we conduct the research and we try to include the parent to talk with the teachers as well as to monitor and help their children to learn

- something else at home. They come back home. They spend more time at home than at school.” (CAM19, int 1, 5).
- “Project started in late 2009 (CSEF funds first came in 2009 November, but they were late. The agreement was made in July.)
 - CSEF = key to success of CEQE
 - “Much of the success of the project can be attributed to the additional funding that NEP/CSEF provided, as well as the technical expertise of the implementing partner-NGOs.” (Hill, 2011, CSEF eval, p. 15).
- d. Key results (according to the logical framework of the project)
- i. *Capacity building*
- Positions in NEP
 - “With funding support from CSEF during the last few years, NEP is adequately staffed and does not have the problem of staff shortages as experienced in previous years. ... CSEF funds play a crucial role in enabling NEP to significantly enhancing its capacity for civil society engagement and advocacy for improving accessibility and quality of education in Cambodia. CSCF has contributed greatly by increasing staff numbers.” (Bridge funds application, p. 9).
 - Changes to general capacity of NEP
 - NEP feels that it has “more latitude now to make comments to the government” (CAM20, notes).
 - “we can also recruit staff that can help us to, I mean, to do our work more effectively. Especially consultation. Because in the past only five people when I came in ... five staff, including me and two volunteer. So among five staff, two is the finance and admin, so we have changed a lot [0:15:01.7 in something] We can also try to strengthen the finance section by restructuring the [0:15:12.4 can't hear. maybe old?] section and recruiting an appropriate person to be the finance person. Because of that we can also start with the audit, the first audit, and becoming the director of NEP is my first job. So leading and pushing the donors to trust us by conducting annual external audit is very important. ... the staff here, they work without the pension ... So when I came here I negotiate with the donor to get that for the staff. ... One way to get the staff to pay more attention on the work ... since maybe 2009 we have that (CAM19, int1, i).
 - “I think we also be able to have a regular engagement with the development partners others as well as with the Ministry of Education. ... Previously we have, but not very frequently and I'm not sure about the way that, because of low co-ordination with the members sometimes people go to the meeting just in the name of themselves and we lack a lot of information because we do not work at grassroots level. So sometime overcome, come over argumentative. Its not [0:18:39.2 can't make it out] between the real practice and policy something like that. But later on when we have more coordination with members and then we invite government, we invite the other partners to attend the meeting, and to attend the consultative workshop with us, and then they realise that the way we do it is very useful and they get a different input and very important for the reflection between the real implementation and the policy. Or the paper, something like that. With that we can also be able to invite government as well as development partners to attend different activities of NEP. That is one way to promote, you know to raise our reputation. Not only among NEP even among the leader of the Ministry of Education.” (CAM19, int1, 6-7).
 - “they have sharp of observation” (CAM8, 6).
 - “so, through this connection – NEP with ASPBAE start some capacity building, some sharing between ASPBAE, GCE and NEP. NEP can also connect some NGOs and some funders too, so

- I just say about the regional, international connection that NEP has been grow up and also come up with the funds for GCE also through that connection through the funding activity and scale up is how NEP profile to be recognized by the Ministry and development partners, because NEP was set up originally to be one NGO to advocate and for the last sometimes that NEP talk to everybody or rose to advocate, because due to our capacity and budget to run the serious campaign of research, we could invest so we can do that, but after the connection and some of the channels and others can connect as well as the NGO support so NEP can perform some role in education, collect evidence base, as well as advocate and join report providing input or feedback for a policy, so play a role and then recognized by others – UNICEF, NGOs – to support development. ... Sometimes, UNICEF isn't sure about funding support to NEP (but then through other funding – CSEF, among other funding – as well as through new director's connections to other funding) the series of activities has been created and implemented, that's why activity of NEP has been sought by the actors, so this is a profile that the Ministry agree and recognize NEP as a key actor or a partner, so I think that from the connection and from the activity that we do we create initiative, and part from the GCE too, because the GCE, but informally, so NEP as chair of the GCE, any formal letter of request for meeting to the Ministry use the NEP logo for the dialogue, not the GCE itself because it's not registered in our law, so this organization as the chair so any dialogue is under the name of the NGO, so when we dialogue with the Ministry on the campaign the profile of NEP is raised because." (CAMFG2, 13-14).
- Better relationship w donor due to expanded capacity:
 - "One is I think about organisational development because we have the policy, we have the [0:55:13.9 can't hear] and you know, we also have very good relation with our donors. In short, organisational development with the sound financial management and financial sustainability. For DPs, I think specially the extension of the activities." (CAM19, int1, 17).
 - Attempt to build capacity at the provincial level by creating provincial NEPs
 - See info under capacity building in the "processes" section.
 - This work is difficult and has not taken off entirely:
 - "CAM19_1: Coordination work is something that's not so easy and not everybody can do. And normally when, we try to ask them to coordinate, one person say ok, should be you. Another say, oh should be that one. Another, oh should be that one. Because they really busy with their own work. See? So when they accept to be the coordinators of one of the network it mean they accept another extra responsibilities. So normally they don't want to. And some they agree but because of their own workload they fail to call for the meeting. And that is the problem. See? And normally we need someone who can help, for example, like big international organisation, that this will be more sustainable, but sometimes the big international organisation they have so many thing to do. So sometime se way, ok, a smaller NGO should do but small NGO busy with fundraising so how can they coordinate in practice" (17).
 - But the work is in progress and steps are being taken:
 - "No I mean that is joint technical working group that is not really functional. Joint technical working group at sub national level, for some province that's not functional. For the NGO, after we, you know some NGO can conduct meeting and they can recruit, they can select new [0:58:16.5 can't hear] ... So they start working step by step. But somehow its a starting point. A starting point for us ... DBE: So how many provinces have functional regional NGO networks? ... CAM19_1: For example we have in Battambang now. BEST. We have in Siem Reap, I don't know what the

name is. We have in Kompong Cham, we have in Monduliri and Ratanakiri because our member like CARE and VSO is the tech lead [0:58:52.9 not sure], and in Banteay Meanchey according to UNICEF they say also see very strong network and NGO work in Svay Rieng, in Takeo and other province. So I can not know how many except the one that we fail to follow up, for example like, Kratie. Because when we conduct consult, the regional workshop on provincial NGO network they fail to attend. Kratie, Stung Treng, and Pailin. All these. Beside that you know ... DBE: There are 24 provinces. So maybe ten have a ... CAM19_1: [0:59:31.3 can't hear] ten. Sihanoukville also very active, Kampot also active. They organise meetings. Koh Kong and... Preah Vihear not very active because not many NGOs and only one or two NGO in Preah Vihear so, you know. And it is a starting point and NEP is going to do more on that, especially when we have time we will go and follow up the way that they work. And we conduct the consultative meeting, quarterly meeting here. so we will follow up from one province to another to find out any difficulties they have. And what kind of thing that NEP can do to strengthen this group. So at the moment we cannot say it is fruitful and very successful or it doesn't work at all. WE cannot say because we just start and we just finish about two months ago, three months ago, with the consultative workshop and we just finish about a month ago with the meeting, quarterly meeting with representative of NGO network in all provinces throughout the country." (18).

- Rithy counts this as one of NEPs successes
 - "the third one is about bringing the community people to DP with our activities for example, community learning, community participation in school operation and so on. Especially the strategy of NEP that previously we only coordinate the education at the national level but now we can coordinate at the sub national level. We have [0:57:09.7 can't hear] at the provincial level to form and to work with each other as a team. And we can also inform them about how to work effectively with the provincial NGO departments and to solve some issue too." (CAM19, int1, 17-18)

ii. *Advocacy*

- Advocacy via research relationship with gov:
 - "CAM7: Before the workshop we work each other about the result of the research. And then some information and some and we complete each other clarify some, ask and something. Work closely and have result or have agenda that put in the workshop. So I know all the information for the research." (CAM7, 13).
- Specific examples of advocacy:
 - Child Friendly Schools Policy: "CAM7: Yeah, in the last 10 years that they have benefit from NEP, I think that the NEP can help us to improve the guideline and policy maybe when he produce Child Friendly policy. Child Friendly policy now this afternoon, 2:30 we start the finalize the Child Friendly School policy and NEP join in the meeting or consult meeting to discuss about the Child Friendly policy so far two or three times already. So now we have the finalize the policy and this morning Mr. Rithy is the meeting that discuss about teacher policy and I join, I finished before meet you. Mr. Rithy's there." (CAM7, 18).
 - National Strategic Development Plan: "And we also, with that fund, we also increase our consultation with the members, that we can collect inputs for given policy development. For example like strategic, national strategic development plan." (CAM19, int1, 5).

- Education Strategy/Sector Plan (ESP) – mid-term review.
 - “The 8 topics selected for the discussion including : Instructional hours and text books, Teachers, Inclusive education, Early Childhood education, School governance and school operating budgets, Internal efficiency (improving flow rates : reducing repetition and drop out), Higher education and Out of school children and literacy. Due to the fact that none of the participants has experiences in higher education, the organizer has decided that the discussion is limited to only 7 topics of which 4 are discussed during the morning and 3 in the afternoon. To gain inputs from all participants in all the topics discussed, bus stop methodology has been used along the way.” (Document, “Summary report of Workshops on ESP Mid-term review NEP November 2011 English sending to DoP).
- Advocacy through ESWG:
 - “CAMFG2: Also, because is the only NGO supported by UNICEF more than 10 years since 2001, and UNICEF is the chair of ESWG. So, for them, Development Partners, because they feel that they are very close to the government, they are so close, so sometimes if they have anything that they want us to raise, they say, “ok, please NEP raise.” And sometimes we ask DP to raise anything that we feel that, ok, if UNESCO raise it is better than NEP, but some issues UNESCO, UNICEF want NEP to raise – like, you know, informal school fee, NEP has done several research and then advocate for many, many times, but still we try, ok, we talk to UNICEF, please can you talk/raise this during the Joint Monitoring Indicator discussion with the Minister, ok, then we discuss in advance, then he raise during the meeting. So, it seems like we try to work together well about this issue and then we discuss and then we inform to the Minister, to the policymaker” (CAMFG2, 12).
 - “I think they are equally treated as one of the developing partners. They are not government but like large major donor, [bilaterals? 11.02], like us and NEP they are equally treated as members of the ESWG. And so, they are what they say is equally treated and so in a sense they are doing good I think” (CAM14, 2).
- Recommendation for improving advocacy:
 - “Try and be a bit more focused on developing expertise on key issues i.e. what goes on at local level (where NGOs generally have added value compared to donors). Do regular visits to the field to see what NGOs are doing and the reality of teaching and learning so that these experiences are fed back up to the ESWG. (Eg very useful research by This Life Cambodia on Shadow Education – this is the kind of research which is extremely useful in shedding light on an area of concern at the school-level which MoEYS senior leaders and donors should be aware of).” (CAM22, 2).
 - “CAMFG2: (rep of CITA speaking) In terms of long term strategy, NEP needs to do more to coordinate, pulling together resources of all NGOs ... to achieve certain objectives.” (CAMFG2, 11).
- Advocacy via GCE activities
 - World Teacher’s Day = no longer seen as government controlled
 - “Another example is World Teacher’s Day. In previous years it widely seen as a government controlled event, but in 2011 GCE felt that this is no longer the case, and that teachers were better able to have their voice heard, even participating in a radio talk show.” (Hill, 2011, CSEF yr 2 eval, p. 12).
- Changes to advocacy related to CEQE
 - NEP has learned lessons from this project and, recently, the head of the primary education dept wants to talk to NEP about new roles and responsibilities of school support committee members.

- “The government is government. If you don't approach them they will never come to you. But when we approach them they come frequently.” (CAM19, int1, 10).
- NEP is more recognized now, though NEP (and GAW) was unknown to the head of the Education Committee in Parliament. (CAM2).
- “if the ministry doesn’t recognize them, how can they decide? But, because they recognized their value; every education congress always NEP is there inviting” (CAM6, 6 – World bank).
- “Yes, they (the MoEYS) always call, please join us, so that we can work coordinate, cooperate and especially to ensure that sustainability of program activities. They always call” (CAM6, 23)
- “you know that NEP has MOU with ministry and NEP share or join with the activity of ministry, especially the primary department so far. And NEP join all the activities that primary department invite them join or request something. Maybe , you know when we invite member or staff of NEP or deputy of NEP join, he has known something to part they join. They work in workshop in the province far from Phnom Penh but they join very happy to go, join with us. It’s good idea, good relationship with each other.” (CAM7, 11).
- MoEYS trusts NEP
 - “CAMFG2: You know, actually, ... gradually NEP become more stable and do more activity, so the Ministry start to really trust us as a representative of civil society, ... so they invite us to all meetings that the Ministry conduct, so it seems like even the Minister, even the Education Ministry, the Annual Education Retreat, NEP has been invited to provide feedback – what is the progress, challenges -- and NEP has been invited to join Annual Education Congress, teacher policy, everything from the Ministry of Education in Cambodia. So, our profile has been raised to some extent. We are recognized by the Ministry.” (CAMFG2, 11).
- MoEYS sends other NGOs to coordinate with NEP, rather than going directly to the government
 - “Rithy told me recently that one of the member NGOs for NEP didn’t want to work through NEP that the member NGOs, a local NGOs, Cambodian NGOs, not international NGOs, that they try to go straight to the ministry of education and the ministry of education told them no no don’t talk to us, talk to NEP. NEP will talk to us.” (My notes, repeated in CAM11, 30).
 - “CAM5: We cannot deal and work individual with all NGOs. We have to work with NEP, and NEP can further working with all NGO under NEP.” (CAM5, p. 27). – dir of dept of planning
- NEP recognized as one of three “pillars” in education sector:
 - “compared to ten years ago, it’s a big difference ... the capacity as NEP and the way that they been institutionalized as the umbrella organization for the NGOs. I mean they’re really now like a kind of recognised, one of the three main pillars in the sector; government, development partners and civil society” (CAM3, 17)
- MoEYS always invites NEP to meetings and consultations:
 - “But for example, like teacher policies, they put the name of NEP in the small working group as well as in the technical working group for developing teacher policy. In the retreat, they say ok, NEP have to be there. In the committee they formed to prepare for the education congress, they also have NEP there. And the midterm review or something, they also invite NEP. So every time they have meeting or consultation or develop any new policy or revise policy or something the name of NEP always appears in the list of invitation.” (CAM19, int1, 21).
- MoEYS reacts positively to NEP’s feedback
 - “I feel that whenever NEP propose something he (Nath Bunroeun) always positively responds” (CAM19, int1, 22).

g. Substantive impact (including gender-oriented empowerment)

- ESWG waits for NEP to gather feedback from its members
 - Yes, because NEP participates regularly now in the ESWG, because the ESWG allows presentations by NEP, because the members of the ESWG participate in NEP's research advisory group, and because the members of the ESWG wait for NEP to coordinate and consult with member NGOs in order to provide input to issues that are being discussed. (quote below speaks to these issues).
 - "DBE: Ok. Do you think, over the last three years, since 2009, in the education sector working group, is NEP more respected now than before? ... How do you know? ... CAM19_1: One because our regular engagement in the meeting and share our inputs. And through our engagement we invite them to engage with our activities. So, normally when they talk they ask, ok, say you have to see NEP. We have to talk with NEP about that. And sometimes they also say NEP you need time to coordinate with your members and provide input. So they provide us the [1:17:34.1 not sure] They allow us to presentations. In the past, when we ask them to join our research advisory group, they deny. But now they join." (CAM19, int1, 24).
- NEP sought out for comments by DPs
 - Ann Lamaise (head of UNESCO) asked NEP for feedback for her speech to an opening event for the mid-term review of the ESP (CAM20, notes).
- NEP and primary department cooperate closely
 - "On behalf of the MoEYS, ministry of education for Cambodia, primary department, I can say something about the work of NEP in the so far that we *cooperate closely each other* about the improvement of the quality of education, especially in the primary level so far because the NEP is the association one work in Cambodia and NEP cooperate or facilitate all other NGOs in Cambodia which is good partner with the ministry" (CAM7, 1).

Appendix 3: Statistical Information on Cambodia's Education System

Table: Important indicators and targets in education, youth and sport sectors⁶⁶

Indicators		Unit	2008 (*)	2009 (*)	2010 (*)	2011 Estimate (**)	2013 Target (**)	2015 Target (**)	Responsible Ministry/Institutions	Timeframe Year	Source	Reference CMDGs
1.	Net enrolment rate in primary education											
	Total	%	94.4	94.8	95.2	96.0	98.0	100	MoEYS	Annually	MAIS/NIS	CMDGs 2.2
	Urban	%		92.2	93.8	95.0	97.0		MoEYS	Annually	MAIS/NIS	-
	Rural	%		95.3	95.5	96.0	99.0		MoEYS	Annually	MAIS/NIS	-
2.	Grade 6 completion rate											
	Total	%	85.6	83.21	85.3	90.0	100		MoEYS	Annually	MAIS/NIS	CMDGs 2.6
	Male	%		82.81	85.6	90.0	100		MoEYS	Annually	MAIS/NIS	-
	Female	%		83.64	85.0	90.0	100		MoEYS	Annually	MAIS/NIS	-
3.	Net enrolment rate in lower secondary education											
	Total	%	33.9	32.6	35.0	42.0	52.0	100	MoEYS	Annually	MAIS/NIS	CMDGs 2.3
	Urban	%		49.1	51.3	55.0	60.0		MoEYS	Annually	MAIS/NIS	-
	Rural	%		29.4	31.7	35.0	45.0		MoEYS	Annually	MAIS/NIS	-
3.	Gross enrolment rate in lower secondary education											
	Total	%	61.5	58.1	58.5			100	MoEYS	Annually	MAIS/NIS	CMDGs 2.3
	Urban	%							MoEYS	Annually	MAIS/NIS	-
	Rural	%							MoEYS	Annually	MAIS/NIS	-
4.	Grade 9 completion rate											
	Total	%	49.1	48.71	44.4	51.0	54		MoEYS	Annually	MAIS/NIS	CMDGs 2.7
	Male	%		50.01	44.5	51.0	55		MoEYS	Annually	MAIS/NIS	-
	Female	%		47.32	44.2	51.0	53		MoEYS	Annually	MAIS/NIS	-
5.	Literacy rate (Aged 15-24 years old)	%							Request for its removal because this indicator's figure has relied on NIS figure			
6.	Out of school population (Aged 6-14 years old)								Request for its removal because this indicator's figure has relied on NIS figure			
7.	Net admission rate in primary education	%		92.4	92.9	96.0	100		MoEYS	Annually	MAIS	CMDGs 2.1
8.	Gender parity index of net enrolment rate in primary education			1.00	0.99	1.00	1.00		MoEYS	Annually	MAIS	CMDGs 2.8

⁶⁶ This table is drawn from the document, "Input for Mid-Term Report 2011 of the National Strategic Development Plan Update 2009-2013".

Indicators		Unit	2008 (*)	2009 (*)	2010 (*)	2011 Estimate (**)	2013 Target (**)	2015 Target (**)	Responsible Ministry/Institutions	Timeframe Year	Source	Reference CMDGs
9.	Gender parity index of net enrolment rate in lower secondary education			1.12	1.13	1.00	1.00		MoEYS	Annually	MAIS	CMDGs 2.9
10.	Gender parity index of net enrolment rate in upper secondary education			1.00	0.99	1.00	1.00		MoEYS	Annually	MAIS	CMDGs 3.1
11.	Gender parity index of students in higher education			0.62	0.69	0.75	0.85		MoEYS	Annually	MAIS	CMDGs 3.2
12.	Repetition rate											
	Primary education	%		8.9	7.1	6.0	5.0		MoEYS	Annually	MAIS	CMDGs 2.10
	Lower secondary education	%		2.3	2.0	1.5	1.0		MoEYS	Annually	MAIS	-

Note:

(*) Source from Education Management Information System

(**) Source from Education Strategic Plan

MoEYS: Ministry of Education, Youth and Sport

MAIS: Ministry Administration Information System

NIS: National Institute of Statistics

CMDGs: Cambodia Millennium Development Goals

Appendix 4: Interviewee List

No.	Pseudonym	Org./Actor	Position	Int. Date
1	CAM1 - int 1	NGO Ed. Partnership	VSO Volunteer - Org Cap	17/7/2012
2	CAM1 - int 2	NGO Ed. Partnership	VSO Volunteer - Org Cap	24/7/2012
3	CAM1 - int 3	NGO Ed. Partnership	VSO Volunteer - Org Cap	24/7/2012
4	CAMFG1	NGO Ed. Partnership	Advocacy Coordinator GCE Assistant Research Officer Research Coordinator	17/7/2012
5	CAM2	Parliament	Chair of Commission on Ed, Youth, Sport, Religious Affairs, Culture & Tourism	18/7/2012
6	CAMFG2	NEP Leadership Committee	NEP Coordinator for GCE VSO Volunteer - Org Cap VSO Volunteer - Advocacy GCE Assistant World Vision Cambodia - STO DAC - Chief of Ed VSO - Ed Prog Officer Child Fund - Researcher Aide et Action - M&E Officer Aide et Action - Volunteer CPC	18/7/2012
7	CAM3	UNICEF	Chief of Ed Section	18/7/2012
8	CAM4	UNESCO	Education Specialist & Local Ed Group (JTWG) Coordinator	19/7/2012
9	CAM5	MoEYS	Planning Dep - Director	19/7/2012
10	CAM6	World Bank	Senior HD Operations Officer	19/7/2012
11	CAM7	MoEYS	Primary Dept - Director	20/7/2012
12	CAM8	Asian Dev Bank	Education specialist	20/7/2012
13	CAM9	USAID	Project Officer	20/7/2012
14	CAM10	NEP	VSO Volunteer - Research	20/7/2012
15	CAM11	RUPP	Professor & Research Advisor to NEP	21/7/2012
16	CAM12	This Life Cambodia (NGO in Siem Riep)	Monitoring & Evaluation	22/7/2012
17	CAM13	MoEYS	Sec of State for Ed	23/7/2012
18	CAMFG3	NGO Ed. Partnership CITA (Cam Ind Teach Ass.)	VSO Volunteer - Org Cap VSO Volunteer - Advocacy	19/7/2012
19	CAM14	Global Campaign Ed JICA	Country Support/Lead Ed Spec. Education specialist	23/7/2012

20	CAM15	Radio Voice of Dem.	Production Chief	23/7/2012
21	CAMFG4	SEA TV	Dep. Dir. of PR Senior Producer Dir for Sponsorship (Radio)	23/7/2012
22	CAMFG5	FM102 - Women's Media Center of Cambodia	Executive Director Bus. Dev. & Ext. Relations	24/7/2012
23	CAM16	Maryknoll/NEP/RUPP	Member of NEP's 'Think Tank'	24/7/2012
24	CAM17	TVK	Deputy Director	24/7/2012
25	CAM18	NEP	Member Services	24/7/2012
26	CAM19 - int 1	NEP	Executive Director	24/7/2012
27	CAM19 - int 2	NEP	Executive Director	25/7/2012
28	CAM19 - int 3	NEP	Executive Director	17/7/2012
29	CAM20	NEP	GCE Coordinator	25/7/2012
30	CAMFG6	CITA (Cam Ind Teach Ass.)	President VSO Volunteer - Advocacy	25/7/2012
31	CAM21	MoEYS	VSO Volunteer - Effective Teaching and Learning (Kratie province)	25/7/2012
32	CAM22	UNICEF	Education specialist	6/8/12
33	CAM23	VSO	Director	19/8/2012
34	CAM24	SIDA		21/8/2012
35	CAM25	NGO Ed. Partnership	GCE Assistant	20/8/2012
36	CAM26	MoEYS	Consultant	22/8/2012

Appendix 5: CSEF Cambodia: Theory of Change per Causal Attribution Framework					
2009-2011 CSEF program scope in Cambodia– causal attribution Framework (ToC)				GCE / CSEF contribution to long term impact	
<i>Overarching goal of NEP for CSEF: Strengthen the education coalition and effectively engage government, donors and civil society to bring about reform in education policy implementation to improve all aspects of inclusive and quality education in line with EFA goals.</i>					
PROBLEM	STRATEGIES	ASSUMPTIONS	MID-Term GOAL	ASSUMPTIONS	LONG-term GOAL
<p>Insufficient advocacy capacity exists at a sub-national level to ensure community engagement in school governance and education quality</p> <p>Insufficient participation by member NGOs in education governance at sub-national level</p>	<p>(a) Conducting a pilot of the Community Engagement in Quality Education project;</p> <p>(b) Building and strengthening a constituency in the pilot project target communities that is ready to assist in improving education access and quality and capable of participating in the community-level governance of education;</p> <p>(c) Carrying out a preliminary study of stakeholders' perceptions of quality education in the target communities;</p> <p>(d) Providing advocacy training to member NGOs; and</p> <p>(e) Sharing the results of</p>	<p>- The pilot project will lead to lessons learned that can be disseminated among key stakeholders in the education sector</p> <p>- Within in target communities, parents will be trained to participate in the school councils</p> <p>- Partner NGOs for the CEQE project will be trained for how to work with DOEs and POEs</p> <p>- The concept of quality education will be discussed among participants on the CEQE project, and a consensus will be reached, so that parents and NGOs know what they are advocating for exactly.</p>	<p>Strengthen members' advocacy capacity at sub-national level and their ability to facilitate community engagement in quality education in selected provinces, in addition to compiling a community engagement pilot manual and encouraging replication by education NGOs and other interested parties.</p>	<p>- DPs,, MoEYS, and other education NGOs will be receptive to, will learn from, and will incorporate the lessons that NEP will draw from the CEQE project</p> <p>- Pilot project lessons learned will be disseminated widely</p> <p>- D&D will continue to be implemented by the government</p> <p>- Parents will continue to participate in school councils after pilot project ends</p>	<p>Influence government's decentralization and deconcentration initiative – specifically, in terms of how schools councils interact with community schools and how provincial NGOs interact with POEs and DOEs.</p> <p>Work towards increasing access to and quality of education (EFA goals).</p>

	the pilot with DPs and government.				
Insufficient engagement by NEP in policy engagement	<p>(a) Producing evidence-based policy research,</p> <p>(b) Cooperative interaction with government and donors,</p> <p>(c) Achieving broader support for EFA and for specific policy issues, and</p> <p>(d) Active participation in the formulation of country development plans.</p>	- Evidence-based policy research combined with a collaborative approach to government interactions will enhance NEP's ability to engage in policy discussions (i.e., in those forums where policy-related discussion occurs)	Increase policy engagement by NEP and stakeholders' participation in education governance	- The production of quality research over time and the improvement of relations between NEP and the government will allow NEP to be more influential	Help achieve key education reforms to meet EFA targets
NEP is understaffed and does not have the institutional capacity to complete its core tasks (advocacy, capacity-building, research, etc.)	<p>(a) Hiring and training three new staff (research officer, education program officer, financial manager)</p> <p>(b) Maintaining the participation of member NGOs and NEP's Board</p> <p>(c) Improving communication strategies</p> <p>(d) Maximizing opportunities to learn from other experiences</p>	<p>- The addition of personnel to key positions within NEP will lead to increased capacity with regard to the core functions of the organization and its ability to learn from others</p> <p>- NEP will be able to draw on capacity of its members and its board</p>	Strengthen NEP's institutional capacity in terms of research ability, advocacy activity, financial management, internal communication, and member coordination and involvement.	- NEP will be able to take advantage of its increased capacity in a sustained fashion	Improve ability of NEP to engage in all facets of its organizational mission.
Insufficient	(a) Raising awareness about	- NEP will be able to	In collaboration	- Through National	NEP will be able to

<p>capacity exists among education NGOs at the sub-national level in Cambodia to impact progress towards access to quality education for all students.</p>	<p>a National CSEF</p> <p>(b) Securing acceptance and commitment from key stakeholders to sit on the board of a National CSEF</p> <p>(c) Obtaining additional funding</p>	<p>convince key DPs of the benefit of instituting a national CSEF</p> <p>- NEP will be able to raise funds from DPs</p>	<p>with ASPBAE/GCE launch NCSEF by Year 3. (Contingent on dependencies addressed in Year 1 and 2)</p>	<p>CSEF, capacity and advocacy abilities of education NGOs will increase</p>	<p>strengthen the capacity and advocacy abilities of education NGOs throughout Cambodia such that they can impact progress towards EFA at the sub-national level.</p>
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CSEF EVALUATION:

ALL FOR EDUCATION (AFE) – MONGOLIA CASE STUDY

Clara Fontdevila

25th October 2012

0- INTRODUCTION AND ACKNOWLEDGEMENTS

The present document results from the case study of the Civil Society Education Fund in Mongolia, allocated to the national coalition All for Education. The research has been carried out as a desk case study, namely, a study based on the use of secondary sources of information. These have been, mainly, five *Skype* interviews to AFE members, as well as to a person of an international organization; jointly with the documentation produced by the coalition (proposals, budgets, project completion reports, results framework reports, etc) and other documents discussing education in Mongolia. The research was done during July and August 2012, coinciding with the holiday's season in the country, and as a result not all the envisaged interviews could be carried out, what somehow involves a lower wealth of information.

I would like to express my deep gratitude for all the interviewed people and the general willingness and readiness I found, as well as the facilities I was offered, which made the research easier and, above all, interesting and stimulating.

1- LIST OF ABBREVIATIONS AND ACRONYMS

ADB: Asian Development Bank

AFE: All for Education! (National coalition of Mongolia)

APCD: Association of Parents of Children with Disabilities

ASPBAE: Asia South Pacific Association for Basic and Adult Education

C4C: Child for Child NGO

CHRD: Centre for Human Rights and Development

CIF: Consumer Information Foundation

CPN: Child Protection Network

CSEF: Civil Society Education Fund

EDCM. Education Donor Coordinating Mechanism

EFA: Education For All

EI: Education International

GAW: Global Action Week

GCE: Global Campaign for Education

GPE: Global Partnership for Education

FMESU: Federation of Mongolian Education and Science Unions

FTI: Fast Track Initiative

JICA: Japanese International Cooperation Agency

LEG: Local Education Group

LGBT: Lesbian Gay Bisexual and Transgender

MDG: Millennium Development Goals

MEA: Mongolian Education Alliance

MONFEMNET: National Network of Mongolian Women's NGOs

NCAV: National Centre against Violence

NCSEF: National CSEF

NGO: Non-Governmental Organization

ODA: Official Development Assistance

OSF: Open Society Forum

PPP: Public-Private Partnership

SWAP: Sector Wide Approach

UN: United Nations

UNESCO: United Nations Education, Science and Culture Organization

UNICEF: United Nations Children's Fund

WB: World Bank

References of the quotes of the interviews:

NS: NEC Secretariat

NB: NEC Board

IO: International Organization

2- ENABLING AND CONDITIONING FACTORS

A- Context

Mongolia's socialist past and its recent transition to a market economy, but specially the youth of its democracy turn out to be an important determinant since they involve a deep lack of tradition of citizen participation in decision-making, as for policymakers as for the citizens themselves. Hence, it is stated that, in general, and thought the government understands that civil society "is here to stay" (NS), it might be more focused on appearing to be involving citizens rather than ensuring a real participation. According to NS, in fact the government does not want a strong civil society, even though there is a high degree of variability depending on the particular nature of the charges and issues. For the Education ministry case, certain closeness is pointed up in comparison with other sectors (i.e. environmental issues) and the minister is defined as an "authoritarian figure" (NS) and is reported to see civil society only as a sort of services provider (NB). "Top-down" reforms are also remarked, and in general the Education minister few interest in consultation concerned deeply the interviewed coalition members, as it was pointed out that government consultation involves virtually only donors, jointly and a few international NGOs and one local NGO. However, the assessment of the current Master Plan to Develop Education in Mongolia 2006-2012 (related to FTI) done by local education partners and partially drafted by FTI consultants highlights the wide consultation work done by the government.

In parallel, citizens, in spite of being concerned by the education, appear not to be used to be part of public discussion and they do not considerate the possibility of influence policy processes. NS remarked also a strong donor-oriented civil society for the education sector in particular (partially related to the closeness of the current ministry's attitude). All that constraints determine deeply AFE goals, as its work is always directed to a sort of "cultural" or "mentality" change in order to foster the public discussion and democratic participation as well as the empowerment of citizens. For similar reasons, an effort is done to hold government accountable for education problems, that is to say, to allocate policy (and the possibility of participate in) in the centre of de debate, avoiding thus teachers and students' blaming.

One of the most important concerns is related to the low openness and transparency on programmes and expenditure rather than to the very reforms. Thus, reforms are widely criticized due to its frequency and lack of dialogue. An historical revision of the reforms carried out since the end of socialism allows to observe a certain confusion due to the constant changes: the transition to Uigajin script and the return to Cyrillic one (with the consequent learning difficulties for some cohorts) or the constant variation on the school years model (in 5 occasions since 1990) are the most striking examples. Other reforms are stated to not having been watched over enough or being insufficient (1997's Non Formal Education program, 2005-2006's New Education Standards on child-centred and activity-based learning, 2006's school lunch program, 2006's ban of illegal fees and corporal and emotional punishment or 2008's law on preschool education). It is also reported a low level of public awareness on EFA and lack of transparency regarding the implementation of EFA by the government and the use of FTI funds. The third review of MDG goals points also a somewhat related issue: the necessity increasing reliability and accuracy of education information, introducing new methodology and technology of data collection, processing and use and form education quality assessment and evaluation system.

However, and apart from the ways and forms in implementing the reforms, the content itself turns out to be very relevant and a serious menace in some occasions, and this is the case of the reform based in Cambridge Education. The reform involved various amendments to the education law and was based on the advice of Cambridge consultants. The coalition appears to be extremely critical with the proposal and in

pointed at various reasons, namely the lack of adaptation of the idea to the reality of the country¹ and the lack of thorough planning (in that sense, it is considered to be, to some extent, a sort of electoral strategy, mainly directed to “advertising”); the fees planned to be charged to families (reported to be in conflict with the Constitution provisions around free education) in order to compensate the extra costs; the launching of “schools of excellence” (involving a double-layered system, with good and expensive schools alongside the ordinary ones),; and the lack of public access to detailed information around the implantation². It is worthy to take into account the reported progressive scepticism on the reform by donors such ADB or WB (the later, in fact, reported also a lack of detailed information about the intended modifications and involvements of the law, as was captured through the interview to IO).

Due to the endangering of free education involved and the latent intentions of privatization, the government is stated to be moving towards neoliberal policies (NS). Nevertheless, a review of the Master Plan to Develop Education in Mongolia 2006-2012 reflects a concern with equality and economic competitiveness at the same time (establishing welfare programs and taking into account the demands of human resources of the human market, for example). On the other hand, Parliamentary elections, however, took place in Mongolia in June 2012, and some sort of change in the policies is expected. NS suspects that the new government could involve an improvement in the policies (and the President appears to be quite appreciated by civil society), but currently³ there is no certainty about the future evolution of the policies and the somewhat liberal orientation of the new party in the government (Democratic Party) was reported to be a matter of concern to the possibility of a privatization (decentralization, PPPs) of the education sector. Changing perspective were also reported by IO, regarding to the recent passed “Integrated Budget Law”, which stipulates financial decentralization in education and health services delivery, with effect from 2014.

The coalition is also concerned by the lack of attention to marginalized groups whose school enrolment turns out to be low (ethnic minorities, disabled children, etc)⁴, in parallel with government’s pride in literacy and enrolment figures as well as an increased budget⁵ which could allow the necessary attention to those whose education rights are still violated. Hence, we find a remarkable improvement of the enrolment figures, proving a sort of “recovery” after the initial post-socialism decline and today adding up to 77,39% for pre-primary gross enrolment, 99,05% for primary adjusted net enrolment, and 89,24% for secondary gross enrolment (data from 2010). On the other hand, the situation of herder groups, dealing with difficulties for the enrolment since dormitories policy modifications and school access in rural areas are also reported as current problems of the Mongolian education. It is worthy to point at the fact that herder groups and rural areas, as well as disabled children, are mentioned in the Master Plan to Develop Education in Mongolia 2006-2012, while the Kazakh case appears in the assessment of the plan done by local education partners, which in fact remark the need of attention to disadvantaged groups related to dropouts. The third report on MDG implementation also pays attention to herder and rural groups. It is observed that the plan and the MDG review are rather focused on poor and vulnerable children in a more “general” way, with some emphasis on rural contexts and domestic migrants to the cities; while disabled children, LGBT and ethnic minorities receive greater attention by AFE. Nevertheless, the focus on dropout students is shared. The coalition is also concerned with the lack of effectiveness of the budget, and the concern is in fact share by the mentioned FTI review of the plan, pointing at the insufficient investment in compulsory education. Literacy turns out to be high (97,41% for adults and 95,81% for youth 15 to 24 years of age, in 2010) but MDG review points at higher “unofficial” illiteracy rates.

Another noticeable general constraint reported by AFE members is the lack of independence of many organizations or institutions, what determined in a high grade AFE’s possibility of alliances. The

¹ NS states “From our point of view they just borrowed the idea, or just *bought* the idea, bought the curriculum, bought the textbook, bought the examination text, test materials”.

² NS reported having been aware of the planned legislative amendments through personal connections, since the government was not transparent about the issue.

³ Taking into account that the present report has been written in August 2012.

⁴ What is not absolutely consistent with the official data (out-of-school rate for children of primary school age adds up to 0,95% in 2010 and appears to have experimented a dramatic drop during the last 15 years).

⁵ In fact, the Public expenditure on education as % of total government expenditure has decreased, being today a 14,61% whereas in 2002 it reached a 20.38%.

existence of NGOs belonging to civil servants or government officials (or *pocket* NGOs) and NGOs controlled by big businesses undermines seriously their service and critical function and, moreover, is the origin of interest conflicts⁶. However, other informants showed themselves more optimistic about the development of the Mongolian civil society: that would be the case of IO, who highlighted its improvement and maturing, as well as an increased access to high-level political decisions.

B- Institutional setting (before the CSEF)

I- Strategy, leadership and management

The Mongolian national coalition was born in parallel with the CSEF, in February 2010, through the dialogues between Ms. Helen Dabu (Capacity development and Advocacy support officer from ASPBAE), who contacted diverse civil society organizations and encouraged the creation of the coalition. As a consequence of the conversations and initial meetings (in which between 40 and 50 organizations participated), a working group (subsequently called core group) was formed⁷. Due to the youth of the coalition, thus, it is particularly important to distinguish the long-term objectives from the key issues and goals which centred the coalition's activity during the first months (and that in fact have a noticeable weight in the coalition's work today), namely the reflection on the coalition itself.

The initial need were, hence, to build an agreement on the basic principles of the coalition, what took a long time as a strong accordance was searched. Since the coalition had a special interest to ensure the truly democratic running and egalitarian participation, long discussions and exchanges of opinion were held until consensus was reached, and debate was the main activity until principles, project proposal and by-laws were approved in autumn 2010. It appears to have been a long and difficult process but worthy at the end of the day, since the coalition managed to avoid what appears to be a common Mongolian pattern, that is to say, the monopolization of networks or organizations by some of their members. NB states, in that sense: "In a way, we some from some perspective way wasted a lot of time. But I think we did not waste it, the time was worth it. Another have a common grounds, common understanding, common values and the importance of being a coalition". NS reports that, finally that "we agreed to be independent and we agree that we would be based in the principles of human rights including child rights and gender equality, and that we would follow democratic process, resolve the issues by consensus, and reasoned discussions and be transparent in everything we do, And we worked very hard to develop such a culture within our coalition". And NB, admitting that it took 6 months to write the by-laws, considers that it made sense since "the most important thing is the process, the discussion". This cultural change mentioned above, put into operation for the coalition itself, steered the task of the coalition during the first months. A deep understanding of basic principles around human rights approach and gender equality was also ensured.

The deep understanding between members allowed the design of the mission in the long term, compiled and issued in several of the coalition documentation: "The mission of the core group/coalition is to, in the long run, transform the educational system, rendering it more humane, democratic, accessible and empowering for all children, youth and adults of Mongolia. The overall goal of the core group/future coalition is to build national civil society capacity to promote full implementation of EFA goals and ensure enjoyment of the right to education for all".

Specific objectives and strategies were also defined during this first period, and increased and refined for the second and definitive proposal. Finally, hence, the main objectives turned out to be:

- Build and strengthen a national coalition for education advocacy.

⁶ This would be the case of the textbooks issue, which became a central debate topic in the country.

⁷ The sequence between the initial meetings and the final core group appears to be slightly knotty: after hot discussions during the very first meetings, Ms. Helen Dabu trust to T. Undarya, B. Batjargal and D. Tungalag the outline of the coalition concept. The following meeting, in which the concept was presented, did not allow to reach a concept and most of the organizations left the coalition, arguing that it made no sense to organize an education coalition with organizations from other fields.

- Increase citizen participation in transforming education policies and system.
- Influence education policy and system through advocacy.
- Build financial sustainability for the coalition work in the future.

The objectives can be considered somewhat “general”, specially regarding to the sought policy changes, but the fact can be explained by AFE’s youth and its attention to the processes and the general attitude of the citizens and decision-makers. The objectives were compiled and explained, jointly with the planned activities and the project matrix, containing the strategies, activities, output and input indicators. The carried out action is perfectly consistent with the project and includes activities of a variable nature (in-depth discussion and review of foundation documents, networking and alliances building, national-level pool of training and advocacy capacity-building facilitators, local-level capacity-building workshops, organizational development and risk mitigation, public discussions and publications, public awareness raising, information resource system, policy digest, local audits at micro level, research, and publications, meetings of decision-makers and partners, mobilization, fundraising strategy, etc). In general, and as can be seen in the following sections, there is a great coherence and a noticeable accomplishment of the priorities, with some variations, as most of the planned activities have taken place and the objectives have been achieved, with the exception of building financial sustainability, where considerable work remains to be done. Nevertheless, the coalition do not appear to “publicise” the accomplishment of the priorities and it is not clear to what extent a periodical revision is done – as there are no specific monitoring and evaluation systems.

II- Membership, partnership and alliances and internal cohesion

The coalition is currently constituted by 14 member organizations and has not experienced any increase of its membership. It has to be pointed that the original core group, which held the principles discussions, contained another organizations, which finally quitted the coalition due to a deep disagreement with the coalition (as reported in footnote 5), with some of them being reported as having wanted to use the coalition for the own profit. Thus, finally few sectorial organizations took part of the coalition; and the interviewed non-member of the coalition (IO,) in fact, regarded their absence as rather surprising. Three other organizations were also invited to the initial meetings but finally not included since none of them attended any of the coalition’s meetings. Most of the member organizations of AFE are not part of the education sector strictly speaking⁸ but decided to get involved, seeing education as the basic step for the changes they work for (for example, organizations against violence or feminist networks). As reported by NB, “those different advocacies were focused on the results. They did not address the roots of the problem”.

A process of some kind of skimming in the recruitment of new members has been reported and justified in order to avoid “unethical” (NS) NGOs or non-democratic ones. With this purpose, the admission is conditioned by their performance on issues such as gender equality or democracy and minutes proving a certain internal communication are required as well. The interviewed members regard this process as highly necessary and not discriminatory in any way, since the choice is done on the basis of their principles – not depending on race, sex; etc, but as this appears not to be a common practice in Mongolia, diverse complaints have come out and an awkward argument with one member of a non-accepted organization emerged during the first National Forum. Apparently, there is the perception of a “deceptive” environment in the country and of the necessity of ensuring a really human rights approach when it comes to accept or collaborate with an organization, since the interviewed members showed themselves convinced of the lack of a general backwardness in that sense. In fact, the coalition has created a committee (Member Sub Development Committee) focused on the task of analyzing member sub-development policy and issuing regulations on the admission of new organizations.

⁸ In general the common feature of the member organizations is the human rights approach. The complete list can be consulted in the Appendix, and includes teachers’ union, child rights groups, women’s organisations, and other groups representing the marginalised and disadvantaged sectors.

The coalition has done sound effort to ensure the internal diversity of the membership and have a national spread activity⁹, and it is stated grassroots organizations are the most important allies. Today the coalition has presence in 13 *aimags* (provinces) and 2 remote districts of Ulaanbaatar, but some constraints difficult the goals of reaching *aimags* and remote districts (from Ulaanbaatar): not only due to the strict (and, all in all, necessary regarding to the context) demands to ensure a human rights approach, but also related to a certain centralism of the activity (virtually always located in Ulaanbaatar) and to large distances combined with limited resources (even though that these limitations were intended to be solved through videoconferences, for instance); as well as to the lack of independence of several organizations (as mentioned above), that reinforces ignorance and suspicion and make difficult to extend the coverage (only eight locations – six *aimags* and two remote districts- were selected finally –among 21- in terms of “close cooperation”). Moreover, certain bad experiences working with organizations that turned out to be not very democratic and committed to the tasks intensified the feeling of distrust (such as the simplified assessment of the school environment, as some partner “just they did it, just to do it”, (NS).

AFE, however, makes up for its low representativeness of the Mongolian civil society, in a certain way, with a strong commitment in giving voice to the marginalized groups, namely Kazakhs, LGBT or disabled children, through case studies and a constant effort to engage and reach them (even the difficulties related to the lack of organization of some of the groups, such as Kazakhs).

It is worthy to describe the relationship of the coalition with the teachers union (FMESU, Federation of Mongolian Education and Science Unions), as it presents some particularities. Hence, the union appears to be distant from other civil society organizations. Founded during the socialist time, it has not been “properly reformed” and maintains a specially centralized structure thought at the same time, as a federation, it does not perform in a unified way (“ a big mess” according to NS), and it is described as “narrowed-focused on salary issues” by IO. Thus, though it does not seem to enjoy a great consideration from other organizations, the particular attitude of some of their individual members is seen as positive, and in fact its former general secretary, D. Tungalag, turns out to have developed a key role in the coalition launching¹⁰ and the current coordinator. This sort of dependence on individual relationships, however, has as consequence the low engagement of the union’s federations itself: hence, when D. Tungalag was not re-elected in her post as a secretary in the union, the contact with FMESU became rather poor and no formal attendance was registered in the board for a long time. In fact, the contact in order to ensure its will to remain at the coalition had to be done by letter, what can be seen as a sign of the low institutional commitment. However, NS appears to be less critical and points at work burden related with striking in order to justify, and she insists in the importance of involving teachers as a way to know “what is happening on the ground”.

Regarding to the relationship with other organizations outside the coalition, as mentioned above, there is an environment of distrust with most of the sectorial NGOs as they are seen as having monopolized the interaction space on behalf of civil society with the education ministry and being closed, non-democratic groups, not sufficiently committed with the human rights approach and not transparent and independent enough. Otherwise, we can see that the coalition has built a fairly solid link with a budget tracking network, namely Citizens Monitor Budget, and contact has been held (as its attendance to an AFE’s workshop proves). Engagement with NGO Forum for Aid Effectiveness is also reported, as well as participation in the Consultation on Institutionalizing the NGO Forum on Human Rights and other projects organized by the member organizations. What in general, therefore, can be seen is that AFE prioritizes the alliances and membership according to the commitment with human rights approach and democratic running, rather than the engagement in the education field.

The coalition, through its general activity and specially through the National Forums, has been able to put in contact different actors. NS considers that this is, in fact, one of the most important achievements of the coalition: “In local level we were linking national level organizations with international, we were linking also international experience with Mongolian experience and we were linking media, government, civil society, international development community, international NGOs and international civil society

⁹ Contact with *aimags* and remote districts is done through members and member’s branches.

¹⁰ As a part of the “tripartite” structure discussed further on in the text.

actors. And we think that is also very important and that is for the first time in Mongolia". It is finally interesting to considerate the most "ambitious" goal regarding to alliances, reported by NS: "One of our strategic was our main goal for now and w during last two or three years when we met donors, the government. We were really proposing the idea of having common platform for education in Mongolia, which involves the government and government organizations and donors and international NGO, UN organizations, kind of platform or kind of meeting kind of consult mechanism to really discuss the issues together and to solve the problems, including the point from the different stakeholders. And then it will bring us together real reforms, real recons which we need, which will raise the standard quality of education in Mongolia".

Internal cohesion seems to be watched with great care, through the discussion of the principles and by-laws and the watching over the democratic running, reported already as one of the central focus of interest of the coalition as a part of "mentality" or "cultural" change. Hence, board meetings are held frequently in order to discuss issues as projects and activities, whereas more general meetings (including other members) take place. In that sense, it is important to take into consideration that all the decisions are made by consensus. NS states, thus; "So far we had any issues that could not be decided by consensus. So we tried, because we think that majority vote is too easy". Even it is admitted that this method requires more times, it appears that there is a strong interest in using the system as far as possible, as it is considered to strengthen the still weak institutionalization of democracy. For the same reasons, there is a certain insistence about the necessity of a "warm", "friendly" in parallel with the liberty for discrepancy and a proactive general attitude.

An internal audit committee ensues also a democratic and accountable running of the coalition, being the chair a professional accountant (able hence to monitor finances) and one of the members not being part of the Board, what might ensure a greater independence.

Clear separation between secretariat (staff) and Board reinforces¹¹ also the democratic running, as it is saw as prevention of "conflicts of interest" (as the Board is the final responsible of the recruitment of the staff) or of accountability problems. Nevertheless, this appears to be one of the complex points of the coalitions. Hence, on the one hand different members insist in the separation but in the other hand, it is admitted that for a period of time some of the Board members were also charged with coordinator, vice-coordinator and fund managing duties, and paid staff as a consequence. The point connects directly with the presence of key leaders, which is discussed as follows.

Hence, we can see how some of the members turn out to have played an especially paramount role in the launching of the coalition and, to some extent, in its current working. AFE, thus, owes an important part of its efficiency and boost to some members' commitment. Firstly, three of the original members of the working group, namely T. Undarya (from MONFEMNET), D. Tungalag (from FMESU) and B. Batjargal, (from MEA)¹², are stated to have shared common views around issues discussed initially, even though very little previous connection, and trusted the outline of the coalition by Ms. Helen Dabu (regarding the difficulties to reach a consensus in initial meetings). In general, it is possible to observe that it was the good relationship between these members allowed, or at least facilitated deeply, setting up the coalition, ensuring the quality and dealing with the burden of work involved. Furthermore, they have held essential posts since the beginning: B. Batjargal as Fund Manager Coordinator; T. Undarya as Coordinator at part-time basis and subsequently as part-time adviser; and D. Tungalag as Vice-coordinator and, subsequently (after leaving her post in the union's federation), as a full-time Coordinator (replacing hence T. Undarya). In fact, this is called informally "a tripartite" structure by NS, and regarded as ideal for a "distribution of power". We can see, thus, how these three members exercise solid leadership, and, as admitted by NS it was not possible to ensure that the coalition's strong development without their presence in the board there was a risk of "collapse". Consequently, as explained above, part of the paid staff was also part of the

¹¹ In that sense, and in spite of not being clear to what extent staff attended Board meetings, it was clearly stated that when it comes to discuss staff recruitment issues, hired people do not attend the meeting.

¹² Some kind of confusion is detected in that point, since NS points at a member of NCAV as part of that initial group (instead of B. Batjargal).

Board. The fact, actually, prevented the coalition from formal registration (which was delayed until 26th January 2012), as according to the Mongolian NGOs law the presence in the Board and in the paid staff are not compatible.

The interviewed members of the coalition seem, nevertheless, to be quite aware of their leadership and the risks associated to a possible “dependence” and it is reported that the aforementioned members try not to foster their own centrality, suggesting, for example, to elect the Board director outside the paid staff, what moves them away of the possibility of them being elected¹³. The strategy of boosting progressively a greater independence can be observed also for the MONFEMNET case, which initially had a central role but gradually and deliberately has become a common member. Hence, this organization worked as provisional secretariat, being T. Undarya the Coordinator, and helped in the organization, membership and public relations of the coalition. Subsequently, AFE hired its own staff and D. Tungalag replaced T. Undarya as Coordinator, and nowadays MONFEMNET keeps only a mentoring and support function. It is remarkable the thorough conscience of the interviewed MONFEMNET member in the interest of an autonomous coalition and her wish to move forward in that sense: the difficulties and risks are not at all ignored. MEA appears to stand out and has a leading role due to its knowledge of the education field and managing skills.

3- PROCESSES

A- Primary processes

I- Capacity building

As can be seen in the following sections, and having in mind the youth of the coalition, its capacity has been noticeably increased, since a strong network of relationships has been built among members and the training initiatives, alongside with the researches, have enabled the coalition’s members to grasp the education field in the country and EFA goals, specially those organizations originally not related to it. NB states hence the importance of the learning involved in the coalition and the common understanding achieved through the general commitment with a democratic and equalitarian running and the understanding of basic values around human rights and gender equality. Furthermore, coalition works by mixed group teams, as reported by NB, so that people occupying different posts and being part from different organizations gather to share ideas. This working model ensures mutual learning and skills increase for all the members. Apart from the improvement in the capacity of their members, the coalition itself has also experimented a clear betterment in its cohesion, network, management, communication and initiative capacity, and a growing amount of activities of diverse nature have been carried out. The non-planned advocacy task could be carried out with satisfactory results, what proves the solid capacity gained during the two years. It is equally interesting the effort done in self-defence and risk mitigation (contact with lawyers, consultation on safety, security protocol) and the strengthening of organizational development (financial and interim management rules adopted, internal committees established). On the other hand, some skills such as analysis and research conducting, budget tracking or advocacy are admitted to need improvement, as well as organization development in case the coalition is enlarged.

II- Advocacy

In principle advocacy processes have been planned to be rather moderate, as the coalition was young and pre-election discouraged parliamentary advocacy (and, therefore, this task was planned to be launched after 2012 parliamentary elections, as stated in the Project Completion Report). Nevertheless,

¹³ It is worthy to point that The elected director is D. Enkhjargal, form NCAV (the organization having already had a central role in the coalition’s setting up according to NS’s version.

certain sudden events related to the Cambridge reform led last June the coalition to get engaged in this sort of activity earlier than anticipated. As NS states the really concrete advocacy evolved for us for the Cambridge reform and proposing the amendment to the education law. When the issue came out, “what we did was quickly modalise ourselves to seek channels through which we could speak against Cambridge education”. Hence, “unexpected” lobbying activity was launched in order to avoid the amendments in the Education Law, which allowed charging families for the education in high schools and opened the possibility of a kind of double-layered education system (as explained above). The used methods were mainly parliamentary advice and meetings (not strictly “private negotiations”). Thus, the coalition contacted President office as well as the President adviser in culture and education issues. With the latter was organized, jointly with two other NGOs, a public discussion in Citizens’ Hall¹⁴, where the amendments were discussed, questions were posed to the Education Ministry’s charge of Cambridge Reform and a policy paper about AFE’s objections was distributed and picked up by the President’s officers, other NGOs, researchers and members of Parliament. The document was also finally delivered to all the members of Parliament with other information enclosed; and an inquiring letter was also sent to the Education Minister and, subsequently (having no answer), to the Prime Minister. This influence strategy was completed with the participation of the Coordinator (D. Tungalag) in face-to-face meetings with some of the 76 members of Parliament as well as in the evening TV discussion led by members of Parliament; The advocacy task based on Parliamentary work took place in parallel with a campaign of public awareness rise through media coverage and broadcasting of the Citizens’ Hall discussion, the distribution of the policy paper during the Second National Forum and the publication of the mentioned letter in the newspaper *Today*¹⁵.

The coalition used their knowledge around country’s legislation, asking for the amendments compatibility with the budget law, the Constitution and its provisions about free education or the law on information¹⁶. It is not clear to what extent this task puts into operation the information compiled in the policy digest¹⁷, in fact it appears that the Coordinator D. Tungalag (and partially B. Batjargal) centralized a significant part of the work, and as a result is not possible to determine the learning among AFE members involved in the advocacy task. Otherwise, the work proved to be effective in its legislative impact, as two of the amendments were finally not approved by the Parliament.

The intensity of the recent advocacy might unfairly “diminish”, in a certain way, the importance of previous work in that field. It is interesting to take into consideration these earlier tasks, namely the dissemination of forum’s outcomes and other documents among all the members of Parliament, the Education ministry and Presidents’ office as well as among education stakeholders (related to various issues as the coalition, EFA goals, etc). Another relevant project was the participatory methodology to assess school environment at local level, consisting in a consultation tool that allowed and encouraged all the people having a link with education (teachers, service staff, school administration, students, parents, NGOs and local government representatives) to engage themselves in the education services improvement, what involved a certain citizen control on the governance and can be considered as a form of advocacy¹⁸. The project was inspired in the framework of the “How to create a good school” developed in Uganda by the NGO Raising Voices. During the project some difficulties emerged, mainly related to short time (and its coincidence with winter holidays) and to budget limitations, which prevented the coalition to train properly local activists. The variability in the grade of commitment by these activists appears also to have been a problem, as mentioned above. In spite of the (apparently) discreet impact of the initiative, and the constraints found, it is worthy to point out that it enabled the citizens empowerment and a greater transparency, and allowed the coalition to explore its alliances and possibilities of cooperation, as the

¹⁴ *Citizens’ Hall*: space established by the President elected in 2009, directed to people and civil society public discussion, and usually coordinated with the Public Participation and Human Rights Advisor of the President.

¹⁵ A kind of “alternative version” was reported regarding to the issues: NS reported having met and convinced (jointly with B. Barjargal) some of the concerned chairs not to do tot amendments due to their negative effects and the involved conflict with the law. In that meeting the following of the EFA Education Plan would have been decided also, also (ensure it with transcriptions).

¹⁶ NS stated that, given the violation of the latter, the Education Minister could have been taken to the court. However, changes in the government related to the elections involved a modification of the strategy.

¹⁷ Discussed further on in the text.

¹⁸ This way is classified in the Project Completion Report, even though the activity could equally having been classified in the campaign category.

project took place in eight locations (two remote districts of the capital and six *aimags*) and involved the cooperation with a wide range of diverse partners.

Finally, and regarding to the lobbying and influence possibilities, we must highlight the pretty particular situation of the coalition in its access to institutionalized spaces of dialogue with government and donors. NS reported that “it’s difficult to have any relationship with the LEG because it’s pretty much not functional” and in fact it was reported that, since the launching of the coalition at least, the minister has not call the LEG formally in spite of the compulsoriness of the meetings according with FTI/GPE. It was reported that the LEG has not been established as required: its work is carried out through the EDCM (Education Donor Coordinating Mechanism), established before FTI and not properly reformed and, as a result, not including local NGOs as LEGs are supposed to do, even though MEA¹⁹ is reported to be added posteriorly to EDCM. IO reported also that EDCM has not f been called in the last one and half year and regarded an hypothetic incorporation of AFE as “very useful”. However, interviews and reports captured diverse meetings with members of EDCM (including ADB, which showed its wish to have AFE included in the EDCM/LEG; WB; JICA; Save the Children Japan and UNICEF and OSF²⁰). A meeting with the Education Ministry’s project unit director and FTI project unit coordinator and vice-coordinator was also reported, jointly with a round table debate between civil society organizations, EDCM and staff from Ministry’s project unit and FTI project; as well as the coalition participation in monitoring projects from WB, UNESCO and UNICEF, the invitation of FTI supervision in two provinces, and the public discussion at the Citizen’s Hall on the delegation of tasks to civil society by government agencies. Ministry’s chairs’ attendance to forums is also seen as a positive sign. All in all, then, and thought the “cautious” attitude from the government, we can observe AFE’s progressive involvement and building of relationship with various stakeholders in parallel with a worrying lack of an institutional or formal arrangement of participation in the education sector, resulting from government non-respect for the planned dialogue within the LEG and the aforementioned centrality of donors in the few consultation events.

III- Research (data management and diagnosis)

During the first year, and since some of the engaged organizations had not worked before in the education field specifically (and even those having worked in it, had not a deep understanding in all the issues), two quick assessments were carried out in the coalition. These assessments were directed to broaden members’ knowledge on education organization, reforms and other issues and are considered as a blending of research and training. Two teams were created within the coalition, each of them taking charge of one assessment, which were called “Money and accountability” and “Quality and accountability”. The assessment allowed the coalition to detect the Government gaps in transparency, accountability and public information, as well as the members lacks in data gathering and (participatory) research skills. With a similar exploratory goal a policy digest was produced, consisting in a compilation of policy documents and regulations, containing national and international provisions, directed to facilitate policy advocacy to the diverse members.

Case collection studies were also produced. They were focused on the right to education of different marginalized groups (those identified above: LGBT children and youth, children with disabilities, boys, girls and women having become pregnant during the youth, Kazakh youth and boys out of school), whose stories were collected by the targeted groups themselves (with the exception of disabled children case, being carried out by their parents). In fact, we may consider this research case rather as part of a campaign and empowering activity than merely research—as its goal does not seem to be the strictly the diagnosis but the public awareness rise and giving voice to marginalized people. All in all, the case collection is stated as having “uncovered important information” in the coalition’s reports as they violations of human rights were identified.

It also reported an assessment of the legal environment for tracking budget and monitoring public expenditure, with the goal of explore legal provisions related to budget transparency and citizen

¹⁹ Even that in fact the registered local NGO involved in EDCM, as captured in the mentioned FTI assessment of the education plan, is not MEA but Open Society Forum, also part of AFE otherwise.

²⁰ OSF is in fact a member organization of the coalition, so this point seems to be a little bit confusing.

involvement in budgetary processes, as well as information sources. The research is reported to be a first step for further work on the issue, as explained further on in text.

The sources used are a combination of primary data, obtained in the case collections, and secondary data collection. At large, the research task seems to have had an (self) orientating and qualitative nature. This last point gains importance taking into account the fact that, as captured in the Project Completion Report, “existing data are mainly on statistics and the existing qualitative studies were mainly conducted by foreigner”. In that sense, thus, the research can be regarded as a substantial step forward. But the most important point related to research is probably their empowering function, as it raises attention on groups usually silenced, gives tools for advocacy to the diverse members and, being always carried out by the coalition own members, serves them as a learning process of analytical skills at the same time.

Regrettably, official data gathering proves to be a rather problematic matter in Mongolia. As mentioned above, the lack of transparency is one of the biggest concerns of the coalition, as public institutions show themselves disinclined to give information on programs, standards, planned policies – as Cambridge Reform- and (specially) budget topics (it is stated that is not possible to find unified information on the various sources of education funding –including international and financial institutions- nor detailed compilation of the expenditure entries), what in fact makes particularly necessary further work on the issue²¹. Less thorny but equally noticeable were the problems found for the Kazakh case study due to linguistic but especially to the fear and a sort of scepticism showed by the group.

IV- Training initiatives (both received and delivered to different stakeholders)

Participation in workshops is reported to be open to member and non-member organizations (with the exception of the organizational development workshop). Since resources are limited and the participatory nature of the trainings made them quite sought-after, the board does a selection of the participants. The reported criteria are sex and age diversity, as well as commitment. It can be also observed an attention to engage people from selected locations, who subsequently (after these “central” workshops have been conducted), local-level capacity-building workshops are planned to be in the *aimags* and remote districts.

Topics appear to be elected collectively what ensures not only the democratic running of the coalition but also coherence with organizations necessities and interests. Trainers are usually the own members of the coalition according to their skills (NB highlights the *insourcing* -opposed to *outsourcing*-strategy), what combined with the former factor could lead to a certain lack of “ambition” in the selected topics, compensated in part by external collaboration in some occasions (that would be the case of the organizational development workshop, with the presence of Ms. N. Chinchuluun, director of the Mongolian Women’s Fund; or the already mentioned collaboration form a member of Citizens Monitor Budget). And it is worthy to remark that the strategy ensures the empowering of the organizations as well as an increase of their confidence, as captured in the Project Completion Report.

The coalition wrote the training strategy in the proposals, and future topics to be treated have to be decided. In general terms, the interviewed members pointed out the necessity of advance in budget tracking, policy advocacy and conducting research.

V- Knowledge management

There is a noticeable insistence in learning-by-doing: through the participation of the members in the various trainings and their own performance as trainers is ensured an improvement, increased by the empowerment involved in the fact that all the researches (quick assessments, case) are carried out by the

²¹ Even schools showed some kind of closeness when it came to provide information on certain issues (as the lunch programs, as captured in the Project Completion Report) the origin of the problem seem to lie in their dependence of local and national authorities – who, again, appear not to be exactly accountable and transparent.

coalition members. The participatory approach, finally, reinforces the acquisition of skills (related to diverse issues: human rights, gender, advocacy, policy analysis, etc) by the various members.

Members are reported to conduct community orientations or information dissemination activities for diverse communities at various levels, and the documentation of the training is told to having been recorded by audio recording, and the transcription of what was said. Related publications have been produced as well (manual of human rights approach in education, legal framework related to budget tracking). All these factors ensure the conservation and dissemination of the knowledge among members and invited non-member organizations.

B- Financial management

For the period until June 2010, the total grant was of 49.767 USD according to the coalition's budget (including administrative and overhead costs, which add up to 18.727 USD). Funds requested for the following quarters added up to 132.990,4 USD (including administrative and overhead costs for the value of 15.120 USD). The money was distributed in quarters: 17.055 USD (August-September 2010), 37.635 USD (October-December 2010), 32.035 USD (January-March 2011) and 33.075 USD (April-June 2011), plus 13.190,4 USD for July and August 2010 expenses). Due to the fact that the coalition was born together and encouraged by the CSEF, the bulk of the funding comes from the project. Nevertheless, some extra funding has been obtained, namely 15.594 USD from the Canada Fund directed to the training on participatory approach to human rights education for the AFE members, and the attempts to market some of the produced materials (mugs with the logo, Education Monologue issue and Coalition's Daily Planner). Important difficulties seem to be difficult fund raising in general (and as a consequence, the possibility of a NCSEF): NS states "Really annoying things in Mongolia is that there are not so many donors, not so much funds available comparing to Asia". Nevertheless, fundraising methods and resource mobilization were treated in one of the workshops. NB highlights also the difficulties and states having delivered two or three proposals (having not received response). With the same goal, a package of materials for approaching the donors was developed and some meetings were held.

The financial issue appears to be coordinated and mastered by B. Batjargal from MEA as Fund Manager Coordinator and chair of the internal audit committee and a professional accountant himself. This organization (MEA), in fact, has been charged with the financial management since the beginning of the coalition. MEA is regarded as "stronger in finances" as, according to NS "MONFEMNET is not very strong in terms of financial regulations". Therefore, funds were initially delivered to MEA and the current "control" of this organization over the financial issues appears to be great. The great trust of the rest of members prevents the possibility of conflict, but some kind of dependence could emerge finally. However, some of the interviewed members seemed aware of the risks: NS, for example, pointed out the "teaching" task done by MEA with the secretariat regarding to financial regulations.

In spite of the lack of knowledge about financial details, funds disbursement delays were widely reported and turn out to be a serious problem since, as mentioned above, they involved time constraints, and some project cancellations (this would be the budget tracking case). The delays appear to have entailed a sort of strong psychological pressure on AFE, and could be a wearing out factor, as the Project Completion Report states "Delays in the transfer of funds caused significant challenges for the secretariat, increased burden on the lead organization and put greater pressure on the coalition staff and members to conduct the planned activities within a tighter time frame".

C- Human resources management

During the first months (or interim period) of the coalition, until it was set up (September 2010), human resources were provided by MONFEMNET (secretariat duties) and MEA (as Fund Manager). As commented above, today MONFEMNET keeps only a support function regarding the hired secretariat. The staff appears to be highly valued, thus, NS states "In general we are very happy with our staff. And our staff are always, they don't see their work just as an office work. They are committed and from the beginning they understood very well what this coalition means". Relating to financial management, the Fund

Management Coordinator work is done by B. Batjargal. It is admitted that there is the need of learning and improving skills, but improvement is on track and a deep confidence on the possibilities of “mutual learning” were reported (this would be the case for the MEA having taught secretariat –financial officer- on accounting programs). It is also interesting to point at the fact that the Project Completion Report reported difficulties for hiring full-time staff, related to the lack of commitment or the scare produced by the workload.

Currently, the hired staff adds up to 4 people: one full time coordinator (D. Tungalag), one part-time adviser (T: Undarya), one full-time financial officer and one full-time programme officer, according to NS. The staff amount met its peak in 2011 (3 full-time and 5 part-time employees, as well as 25 local volunteers), being in 2010 of 2 full-time and 6²² part-time staff and 20 local volunteers). Staff is divided in various posts (with variations depending of the total amount of hired staff): coordinator, vice-coordinator, fund manager, financial officer, information officer, administrative officer, office assistant, according to budgets and proposals (“adviser” reported by Tungalag can be assimilated to vice-coordinator, and programme officer to one of the officers). All in all, we can observe and clear good distribution of tasks, while the total amount appears to be consistent with AFE’s needs (in that point is noticeable the overloading of the staff in various occasions, dangerous in the long run).

D- Gender

Women participation appears not to be a problem since civil society is reported to be rather feminized and, in fact, the coalition’s efforts have been done in order to ensure men’s presence (through workshops selections, for instance). We can see, for example, that seven out of eleven members of the Board are women, as well as the Coordinator herself. Otherwise, gender equality approach could be considered central: some of the member organizations are related to some extent to women rights (MONFEMNET – National Network of Mongolian Women’s NGOs; NCAV - National Center Against Violence; Arular – Kazakh Women’s Arular Union) or sexual minorities rights (LGBT center). Workshops on values contained discussion and training about the issue, as well as quick assessments, which deal about gender equality education (contents, daily practices in schools, etc); while three of the five case collections had a connection with gender topics (namely the study on girls having been pregnant in a young age; the study on boys and the study on LGBT) and a study on textbooks contents from gender and human rights perspective is being planned with Human rights commission of the country. Overall, we can see how gender equality is taken into account in a rather transversal way (through a gender point of view and a constant networking and relationship with organizations dealing with the related problems) than in particular projects, understanding that other organizations are engaged in such initiatives.

E- Monitoring and evaluation

The coalition does not use (yet) specific monitoring and evaluation systems (though it is stated to be planned), being overburdened in a certain way. However, Project Completion Report states having used Results Framework Report and having followed an evaluation of the coalition during a workshop on organizational development. The assessment, carried out by the director of the Mongolian Women’s Fund, consisted of a process of self-diagnose of the structure, governance, strategy, program, activities, staff development, networking, resource mobilization and fund raising and financial management capacity of the coalition, and it included the participation of coalition members and staff. Feedback after workshops and a review involving participants and organizers were also reported; and it is also worthy to have in mind the existence of the internal audit committee aforementioned, constituted by the Fund Manager Coordinator, a member of the Board (from NGO Network against Unacceptable Forms of Child Labour) and a member without presence in the Board (from Arular).

²² Only 4 with the possibility of a 5th according the 2010 budget. It is also worthy to take into account variations into the same year.

It can be seen, therefore, that the monitoring and evaluation process is partially conducted in a slightly “informal” way for some cases. The coalition suggests, in fact, time-concise tools in order to make the evaluation compatible with the current burden of work.

F- Communication (internal and external)

Due to the reduced size of AFE, internal communication is carried out easily. Alongside, fairly institutionalized forms of communication have been planned. Hence, meeting minutes are taken in the Board meetings, sent electronically to the members afterwards and approved in the next meeting, as well as filed.

Board meetings take place regularly²³ as can be seen in the 2011’s six meetings reported in the Results Framework Report. We have to take into account that during the first year (2010), as the coalition worked through a core group of the founding members, only one “formal” Board meeting was held, while the member organization gathered in 16 occasions. In fact, the habit of “membership meetings” has been kept: they took place 3 times during 2011 and are considered key, and as they are seen as the step before “starting something new, (NS) and they use brainstorming, it is possible to consider that membership keeps a kind of steering function, whereas the Board is rather executive. At the same time, email is frequently used for inputs collection or consultation. This running is perfectly consistent with the empowering, participatory and democratic goals of the coalition, even though the interviewed members admit future challenges and need of organization improvement if AFE is enlarged.

Other tools which ensure discussion and open debate is the *Facebook* group and, more relevantly, the two editions of the National Forum, which are also a useful tool for campaign and networking and external communication. The forum, named *Education: money, quality and accountability*, took place in June in both occasions (2010 and 2011) and represents a privileged space for public policy discussion led by the civil society. It was attended by a wide range of partners (national and local NGOs, international organizations, members of the government, donors and community groups), and the coalition managed to engage also actors from other sectors (related to food sovereignty, aid effectiveness, etc). Its importance lies in the critical and lobbying potential as, contrary to other discussions organized²⁴, it turns out to allow genuine discussion; and also in their national coverage, as *aimags’* people were invited. Furthermore, the forums were broadly covered by media.

The forum, thus, are used for policy discussion as well as networking and AFE’s dissemination tasks: in the first edition, attended by around 300 people, analysis from quick assessments were presented, jointly with the coalition’s by-laws; and application forms were distributed²⁵, while AFE’s declaration was also developed and EFA discussed. We can see also how during the second edition, position papers on Cambridge Reforms were distributed and allowed to develop a Civil Society Position Paper on Education. Forums have proved definitely to be one of the best bets of the coalition²⁶, in spite of having encountered some challenges, reported in the interviews and the documentation produced, such as the variable level of commitment of the organizations attending the forum, the overloading of the staff or the excessive expectations of their participants²⁷. IO expressed also the interest of a greater participation by government authorities in order to deepen in the debates.

External communication is ensured with other strategies also. Mass media have been widely used and a fairly good contact is kept with the sector though a list of contacts (which enables to get media attention in concrete events) coffee meetings and quarterly meetings with journalists. Hence, AFE activity

²³ Even that a kind of vagueness is detected on the issue.

²⁴ As NS. states “But before, even if the NGOS participated in whatever sectorial discussions, it was more like conversation with like-minded people. You know, because the NGOs in the education sector are not really independent. But us forming a coalition, us intervening in that discussion and us holding that annual public forum in education that really opened up new space, you know, radical new space”.

²⁵ However, membership has not been increased.

²⁶ IO, for example, attached a high value to the presentations and especially the “very lively discussions”.

²⁷ Related again with “the still insufficient level of civic education” and the effects of the socialist period “whereby the citizens “wait” for someone to “save them” rather than become themselves engaged in civic activism”, as the Project Completion Report captured.

is usually broadcasted and in some occasions, paid programmes are recorded. The coalition avoids, as far as possible, abusing of the latter in consistence with its wish of building a democratic culture where public discussion deserves attention. (In fact, AFE appears to be critical, to some extent, with the media, as they are considered to offer non-informed discussions in occasions or to give biased images, as well as due to their lack of independence from the ministry). Newspaper is also used through the issue of public statements or declarations, as well as radio. Finally, *Facebook* is also used and a website is told to be developed²⁸, and the newsletters of the two of the member organizations reinforces the task.

Apart from media, AFE has carried out other campaign strategies in order to disseminate its message and raise awareness on the country policy as well as EFA goals, being the diverse publications one of them. The total amount spent in publications adds up to a total of 24.836 USD, and is not only related to the already mentioned activities (related to quick assessments, policy digest, case collections, civil society position papers and coalition's declarations, etc), but also to more "popular" materials such as a calendar and a daily planning (including real-life stories related to education, statistics, human rights agenda, etc), "One day of education" comic poster²⁹, "Education monologue" pamphlets (publication focused on students' problems containing also statistics and various contacts - Education Ministry and other government agencies contact, AFE-), AFE's brochure, "Education declaration" poster, information packages (including information on the coalition, Jomtien Declaration and Dakar Framework of Action, GCE, ASPBAE, CSEF, FTI, EI, etc), AFE Call to Action, diverse brand products (bookmarks, stickers). These popular materials have been distributed among government members, Parliament members, local authorities, international organizations, education agencies, schools and kindergartens, NGOs and local groups, political parties and media. In general terms, we can see that the coalition has done a noticeable effort to disseminate its message and publicize itself at the same time, ensuring a strong and recognizable public presence, and directed to that goal a coalition brand (logo, colours, style) has been developed. It is also noticeable the deliberate effort to reach not only organized civil society but also individuals and citizens, "the popular audience" (NS).

Mobilization in public space has been also used, basically led by the youth and child organizations. The Freedom Parade of Amnesty International and MONFEMNET, hence, had the presence of the youth, and Education Monologue was organized (pictures and, subsequently, costumes of school objects such as computers/books explaining education problems). 2001 Global Action Week was used as well to conduct advocacy and disseminate materials; and coalition's members participated as well in the Demonstration organized by the Association of Parents with Children with Disabilities, the National 16 campaign to stop violence against women and girls and the campaign Fund the Future organized by GCE and civil society related to education.

G- Regional coordination

Since the coalition was founded through the encouragement of Ms. Helen Dabu, Capacity development and Advocacy support officer, the relation with ASPBAE turns out to have been key for AFE's development. In fact, Ms. Helen Dabu was highly regarded by the interviewed members and a close contact was reported. It was deeply appreciated the aid regarding not only to the "official" documentation but also in terms of support, information and orientation, as well as her attendance to important events as forums or meetings with stakeholders. Indirect contact with Regional Coordinator Bernie Lovegrove was also valued. One of the most appreciated points was their understanding attitude and effort to comprehend the post-communism consequences. Contact with regional Funding Manager Aloysius Matthews (through Education International Asia Pacific) was also considered good even though some disagreements were admitted, related to the financial regulations (saw as too strict taking into account the nature of coalitions) and the feeling of insufficient trust. NS stated "Somebody gives us money, but we are not potential

²⁸ In that point certain confusion is detected, since the Completion Project Report (January 2012) states that the site is currently being developed, whereas the Results Framework Report (of the same month) and NS allude to it as set up. The researcher was not able to find the website in the net – nevertheless, script or language problems have to be taken into account!

²⁹ Being part of a wider series ("One day without water", "One day of Mongolian women" etc) of posters drawn by a political cartoonist.

criminals". Even that the relationship was described as fairly good and it was admitted that probably the Funding Manager was only "obeying", some kind of upset was detected and the necessity of principles of partnership and mutual respect was remarked. Other reported problems were the disbursements delays, detailed above.

Participation in regional and international events is also reported and considered as very useful: this would be the case of the information officer's attendance to the Language, education and MDGs conference in 2010 or the attendance of D. Tungalag (as Vice-coordinator) in the CSEF workshop and GCE General Assembly (Paris) and the participation of S. Selenge in the meeting around ODA, SWAP, Privatization and PPPs (Manila) in 2011. These meetings are highly regarded as they are considered to enlarge the analysis capacity and foster the advocacy task.

4- RESULTS

A- Theory of change

The present table is based in the interpretation of the information provided by the interviewed members and the documentation produced by the coalition, trying to capture the implicit scheme that guides AFE's action. The following information, thus, seeks grasping the framework used by the coalition and how it envisages the steps leading to the desired change in the education field at national level.

PROBLEM	STRATEGIES	ASSUMPTIONS	MID-TERM GOAL	ASSUMPTIONS	LONG-term GOAL
Government low interest in a strong civil society, top-down and frequent reforms	Evidence and advocacy tools distributed among citizens, public pressure, empowering. Following of the Master Plan to Develop Education.	Empowering through evidence and advocacy tools involves more public discussion and consultation, which involve greater accountability and transparency. Following the Master Plan to Develop Education ensures better reforms and implementation.	Strong civil society, more public discussion and better-planned reforms.	Civil society is able, motivated and prepared to influence the government. Civil society defends EFA goals.	AFE contributes to transform the educational system, rendering it more humane, democratic, accessible and empowering for all children, youth and adults and to build national civil society capacity to promote full implementation of EFA goals and ensure enjoyment of the right to education for all
Government consultation involving only donors and a few NGOs. EDCM not properly reformed into LEG	Reform and update of EDCM // Meetings with stakeholders. Government lobbying and meeting.	Meeting and lobbying the government involves the reform of EDCM. The government is willing to listen to other organizations.	Greater and best involvement of the civil society in the decision-making.	Mechanisms of consultation are utilised in the decision-making. CS defends EFA goals.	

Lack of citizen participation in public discussions, socialist mentality	Public awareness raising. Evidence and advocacy tools distributed among citizens, empowering. Lobbying and campaign among decision-makers as a demonstration of the possibility of influence.	Leading by example, public awareness raising and empowering through evidence and advocacy tools involves a change of mentality and the conscience of the own possibilities.	Greater and best involvement of the civil society in the decision-making.		
Teachers and students blamed for the education problems	Public awareness raising	Through public awareness raising government is seen as responsible by the public opinion.	The govern commits itself to education improvement.	The government is interested and sensitive to the public opinion.	

B- Main outputs

I- Research

The aforementioned research (quick assessments, policy digest, case collections, assessment on the legal environment for budget tracking) were used mainly as an empowering and training tool as most of the members, due to its exploratory nature and the fact they were directed to give voice to marginalized groups. Advocacy task, otherwise, was not always strictly based in the research evidence – or at least not in the “major” reported research, but rather in *ad-hoc* discoveries related to the laws or amendments. Nevertheless, it is worthy to observe the great coherence between the reported education problems (lack of transparency and accountability, marginalized group, and poor public discussion, mainly) and the research topics (exploration of education organization and information gaps through quick assessments, policy digest and budget tracking assessment; case collections of groups whose education rights are violated; current policy – Cambridge reforms).

II- Training initiatives

Various initiatives were carried out since the first year, consistent with AFE’s strategy evolution: hence, during the first months some workshops on values took place, mainly focused to ensure a consensus and a general deep understanding of human rights approach or gender equality. In a similar exploratory goal, the mentioned quick assessments served also as training in education organization and reforms for most of the members not mastering the knowledge of the education field. The training topics evolved gradually to more “practical” issues such as policy analysis, advocacy and fundraising (14-16 February 2011) or the series of workshops on introducing Participatory approach to human rights education, as well as the organizational development workshop and the intensive workshop organized during June/July (with a length of seven days). Also some sort of training around budget tracking and monitoring was carried out, with the participation of a Citizens Monitor Budget member in one of the workshops³⁰. The detailed account of trainings appears to be difficult, as many “small trainings” have been done and research is also used as a training experience for the improvement of research skills, for example. All in all, 4 trainings are

³⁰ For the training around budget tracking, it is not clear whether a session focused on the issue took place or the topic was treated in a session dealing with other topics.

“formally” registered in the Framework Results Report, consistently with the four contained in the proposals, and were carried out between November 2010 and May 2011. The average attendance is placed between 20 and 35 people and generally an effort is reported to having been done to ensure gender parity. These national-level workshop are the base of following sessions in the selected locations for close cooperation, so finally the amount of beneficiaries is broadened.

III- Campaign

As stated in the previous section related to communication, an intensive “publicity” campaign of the coalition and the diffusion of its message and EFA goals were carried out through the regular presence in the media and “popular” materials dissemination, which prove an intense public awareness raise. Mobilizations helped also and in general a solid public presence can be reported. It is also interesting to take into consideration the public presence involved in the advocacy task related to the Cambridge Reform, and the consequent discussions led in the Citizens’ Hall as well as the media broadcasting of the activity. Finally, the assessment on school environment, in spite of being reported as an advocacy activity, can also (or rather) be considered a campaign orientated to public empowerment and citizen involvement in the education and in that sense, and always taking into account its pilot nature, can be considered a useful effort to ensure public engagement.

IV- Budget tracking and monitoring of education plans

Drawing the attention to the issue turns out to be important because as a not reached goal, it could steer coalition’s future activity given the reported current absence of reliable information and the potential collaboration with Citizens Monitor Budget network, mentioned above. The coalition in fact feels apparently (morally) “obliged”, to some extent, to carry out this type of research even the remarkable information difficulties³¹ and the lack of training, and an effort was done in that sense: indeed, it was intended to do an assessment of the last five years budget but funds delay and difficulties to find an available person prevented finally the evaluation to be carried out; and members training by an ASPBAE person experimented a similar fate. The interviewed members highlight nevertheless the gradual advance through the participation of a Citizens Monitor Budget member in one of the workshops and the treatment of the topic during workshops, and the Project Completion Report includes also an assessment of the legal environment for tracking budget and monitoring public expenditure, as explained in the research section³².

Non-formal activity was carried out relating to monitoring of education plans, such as the engagement in LEG and decision-making groups turns out to be complicated, as reported above. However, NS states that, as a result of some meetings with government officials and the lobbying activity in general, it was possible to avoid the implementation (involved in Cambridge Reform) of a new grade structure of 5+5+2 and it was conserved the 5+4+3 model as provided in the 2006 Master Plan to Develop Education in Mongolia 2006-2012, mentioned above, developed by stakeholders’ discussion and consultation

C- Key results

I- Capacity building

As a youth coalition, AFE has experimented a successful capacity building: a deep understanding and common values shared among members has been achieved, and a democratic, warm and united environment has been reached. The empowerment of the members has also been noticeable, as the members themselves have carried out research and training and consensus has been used in most of the

³¹ In fact, some vagueness or confusion between members was detected around the issue, what could be explained by the wish to demonstrate the coalition commitment and by the fear to seem insufficiently engaged.

³² However, due to the certain confusion aforementioned, it is not possible to elucidate if that is the very same assessment or orientation from Citizens Monitor Budget’s member.

cases. In general, then, the “mentality” change pursued by the coalition since the beginning has been achieved for the own coalition and can be summarized in NB words: “we can walk together”. Virtually all the processes have served as a kind of “training” experiences, with the consequent increase of members’ confidence in conduct training, supporting local communities, engaging stakeholders including government, organizing campaigns and analyzing programmes and budget with a human rights and gender equality principles. The member organizations themselves have improved their performance as a result³³. Coalition’s capacity of initiative, communication, networking and management has experimented also a growing trajectory. However, lacking in some skills (research capacity in policy analysis and qualitative studies, budget tracking, advocacy and writing and editing skills) has been reported, as well the need of improvement organizational skills, which can be used with a larger number of member organizations. Betterment should also be done in the current scope of the coalition and the relationship with other sectorial organizations could be interesting; nevertheless, very strong constraints difficult both goals, as reported above, and the coalitions reported being conscious of being now the opportune moment for the expansion and thickening of the relationship with *aimag* and local level. The centrality and personal leadership in particular issues (fund managing, advocacy etc) of some of the members and organizations could also have harmful effects in the long run (however, membership seems to be conscious of the latent danger in that sense and it appears that an effort is being done in that sense).

II- Advocacy

IO, not being member of AFE, values very positively the existence of the coalitions as the first “strong civil society voice” in the education field, as it appears that little advocacy was done before its setting up, being most of NGOs focused on service provision. The informant states also “I don’t think this coalition can impact on policy immediately but it certainly serves a great role for the public, for sector professional and also for policy makers. I am sure there are quite good outcomes there”.

We can see how AFE has managed to impact in Mongolia education policy in various ways. In fact, the coalition seems to be exploring the field of articulating demands by various strategies: face-to-face meetings, public discussions of Citizens’ Hall, presence in the media, lobbying Parliament members, open letters, questions raising, etc.

Hence, AFE appears to be gaining progressive legitimacy in front of the government. However, its engagement in formal spaces of policy decision is still low, as LEG does not work properly and government’s attitude does not favour the involvement. AFE’s contacts with EDCM members (ADB, WB, etc) seem to be useful to enlarge its legitimacy, but they have not served to achieve a relevant position in the institutionalized spaces oriented to policy discussion.

Alongside the lobbying and influencing activity, the development and test of quality indicators for general education schools and the school environment assessments through participatory methodology are another promising bet, in spite of the variability of the results, as the tool foster community participation and school-level reforms, contributing hence to the public debate and citizen involvement in education.

D- Learning and innovation/ knowledge management³⁴

The use of “learning-by-doing” and the participatory and equalitarian approach of all the activities is already a kind of guarantee of a generalized learning. Trainings are open usually recorded and transcribed and related issues are produced in some cases, and community information dissemination and orientation by the member organization is also reported, as well as local-level workshops based on the national-level ones. As mentioned above, the possible weakness regarding to trainings is their possible lack of ambition or

³³ That would be the case, for example, of APDC, whose advocacy and campaign activity experimented a noticeable improvement.

³⁴ Some doubts are held around the nature of the information required in this section, since it is not exactly clear whether the innovation is concerned with knowledge management related to training and dissemination of the information within the coalition, or whether it is concerned with innovation in a more general sense, regarding to all the activities.

new knowledge to be taught in the long run, as they are usually done by the own members of the coalition. Hence, innovation could be considered one of the weak points of the learning strategy, while systematization and dissemination work satisfactorily.

On the other hand, innovation turns out to be better in the research activities, for we find the case compilations project, carried out by the “targeted” groups themselves and involving a high empowering potential.

E- Recognition

As reported above, AFE has not presence in institutionalized spaces of dialogue with government and donors such as the LEG (EDCM for the Mongolian case) or governmental agencies. More “informal” contact has been kept with various donors and government chairs though meeting or participation in monitoring and evaluation. Hence, in spite of the lack of formal recognition, the coalition is highly valued by other stakeholders and progressively taking into account by the government and policy-makers (contributing, for example, to the establishment of the Kazakh Language Section at the Education Institute). Their presence in the media and the Citizens’ Hall, as explained, is also noticeable. It is also remarkable the “exemplar” function AFE appears to do, since it is considered a model of democracy, as reported by NS. It can be saw, for example, that the Association of Men’s NGOs or the Health Council of Civil Society Organizations have modified or developed their by-laws inspired by the ones of AFE; and it is also reported that their democratic running is being shared and taken into account by other organizations. It is also interesting the registered participation in the regional round table debate of the Community of Democracies parallel civil society process (held in Ulaanbaatar and organized by various organizations) where AFE’s was presented as a model for improving funding for civil society internationally.

F- Substantive impact (including gender-oriented empowerment)

Most of the members remarked that the most important achievement had been the launching of the coalition and the whole process of progressive understanding and empowering itself. Proving that public discussion was possible was also reported as a valued achievement. Nevertheless, other “external” achievements regarding education policy in Mongolia have been also reported, namely: the impact on budget increase through influencing Parliamentary members (hence, more schools and kindergartens are reported to having been build as a result of the coalition task); teachers’ salaries increase through the support given to FMESU; the contribution to establishment of a programme and a unit in the Research Institute of Education for ethnic minority education (Kazakh Language Section); the non-approval of the two amendments related to Cambridge Reforms (avoiding hence the introduction of school fees and ensuring the following of the grade model planned in the Education for All Sector Master Plan); the real implementation of the non-discrimination provisions in the Constitution and of the ban of emotional and corporal punishment; and the increase of the democratic and transparent governance at school level and the empowering of the citizens (through the school environment collective assessment)³⁵. Their advocacy task related to Cambridge Reform allowed also a change in the centre of the public debate, highlighting government’s responsibility of the current problems of education (avoiding hence the focus on teachers: the media is reported to have covered the teachers’ strike more positively than in the past).

Regarding to gender, and as reported above, we can observe that due to the own nature of the member organizations, it was constantly taken into account: no particular projects were carried out, but gender equality perspective was a constant and it was treated in various researches (policy digest, case collections) as well as specific trainings. The women’s role has been empowered, thus, in an indirect way and specially leading by the example (being women most of the members of the coalition, including those holding a responsible position).

³⁵ In spite of the risk related to attribute these impacts to the task done by the coalition, as well as the difficulties to determinate their exact contribution, and since no external data could be found regarding to these achievement, we can only rely on the information provided by the interviewed member of the coalition and the World Bank.

5- CONCLUSIONS

A- Summary of the main findings

- A great internal cohesion and a solid democratic running, empowering and egalitarian practices and a deep understanding of the basic principles (human rights, gender equality) have been reached.

- The lack of independence and human rights approach of most of sectorial NGOs involves a skimming process, which hinders the increase of membership. The increase on territorial scope turns also to be difficult. Otherwise, various minorities (Kazakhs, disabled children, LGBT) are represented in the coalition and are focus of attention.

- Lack of transparency of the government and general poor public debate are at the same time the problems to be fought by the coalition and the contextual constraint that limit AFE's action.

- The somewhat involuntary centrality of some members and organizations' leadership could be wearing out in the long run, but the conscience of the problem tends to correct the risk. Similarly, the dependence of the relationship with the teachers' union on one person hinders its solidity.

- It can be observed the centrality of the attention to strengthening the coalition, empowering citizens, disseminating the human rights approach in education and generating public. Concrete policy goals to be implemented or fought have had less importance for a long time due to the youth of the coalition and the closeness of the government. Nevertheless, the recent and somewhat sudden need of advocacy and lobbying work around Cambridge Reform proves and encourages AFE's activity in the field.

- There is no formal involvement in the education planning through LEG-EDCM. However, AFE's legitimacy and recognition among partners and the government has been increased and some forms of collaboration has been carried out.

- The research has an exploratory and empowering nature but serves also as evidence for advocacy. Further research needs to be done in budget tracking. Trainings are also highly empowering but there is a risk of lack of ambition if they are not combined with more external trainers. Need of improvement in research, budget tracking and advocacy skills, as well as organizational development (in case the coalition is enlarged) are registered.

- Gender is considered with a transversal approach, highlighting gender equality; and it is taken into account in all the projects, even though there is not a central project based on it.

- Improvement in monitoring and evaluation needs to be done, as well and in fundraising and resource mobilization.

- Regional secretariat is widely and deeply valued and appears to be key for the setting up of the coalition.

B- Discussion

We can say that the coalition has used the CSEF effectively as its strategic objectives have been reached in most of the cases and they were coherent with the education problems in the country. Taking into account its youth, AFE has experimented a great evolution in its managing, communication, research and advocacy capacity, and has reached some important impacts in the country policy have been reported. The democratic running and internal cohesion are probably the best achievements of the coalition, and they enable it to reach ambitious goals. It has also contributed clearly to an empowerment of the citizens and an enrichment of the public debate. In general terms, thus, we can say that the coalition has been successful and is now prepared and motivated to pursue new objectives regarding concrete policies and participation and enlargement of public discussion.

The factors that explain the good performance of the coalition are related with its democratic and empowering running, fostered by its reduced size and the skimming project that was carried out. The great commitment of its members and the skills and willing attitude of the leaders have been key. Otherwise, government closeness and the lack of solid consultation mechanisms in the country hindered noticeably the possibilities of influencing the policy. As a consequence, general attitude and a sort of “cultural” change, as well as the empowerment of the citizens (and specially the minorities) have taken greater importance. Issues to be improved are the centrality of some of the members and organizations, organizational development and formal involvement in the education sector planning. However, the context of the country (lack of government transparency and openness, backwardness of organizations’ human rights approach) and the youth of AFE cannot be ignored.

In general, we can say that the initiative has contributed to democratisation and that the coalition is in a process of growing legitimacy in the country.

C- Lessons learned

- A deep understanding of common principles and a democratic and equalitarian running of the coalition are key to ensure its good performance in the future and the empowering of its members. The invested time and energy are completely worthy. Centrality of members or organizations is a factor to be corrected with a constant focus on empowering practices. Learning-by-doing is a useful strategy in that sense.

- The lack of openness and consultative attitude from the government can be partially compensated by the focus on empowering initiatives and public awareness raise. The informal meeting with various stakeholders can also compensate the difficulties in formal engagement in the education sector, since the legitimacy of the coalition grows.

A good practice: “Case collections”

This research initiative was carried out in order to build evidential basis for the advocacy task. Consisting in the compilation of the current situations of five specific marginalized groups (Kazakh ethnic minority youth, boys, adolescent pregnant girls or teen mothers, children with disabilities and LGBT children and youth), they explained and proved the violation of their right to education. Since the research was carried out by the groups themselves (with the exception of the disabled children, whose study was carried out by their parents). The studies were edited and issued in five brochures, between July and December 2011, and they distributed among the public in various occasions. The initiative proved to have great potential, being useful for the public awareness raising as well for the empowering of those usually not listened and as a tool for advocacy.

6- APPENDIX

A- CSEF Architecture

We can see that the coordination with CSEF regional secretariat, as reported above, is highly regarded and appears to be solid. Ms. Helen Dabu, Capacity development and Advocacy support officer of ASPBAE is deeply appreciated and regular and useful support and contact with the organization is regarded. Indirect contact with Regional Coordinator Bernie Lovegrove is also reported (and it is not clear to what extent he visited the country: in the Project Completion Report so it seems, but in one interview the contact was defined as indirect). Regional Funding Manager Aloysius Matthews (through Education International Asia Pacific) was also considered good but disagreements were admitted, related to the financial regulations and the perception of insufficient trust. Disbursement delays, on the other hand, were regarded as not depending on regional secretariat or fund managing.

The coalition has no formal relationship with EDCM (working as LEG), but has kept meetings with donors such as ADB, WB, JICA, Save the Children Japan, UNICEF and OSF³⁶; the Education Ministry's project unit director and FTI project unit coordinator and vice-coordinator; a between civil society organizations, EDCM and staff from Ministry's project unit and FTI project; as well as the coalition participation in monitoring projects from WB, UNESCO and UNICEF and FTI.

B- Interesting interview quotations / Notes that do not fit in the main text

Interviews' transcriptions are joint apart.

Member organizations:

- *MONFEMNET National Network of Mongolian Women's NGOs (MONFEMNET)*
- *Mongolian Education Alliance (MEA)*
- *Federation of Mongolian Education and Science Unions (FMESU)*
- *National Center against Violence (NCAV)*
- *Child Protection Network (CPN)*
- *Association of Parents of Children with Disabilities (APCD)*
- *LGBT Information Center*
- *Open Society Forum, Education Program (OSF)*
- *Kazakh Women's Arular Union (Arular)*
- *"Hands Up for Your Rights!" Youth Campaign (HU4YR youth campaign)*
- *Child for Child NGO (C4C)*
- *Consumer Information Foundation (CIF)*
- *Center for Human Rights and Development (CHRD)*
- *NGO Network against Unacceptable Forms of Child Labor (Child Labor Network)*

C- Relevant documentation and statistical data

³⁶ Being OSF a member organization of the coalition, this point can be considered a little bit confusing.

Year	Gross enrolment ratio. Pre-primary. Total	Adjusted net enrolment rate. Primary. Total	Gross enrolment ratio. Secondary. All programmes. Total	Gender parity index for gross enrolment ratio. Pre-primary	Gender parity index for adjusted net enrolment rate. Primary	Gender parity index for gross enrolment ratio. Secondary. All programmes
1985	27,72	...	...	...	...	...
1986	28,92	...	...	1,21	...	...
1987	31,55	94,41	...	...	...	...
1988	31,11	...	...	...	...	...
1989	34,77	...	...	...	...	...
1990	37,02	...	88,65	...	...	...
1991	40,13	...	84,56	1,20	...	1,10
1992	38,47	...	76,91	1,17	...	...
1993	33,41	...	67,29	1,15	...	1,24
1994	22,76	...	66,04	1,12	...	1,30
1995	22,84	80,74	62,70	1,23	1,02	1,33
1996	24,17	83,99	63,43	1,16	1,02	1,32
1997	26,22	84,32	61,09	1,17	1,03	1,35
1998	23,31	87,80	61,94	1,12	1,03	1,33
1999	26,38	89,62	61,13	1,18	1,02	1,26
2000	29,13	91,82	64,99	1,02	1,02	1,22
2001	30,60	93,35	71,28	1,08	1,03	1,20
2002	33,31	92,59	75,45	1,14	1,02	1,18
2003	35,67	85,55	82,07	1,11	1,01	1,14
2004	37,22	92,16	86,95	1,05	1,00	1,11
2005	44,24	90,77	89,40	1,09	1,01	1,11
2006	51,80	94,79	89,13	1,11	1,02	1,10
2007	52,44	94,04	...	1,04	1,00	...
2008	56,22	96,81	...	1,07	1,00	...
2009	76,02	97,10	95,93	1,04	1,00	1,08
2010	77,39	99,05	89,24	1,03	0,99	1,07

Year	School life expectancy (years). Primary to tertiary. Total	Gender parity index for school life expectancy. Primary to tertiary	Out-of-school rate for children of primary school age (%). Total	Out-of-school rate for children of lower secondary school age (%). Total	Percentage of private enrolment. Primary.	Percentage of private enrolment. Secondary.	Public expenditure on education as % of GDP	Public expenditure on education as % of total government expenditure
1985	...	...	...	...	...	...	...	...
1986	...	...	...	...	...	...	...	...
1987	...	...	5,59	...	-	...	...	...
1988	...	...	...	...	-	...	...	...
1989	...	...	...	...	-	...	...	...
1990	10,16	...	...	...	-	...	...	...
1991	9,72	...	...	...	...	...	...	...
1992	8,84	...	...	...	...	...	...	...
1993	7,74	...	...	...	...	...	...	...
1994	7,68	...	...	...	...	...	...	...
1995	7,66	...	19,26	...	-	...	...	...
1996	8,00	1,27	16,01	...	...	...	...	...
1997	8,23	1,26	15,68	...	...	...	3,95	...
1998	8,59	1,26	12,20	...	-	...	5,49	15,18
1999	8,86	1,22	10,38	24,34	-	-	5,15	15,25
2000	9,35	1,20	8,18	22,31	0,92	-	5,55	15,81
2001	10,06	1,20	6,65	20,17	2,22	1,35	...	...
2002	10,44	1,19	7,41	17,44	2,29	1,64	7,21	20,38
2003	11,15	1,16	14,45	9,98	2,49	2,22	...	...
2004	11,71	1,14	7,84	8,18	2,92	2,85	4,33	13,57
2005	12,53	1,14	9,23	5,69	3,18	3,66	...	...
2006	12,77	1,14	5,21	8,18	...	...	...	...
2007	...	...	5,96	...	5,03	...	4,69	13,30
2008	...	...	3,19	...	5,30	...	...	...
2009	13,93	1,12	2,90	...	5,28	6,79	5,14	14,61
2010	14,27	1,10	0,95	...	4,93	7,20	5,39	...

Year	Pupil-teacher ratio. Pre-primary	Pupil-teacher ratio. Primary	Pupil-teacher ratio. Secondary	Gender parity index for adult literacy rate	Adult (15+) literacy rate (%). Total	Gender parity index for youth literacy rate	Youth (15-24) literacy rate (%). Total
1985	...	...	...	...	...	...	...
1986	28,33	30,23	...	...	...	...	...
1987	29,69	30,87	...	...	...	...	...
1988	28,37	30,70	...	...	...	...	...
1989	29,28	30,12	...	...	...	...	...
1990	26,48	29,80	18,82	...	...	...	...
1991	25,94	28,11	18,22	...	...	...	...
1992	23,41	24,81	17,87	...	...	...	...
1993	22,96	22,45	17,15	...	...	...	...
1994	18,99	22,56	17,74	...	...	...	...
1995	11,48	23,72	17,76	...	...	...	...
1996	12,15	24,84	18,40	...	...	...	...
1997	12,27	30,87	14,84	...	...	...	...
1998	13,09	31,67	17,55	...	...	...	...
1999	24,63	32,45	18,65	...	...	...	...
2000	26,33	32,58	19,91	1,00	97,77	1,01	97,71
2001	25,70	32,29	21,68	...	...	...	...
2002	26,31	31,78	21,85	...	...	...	...
2003	26,96	30,77	21,52	...	...	...	...
2004	27,61	32,87	22,72	...	...	...	...
2005	24,15	34,23	22,41	...	...	...	...
2006	29,02	33,01	20,32	...	...	...	...
2007	29,03	31,60	...	...	...	...	...
2008	25,28	31,15
2009	24,17	30,36
2010	24,52	30,24	14,49	1,01	97,41	1,03	95,85

D- Sources

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MOZAMBIQUE CSEF EVALUATION REPORT

Noemí Bertomeu

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ACRONYM

ADB	African Development Bank
ADE	Direct Support to Schools
AMME	Mozambican Association of Women Educators
ANCEFA	African Network Campaign on Education for All
CCM	Mozambican Christian Council
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CEF	Commonwealth Education Funds
CESC	Centre Civil Society Learning and Capacity Building
CONCERN	CONCERN Worldwide- Charity
CPLP	Comunidade de Países Lingua Portuguesa
CSEF	Civil Society Education Fund
CSO	Civil Society Organisation
DFID	Department for International Development
DPEC	Provincial Directorate of Education and Culture
EFA	Education for All
FAO	Food and Agriculture Organization
FASE	Education Sector Support Fund
FAWEMO	Forum for African Women in Education- Mozambique
FDC	Community Development Foundation
FRELIMO	Liberation Front of Mozambique
FTI	Fast Track Initiative
GAW	Global Action Week
GCE	Global Coalition on Education
GDM	Global Debt Mozambique
GDP	Gross Domestic Product
GPE	Global Partnership for Education
HDI	Human Development Index
INE	National Institute of Statistics
ILO	International Labor Organization
INGO	International Non-Governmental Organization
LEG	Local Education Group
MDGs	Millennium Development Goals
MEPT	Movimento Educaçao para Todos
MINED	Ministry of Education and Culture

M&E	Monitoring & Evaluation
MoU	Memorandum of Understanding
MP	Member of Parliament
MT	Metical
NCSEF	National Civil Society Education Fund
NEC	National Education Coalition
NGO	Non-Governmental Organization
ODA	Overseas Development Assistance
ONP	National Teachers Union
ORAM	Associação Rural de Ajuda Mútua
OSISA	Open Society Initiative for Southern Africa
PALOP	African Countries with Portuguese as Official Language
PARP(A)	Poverty Reduction Strategy
PEE	Education Strategy Plan
PRSP	Poverty Reduction Strategy Papers
ROSC	Forum das Organizações da Sociedade Civil para os Direitos da Criança
SADC	Southern Africa Development Community
SDEJT	Services District Education
SWAP	Sector-wide Approach to Aid
SWOT	Strengths, Weaknesses, Opportunities and Threats
ToC	Terms of Conditions
ToR	Terms of References
TVET	Technical and Vocational Education and Training
UDEBA-LAB	Basic Education Development Unit - Laboratory
UEM	University Eduardo Mondlane
UN	United Nations
UNAC	National Farmers Union
UNDP	United Nations Development Program
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
USAID	United States Agency for International Development
WFP	World Food Program

1. INTRODUCTION

1.1. Evaluation Scope and Methodology

This Mozambique case study aims at identifying and assessing how the CSEF implementation through the strengthening of the Mozambique Coalition has worked and how it was expected to achieve its objectives.

A realistic and Systemic Evaluation approach was used in order to identify and assess the CSEF implementation in Mozambique. The systemic approach allows a more holistic view, so to be able to understand and grasp the (previous) institutional setting and its strategic, core and support processes as key organizational components in the NEC's that allow the achievements of the results and (intermediate) impact.

The Systemic Evaluation describes the Theory of Change of a programme as a core cutting causal framework that permits more easily to integrate their results, their processes (strategic, core and support) and their institutional setting determinants. It helps to organize the assessment around a logical model that, from a systemic perspective, describes the action/programme as a set of articulated and interdependent elements. In short, it allows us to design a comprehensive evaluation¹ which, according to recent reviews, represents the most advanced thinking assessment².

A Contribution Framework approach is also needed since the organizational processes and results are generally the operational translation of the implementation of the overall Strategic Plan of the Coalitions. And for doing that the MEPT coalition receives support and funds from a diversity of donors. Thus, in order to bring some light to the attribution gap of the CSEF Fund in supporting the organizational strengthening and overall advocacy results, it is key to grasp how CSEF has contributed to the existing Strategic Plan implementation, or whether CSEF's own global ToC had conditioned and been not 100% aligned to the Strategic Plan implementation of the Coalitions. This Contribution Framework approach used is suitable for evaluating Advocacy Networks, and the rationale behind such election is that since change in Advocacy programs is not linear, but complex and interlinked, overall organizational processes and results need to be isolated and identified as well, so for being able to complement, validate or address relevant attribution gaps.

1.2. Evaluation Timeline and Report limitations

The evaluation comprised 3 stages:

- 2nd -13th July: Conceptual and methodological approach to the evaluation, desk review and qualitative data tools from the period
- 17th - 30th July: Field work in Mozambique
- 5th - 18th August: Report writing deadline

¹ Rossi, Lipsey and Freeman (2004)

² Ligeró (2011)

To this end (Evaluation), the MEPT has collaborated closely. A space was made available with communication resources, and the Secretariat (Communication Official, and the National Coordinator) facilitated contact and coordination of interviews, especially with members and allies of MEPT and also political and media stakeholders, sending formal letters and confirming the interviews agenda. Interviews were also done with Board members and with Secretariat (National Coordinator, Finance Officer, Program Official, and Advocacy Official). Also during this period, a space with communication facilities was made available, and some materials and documentations were prepared and used during the reporting period.

While carrying out this evaluation, the consultant had to deal with and responded to a number of constraints, as laid out in Table 1. There are two relevant important constraints that need special clarifications:

1. An important human concern appeared, because the CSEF M&E Official had a major illness impeding him for months to respond to their responsibilities, having to bed rest and to take strong treatments. Sadly he passed away on the 8th of August 2012.
2. A significant difference appeared between what is mentioned in the budget for year 1 and year 2 of the CSEF project, and the final disbursements done by ANCEFA, if compared with the external auditing data, and the final report.

Stated in the budgets available by ANCEFA are the amounts in USD\$ of:

Y1 September 2009 - June 2010	81,440 (coincides with MEPT Budget available)
Y2 September 2010 - June 2011	185,802 (No visible data available from MEPT excel docs)
Total	267,242

In the project final report the total Grant amount stated is US\$116,388. More importantly for the purpose of evaluation is that the sum of the costs of the activities done in the final report is not consequent with the global amount, and activities are written twice.

Thus, this Case Study Report is done with these limitations, but in the section CSEF Outputs and Results a description is given in terms of the activities stated in the final report and, when possible, contrasted with other Background information (internal documents available) and findings from the Interviews. Importantly, relevant information is available in respect of other activities and results of MEPT that also contributed to the overall MEPT Strategic Objectives and CSEF Objectives.

Table1: Main Constraints faced during the Evaluation

Constraint	Evaluator' Response
CSEF M&E official in the MEPT team member had serious health concerns that made his contribution to the evaluation impossible, and he passed away on the 8th of August.	The National Coordinator took the lead in providing information relative to M&E, even if stating that it was not 100% accurate.
The matrix with indicators that was made available by CSEF Secretariat is the Operational Plan matrix from the	For the purpose of the evaluation, the Strategic and Specific Objectives described in the proposal and the

Strategic Plan. But CSEF, even if intended to be aligned as much as possible with National Strategies, did not work as a “Budget Support” instrument, and therefore a set of different objectives and activities were developed. A M&E matrix has been founded in one of English version-draft for the Mozambican proposal, but the M&E indicators were not used or referred in the reports.

Main activities done in relation with O2: Develop the involvement of school councils in decision-making procedures of the educational process, have been implemented in Zambezia province, which could not be visited according to ToR’s time and costs allowed.

Limited access to hardcopy documents, and in particular financial data. A significant difference appeared between what was agreed for the budget for year 1 and year 2 of the CSEF project, and the final disbursements done by ANCEFA, if compared with the external auditing data, and the final report.

Limited availability of e-copies of documents on Research and Manuals done by MEPT

Limited access to hardcopy documents, and in particular financial data for previously financed programmes (CEF) and Internal budgets and audits from years of CSEF implementation, e.g. 2009, 2010, 2011.

Time frame constraints regarding the implementation of such tight schedule during and after field work (overall timeframe for Case Studies preparation, travelling and reporting was less than 2 months)

Unable to finalize the proposed agenda due to lack of response of Mozambican MP (Member of Parliament), and Research Centers. The coordinating person from DFID (LEG coordinators) was on holidays

Final Report presented for the Coalition, was used, and presented in a descriptive manner, not including comparative indicators for results.

An agreement with the MEPT Secretariat was made in order to visit another closer Province (Gaza) were similar methodology and objectives were develop by/with another member organisation of the Coalition (UDEBA-LAB) acting as a Focal point and implementing at Local Level.

Asked to National Coordinator, who resent it to the Financial Official several times, without response. The Regional Secretariat (ANCEFA) was approached and budget for Year 2 was sent by email but without implementation record and reporting. The last week of August the Financial docs on reporting were sent but data in the tables for Year 2 budget implementation were not readable.

External auditing data were made available from a meeting with an INGO supporting MEPT, in which other financial concerns were presented.

Amounts from the auditing were done by natural years, while accountability for CSEF was done from June onwards each year. Therefore, only global and final disbursements could have been contrasted.

Some paper copies were read and relevant data systematised during the country visit.

Asked to National Coordinator, who resent it to the Financial Official several times, without response.

Consultant attempted to directly contact INGO who already did programmatic financial support, and this helped to acquire key documents, such as External Organisational Audit for years 2010 and 2011. However, not all information gaps could be filled successfully. This affected, among other things, the evidence base on the cost-effective use of CSEF resources. (Financial Management Questions)

The consultant attempted to secure interview appointments before going to Mozambique at least for the first 3-5 days in country, with the help of the MEPT, but this was not possible. The brief time in Mozambique did not allow field visits to the provinces that directly implemented some of the CSEF activities, but an alternative visit in a closer province with similar methodology was organised.

Tried to approach MP through contacts of the Chairman of MEPT, and predisposition was shown but the agenda did not allow availability, due to holidays.

It was also tried to reach Research Centres representatives on-line (Skype) but time constraints did

not allow for it.

Interview was done with a questionnaire with another responsible person from DFID.

The former facts and constraints hindered the quality and rigor of this evaluation – case study report since some relevant interviews, documents and data were not available to feed this report.

1.3. Evaluation Field work

The evaluation includes a total of 20 interviews conducted with relevant stakeholders like MEPT Members, MEPT Secretariat, Media, MEPT partners (INGO and Youth parliament) Researchers, Policy makers, INGO and LEG coordinator in Mozambique-DFID, (see Agenda in Annex 1), as well as 1 focus group conducted in Xai-Xai District with the governance structure and the School Council representatives (Director of UDEBA-LAB, District Direction on Education staff, Chissano Primary School director, Chissano School council representatives –teachers and community-), to grasp the involvement of school councils in decision-making procedures of the educational plan implementation, including to a certain level the effective coordination and capacity of the MEPT to monitor education service delivery, budget allocation and utilization at district level, as well as to improve the quality of education with a good allocation of resources for materials, community concerns and collective awareness with drop-outs, -especially for girls-, etc.

In addition, a final Focus-Group discussion was conducted with the MEPT Secretariat team (National Coordinator, the Finance Officer, Administrative Officer, the Advocacy Assessor, Communication Official, and a Program Officer on “Stop Violence against girls Education”) on the situational assessment of the MEPT coalition’ status using a SWOT approach, assessment and expectations on CSEF work, and future prospect in terms of its strategy, institutional and financial sustainability.

The information collected in the field research is the foundation for the development of the final report. This was supplemented by documentary analysis of materials obtained not just in the MEPT office but in other institutions visited, like the Ministry of Education and Culture, DFID, UDEBA-LAB, as well as in the press and in databases accessible on the Internet.

In the following sections, the findings from the interviewees are rigorously reflected, each of which had great capacity for reflection, self-criticism, foresight and vision. Numerous questions have surfaced repeatedly, especially the reference to the particular characteristics of the socio-political context as well as the strengths and challenges of MEPT in coverage and visibility, both by the context, and the complexity of the country's territory and what it requires in terms of funds and human resources. And meanwhile, disagreement appeared to exist about the magnitude of the achievements and pending tasks, as well as the expected role of the coalition, with accents more marked towards the relationship and impact on policy decisions, or by contrast, in the empowerment of Civil Society.

2. ENABLING FACTORS - MOZAMBICAN CONTEXT

Mozambique counts with a population of 23,9 million in 2011³, has 11 provinces with a big socio-cultural linguistic and geographic diversity, which translates into challenges when implementing an education system that intends to prioritize bilingual learning with mother tongue and Portuguese. There are 18 national languages and many more dialects. Around 70% of the population lives in rural areas. More than 52% of population is part of the age group of 0-18 years, and 20% is between 6-12 years. Such a young, still unproductive population generates a strong pressure in the Mozambican economy that has to ensure basic needs of this big group of consumers of public services. This situation is still worse due to the high percentages of HIV prevalence. Some Educational indicators are reflected below.

Table 2: Educational Indicators in Mozambique-2011

Indicator	Value
Public expenditure on education (% of GDP) (%)	5.0
Expected Years of Schooling (of children) (years)	9.2
Adult literacy rate, both sexes (% aged 15 and above)	55.1
Mean years of schooling (of adults) (years)	1.2
Combined gross enrolment in education (both sexes) (%)	58.8

Source: UNDP 2011 Statistical Data- HDI

2.1 Government Education Policies and Development

The Mozambican government (Mozambican Government: 2012) sees education as a crucial instrument against poverty, in order to achieve a more healthy life, and to sustain economic growth, helping also to reinforce democracy and participation of all citizens in the national agendas. Therefore, education is taken as a priority for Mozambican governance, as a human right, that helps to consolidate peace building, national unity and economic development, through the training of citizens with high self-esteem and patriotic spirit.

In relation to the development of the Educational system, the Mozambican government has promoted an holistic vision, that implies universalization of Primary Education, and the expansion and quality of Secondary, Technical and Professional and Higher Education in order to reduce poverty and to stimulate the social, cultural, political and economic development of the country.

Development: The UN gave Mozambique a Human Development Index in 2011 of 0,322⁴, ranking it nearly at the bottom of the list as 184 out of 187 countries. Furthermore, it losses 30% when combined with the inequality-adjusted ranking, compared with the world average loss of 23%, showing that Mozambique tend to have greater inequality in more dimensions - and thus larger losses in human development index (combining life expectancy, adult literacy, school/university enrolment per capita and per capita GDP).

³ <http://hdrstats.undp.org/en/countries/profiles/MOZ.html>

⁴ <http://hdrstats.undp.org/en/countries/profiles/MOZ.html>

On the other hand, according to the World Bank data on ODA per capita 2011⁵ Mozambique has received a Net ODA per Capita of US\$ 83 during 2010, close to the average of world country recipients, and slightly descending from former years (2009: US\$ 88, 2008:US\$ 89).

Poverty is considered in a multidimensional perspective. The definition that has been used in the Poverty Reduction Strategy Papers (PRSP) (PARPA II 2006-2009, PARP 2010-2014), defines poverty as “the impossibility to have access to minimum conditions, due to incapacity or a lack of individual, family and community opportunities”. It is not only about per capita monetary income, but it is also measured in terms of consumption, and in terms of opportunities to access basic services as education, health, information, sanitation, etc.

The rationale of the new Education Strategic Planning (2012-2016) approved in June 2012, sees the increase of quality education for all as the principal strategy of the Government in relation with the country’s development and poverty reduction. Notwithstanding, the government states that not all studies that correlate additional education years with the increase of GDP are relevant for the Mozambican context (Hanushek and Wößmann: 2007) For instance, adult women and mothers education is seen important for the mortality rate reduction and for the school success of their children. The World Bank Comparative study on income and growth done between 2003 and 2008; shows that education is key for the reduction of the family dependence on agricultural production, and the increase of per capita income (Santibanez and Fox: 2011). From another perspective family agriculture is seen, as an important strategy for rural communities to survive famine and education is needed for better negotiation with the increasing private business investments in agriculture (Negrao: 2001)

In that respect, the Evaluation of the former Strategic Plan on Education (Ministério da Educação e Cultura, Republica de Moçambique: 2011) shows that a lot has been done in ensuring highest rates of rural population access to educational system. More children had been registered in schools, and more children were successfully passing from grade to grade. Especially important are the expansion of secondary education and the reduction of geographical and gender disparities.

A similar statement has been done in an interview to key stakeholders in the frame of the CSEF Evaluation:

“We have just done the new Strategic Planning for 2012-2016, on the base of which we have done an analysis of the education situation, and the conclusions are that the system has expanded quite a lot during the last years in terms of access, in terms of equity of gender and geographical disparities. Principally it has improved in primary education, (...) and generally more resources were available for education, meaning higher budget and execution, documented during these years with the increasing number of teachers, which has contributed to the reduction of the rate of children per teacher. The biggest worry now is with QUALITY, let’s say with the students’ learning”
(Policy-maker)

There still persist big challenges for the future, especially in relation to the capacity to deliver an effective and inclusive education, reducing drop-out rates, so more children can be retained in the system specially when passing from the first primary grades onward and into secondary education. Very important are the challenges in relation to Educational Quality improvement, to achieve a better performance of students, taking more benefit from their education and developing the required competencies.

In fact, increased enrolment has reduced quality, led to increased pupil teacher ratio currently at about 74:1 in June 2011 and now is on average of 60:1 so efforts are there, but it impacted on teacher training; there are about 50,000 teachers in schools, and the need for more teachers has led to fast track training of less qualified teacher.

⁵ <http://data.worldbank.org/indicator/DT.ODA.ODAT.PC.ZS/countries/MZ?display=default>
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“In 2004-5 there were about 1,5 million students and now (2012) we have around 6 million students. So fast training is also influencing quality and performance, so one of the priorities now is the reform on Teachers Training, the curricula of teachers training”. (NEC Secretariat)

There are constraints pointed out in the Strategy Plan Document (2012-2016) (Mozambican Government: 2012), like the need to increase Human and Financial resources. Due to less resources expected to be available in relation with the needs to be covered, prioritization and efficiency is crucial. In order to increase efficiency, the Plan suggests the need to improve the sector capacity, with higher qualification and motivation of the HR engaged, so that they can deal better with the management of change processes and ensure the consolidation of initial reforms in the educational sector and in the public sector in general.

The priorities identified for the next period 2012-2016 in terms of Principal Objectives has been:

- Ensure the inclusion and equity in the access to education and in the student retention.
- To improve students' learning.
- Guarantee a good governance of the system.

Governance: Various indices have shown Mozambique to be slipping down the governance scale, to the extent that the World Bank has described governance as the Achilles heel of Mozambique's success⁶. According to the World Bank's Worldwide Governance Indicators (2010), Mozambique scored 42 on control of corruption in 2010, showing no improvement over the years (it also scored 42 in 2000 - on a 0 to 100 scale, with higher values corresponding to better outcomes).

Transparency International's 2011 Daily Lives and Corruption Survey, shows that 56% of respondents believe that corruption has increased in the three years preceding the survey. Following the Heritage Foundation's Index of Economic Freedom (2012), the country ranks 107th out of 179 countries assessed (and 15th out of 46 in Sub-Saharan Africa region), with a freedom from corruption score of 27 on a 0 to 100 scale. The judicial system is perceived as highly vulnerable to political influence and corruption. The Ibrahim Index of African Governance, Mozambique ranked 21st out of 53 Sub-Saharan countries assessed, scoring particularly poorly in the areas of Safety and Rule of Law, and Participation and Human Rights.

Mozambican Education Policies remain difficult to implement, mainly due to budget constraint. In terms of % allocated of the total government expenditure is reasonable, (20-21%) but in absolute terms it is not enough.

“There starts a need for prioritisation, with primary education in lead, which means that half of the budget is expend in the first 7 years of education. And from this, 80% is used to finance the functioning, so very little is left for investment, recruitment of the needed teachers, and proper teacher training” (NEC Secretariat)

Questions remain as to why policies and reforms adopted to deal with the problems continue leading to unsatisfactory results.

Why does access to upper levels of primary, secondary and higher education continue to be restrictive?

There are no formal restrictions, like taxes, minimum qualifications, etc. but the restriction comes from the lack of infrastructure and schools facilitated by the government. There are localities with basic primary education until 5th grade guaranteed by the state.

“It would be costly for the government to allocate schools and pay teachers for a few children that's why they introduced this type of distance-radio program with a lot of success, (...) what was happening is that children when they conclude 5th grade of Primary, they lost interest in school,

⁶ Indices indicating this include the Mo Ibrahim Index, and the Transparency International index
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boys engaged pastoral grazing cattle or fled to South Africa or Zimbabwe to work on farms, and girls turn to early marriages so that there was a reversal in the attitude of communities to the importance of higher education itself return in terms of income. It needed to be done a very thorough study of mobilization, very deep at the community level in order to bring the importance of school so that they can change and do not let the children going to South Africa, o assuming therefore a change in attitude, this was a big gain that occurred within the distance-radio program, in a lot of countries where it is implemented.” Journalist

Causes of restriction were drop-outs, due to poverty and gender related issues, distance of the schools for upper levels of primary, because of scattering of children in rural areas, and not enough number of children are there in an area to justify the school.

- Why do regional and gender disparities, high drop-out rates and poor retention continue to plague the system?
- Why is it the case that so many students, especially girls, fail to complete a primary school education of seven years?

The shift in primary education to the "cycles and promotion by cycles of learning" is failing to deliver the desired results, leading to a reduction of the completion rates in primary education and negatively impacting the desired completion rates up to 7th grade. Overall completion rates in 2010 suffered a reduction in success rates in all grades. Failure rates were particularly high in final grades, with completion rates at: 63% for the 5th grade; 64% for the 7th grade; 51% for the 10th grade; and only 7% for the 12th grade. In technical and vocational education and training (TVET) and night courses the success rates were even lower. Given those numbers, the achievement of the Millennium Development Goals (MDGs) in education appears less likely.

Information of increased access to education does not clearly show how the poor and other disadvantaged groups are faring. Are the current policies unable to deal with the root causes of the current problems in education?

2.2 The funding / budget environment

Mozambican Education Policies remain aid dependent, but with an expectation to be reduced in the coming years. Donors have harmonized aid between them, and aligned it with government policy. So the government assures dialogue with the programmatic partners that subscribe the international agenda on External Aid Efficacy, since the establishment of a MoU in 2006, which defines that technical and financial support will be given for the Planning implementation, with just one budget, conceived, managed and implemented by the government.

SWAP, the sector wide approach to aid, operates on a number of principles: i) that the ministry (MINED in the case of Education) takes the lead; ii) that donors support the sector plan (PEE 2012-2016); iii) open and inclusive dialogue between donor and ministry, with a focus on policy and strategy rather than operations; iv) mutual accountability; v) that projects should be included in the PEE rather than undertaken separately; vi) dialogue encouraged on political reform and performance monitoring assessment.

The programmatic partners are actually 23, organised in a Local Education Group- LEG- lead by DFID (England).

LEG –Members:

Germany, ADB, World Bank, Canada, Cuba, Denmark, DFID- England, Spain, FAO, Finland, Netherlands, Ireland, Island, Italy, Japan, Belgium, WFP, UNDP, Portugal, UNESCO, UNICEF, UNIFEM and USAID.

There are still individual donors working in a bilateral and/or institutional basis, like Brazil, Vietnam, China, Australia, and the Islamic Development Bank, providing support that is also aligned with the Government Planning. At present the international partners finance about ¼ of sector expenditure on the different modalities⁷. In 2012, these external resources are budgeted at 6,939 billion MT (US\$ 257 million), of which it is estimated that 60% comes from FASE (Education Sector Support Fund). A total of 25% of external aid in Education comes from the GPE – Global Partnership for Education, and the remainder from bilateral projects. The FASE – the Education Sector Support Fund – created in 2002 lead to an increase from 5% to 60% of direct external funds to the sector. The FASE provides the main source of non-salary recurrent costs, and includes the financing of direct support to schools (ADE) and the teacher’s in-service training programme. FASE finances low-cost school construction and book distribution.

Table 3: Financial projections for 2012-2016, based on 2010 execution and 2011 budget

	2010	2011	2012	2013	2014	2015	2016
Macro-economic parameters							
% GDP growth	7,20%	7,50%	7,90%	7,80%	7,80%	7,80%	7,80%
% of public expenditure in relation to GDP	31,80%	33,00%	32,80%	32,80%	32,80%	32,80%	32,80%
Resources for Education (Scen 1)							
% of public expenditure for Education	21,00%	21,00%	21,00%	21,00%	21,00%	21,00%	21,00%
% of External Sources from total	26,10%	26,70%	26,20%	23,20%	18,50%		
Resources for Education (Scen 2)							
% of public expenditure for Education			22,40%	23,00%	23,70%	24,30%	25,00%
% of External Sources from total			20%	17%	14%		

Source: Data processed for the evaluation, from Mozambican Government (2012)

- **The weight of the Education sector is 18% of the 2012 State Budget.** In nominal terms, there has been an increase of 19% over the previous year.
- **Running costs are rising by 10% in 2012,** when compared with the 2011 Budget. This growth is due to the hiring of 8,500 new staff and the promotion of 5,000 staff.
- **In 2012, about ¼ of the budget of the Education sector comes from foreign funds** (budgeted at 6,939 billion MT, of which about 60% is financed by the sector Common Fund (FASE). It is estimated that 87% of the foreign resources benefit General Education.
- **Fiscal decentralisation is visible.** The expenditure of the District Education, Youth and Technology Services (SDEJT) increased from 9% in 2010 to 31% in 2012. In parallel, the

⁷Modalities include General Budget support, Sector financing through a Common Fund FASE and through different bilateral projects.

expenditure of the Provincial Directorates of Education and Culture fell from 51% to 31% in the same period.

Source: UNICEF – FDC with ROSC Support (2012).

During implementation of the former Strategic Plan 2006-2011 the sector has benefited from a financial increase for the implementation of the annual plans. The growth on budget expenditure from former years facilitated the growth of the educational system in terms of students, teachers and buildings. Nevertheless, the educational system is still in an expansion phase in the centre and north of the country. The financing of an expansion requires more resources for its maintenance.

“Development of new partnership and economic development, and the potential of emerging industries could, in long term, contribute to the increase of the state revenues, and therefore also for the Education sector”, as it is stated in the new Strategic Planning for Education, 2012-2016 (Mozambican Government: 2012).

2.3 Civil Society

There is no doubt that civil society is a construct, and that its application to the African Continent has been the object of many varied theoretical elaborations and interpretations. For some, there are local meanings which are being created around the concept, as part of the universal negotiations amongst people, states and markets, for others this is a contested concept that has been used with different meanings and, as such, has no operational use. There are those who argue that civil society refers to a wider set than that of the NGOs, establishing the difference between these and the grassroots, community organisations. But there are also those who prefer to widen the definition of NGO, creating a hierarchy of levels or tiers according to their scope and reach as well as the type of members that are involved.

Three sectors are particularly sensitive in regard to the definition of civil society in Mozambique⁸: the private sector, the religious denominations, and the organisational forms derived from kinship at community level. The experiences which had been accumulated in the past 30 years, ended up giving a special significance to the concept of civil society in the Mozambican context, and perhaps even in the context of other African countries.

Box 1: Some historical background of Civil Society in Mozambique.

*When the war began in 1977, just after the end of the Independence War, and started to spread throughout the country it eventually caused the collapse of the state's power in the rural areas and weakened it in the urban areas. At this stage, the Informal sector then filled the empty space created by the weakened state's power. This resulted in an intersection and even inter-penetration of the social norms and regulations with those of the market and the state. **This was the seed of the institutional creativity, which is today a characteristic of Mozambique.***

The Constitution of 1990 led to the law on freedom of association, prior to which there were few associations in the country, many of which were linked to the ruling Frelimo party.

In an article from 1997, entitled “The Civil Sector,” David Sogge presented three reasons why Non Governmental Organisations in Mozambique during the 90's had a modest impact in comparison with their counterparts in other African countries, particularly with those where the official language is English.⁹ In his view, one should consider the weight of history, the absence of public authority and the

⁸ Negrao (2003)

⁹ Sogge (1997)

sheer dimension of informal norms and informal networks as explanations. In that respect, Mozambique, and perhaps other countries which are members of the PALOP (African Countries with Portuguese as Official Language), had until then neither adopted a liberating agenda in opposition to a closed state and big business, nor had they followed the neoliberal route which would fill, by means of charitable activities, the social vacuum left behind by the state and by private enterprise.

*During this decade, a process of accelerated formation of local NGOs in which the language used in meetings was English was witnessed with funds coming from abroad. In addition, they used hitherto unknown methodologies and, above all, answered to agendas, which were conceived and developed outside the country. NGOs from the North adopted the strategy of creating local organisations themselves. Even today many local people consider NGOs as “a foreign thing.” The high hidden costs and the transaction costs in the NGOs' headquarters in their countries of origin were alarming. Salaries which were paid in the countries of origin, travelling and inter-continental holidays, family visits, accommodation, transport and fuel were all debited to the respective organisations; meanwhile, the national counterparts were not allowed these practices, because they were not sustainable. The 'sustainability' discourse, among many others, was unilateral; this translated in an unequal power relationship. Another important question was the lack of investment in research, the scarcity of viability studies, **and the deficient or even non-existent co-ordination with the state's programmes.***

The result was widespread indignation and, with it, a certain radicalism and absolutism which still holds sway among many public opinion makers in Mozambique. Perhaps it is because of their opposition to the “supply driven” model of the NGOs from the North, or because of the internal dynamics of the social movements that, in some concrete spheres, the practices of various Mozambican social organisations acquired totally differentiated contours; It was in this context, ten years after the introduction of neoliberalism into Mozambique, that three initiatives appeared, which lead to the current image of Mozambican Civil Society: namely, the Land Campaign, Agenda 2025, and the Poverty Observatory.

It was in the period that followed the Land Campaign that, after the assassinations of the journalist Carlos Cardoso, the economist Siba-Siba Maquáqua, and of more than 100 people in the Montepuez prison, various factions of civil society once more united in order to demand the moral regeneration of the state and an end to corruption. As a result, a Law was approved by which civil society is responsible for the selection of three candidates for the Presidency of the National Elections Commission. The voting takes place within the Commission whose members are indicated by the political parties that are represented at the national parliament. This is a unique phenomenon in the whole African continent and perhaps even in the whole world (Negrao: 2003)

In operational terms the issue becomes complex when one has to select representative elements of this construct called civil society, as happened during the three civil society network initiatives, which lead to the current image of Mozambican Civil Society: namely, the Land Campaign, Agenda 2025, and the Poverty Observatory. These three important and charismatic initiatives had established some of the basic characteristics of the new image of Mozambican civil society to be achieved:

- Adherence to common causes, irrespective of ideological diversity;
- Possibility of participation of grassroots community organisations without being compelled to be under the direction of an urban NGO;
- Full participation of religious denominations, whether they were Christian, Moslem or local;
- The opportunity to define appropriate strategies with the private sector;
- The utilisation of state institutions (the Legislative to approve the Law, and the Executive to carry out the Law) without necessarily having to take on power; and

- Participation on an equal footing with international NGOs.
- The non-existence of vanguards or infallible leaders;
- The capability of conscious discussion about the future of the public good by various groups of people, provided their right of speech was recognised;
- The acceptance of different points of view, provided common principles are discussed and agreed upon;
- The sense of commitment towards the country and, in particular, to social justice.

These characteristics help to understand strategies and steering of nowadays civil society networks, including the NEC (MEPT). After an internal consultation phase, the following were identified as representatives of civil society for the Poverty Observatory in Mozambique:

- Four representatives from religious denominations (two Christian and two Moslem).
- Two representatives of the trade union federations (OTM and Sindicatos Livres);
- Three representatives of private sector associations (commercial association, industrial association and CTA);
- Six representatives of 3rd tier organisations (Land Forum, Women's Forum, UNAC, GDM, Link and Teia);
- Four representatives of 2nd tier organisations (FDC, Kulima, ORAM, Khindlimuka);
- One representative of an autonomous research institute (Cruzeiro do Sul - IID).

Civil society in Mozambique is a construct that is not self-identified, but that is recognised in the diversity of a whole in which self-organisation, voluntary association, obligatorily not for profit, the defence of citizenship rights before the state and the market, and the demand of a common vision of society, are more than a simple sum of the parts.

Thus for José Negroao (2003), *"We are not dealing with the adoption of a liberating agenda per se, nor with a neo-liberal route, but the conquest of a space of interaction between the state, the market and the people; this takes place sometimes through negotiation, other times through constructive dialogue and others yet through sharing of points of view and intervention strategies in favour of common causes which can be so simple like "peace" or so complex like "social and human development."*

In the specific case of Mozambique there is a tendency to establish differences between the NGOs from the North and to establish analogical relations with those NGOs, which partake of common principles, which might not be the tendency on the Continent. There are some laudable initiatives but there continues to be a pattern of implementing agendas defined by the "sisters" of the North in the South, the reason being the lack of local financial support. To some extent we could identify the NEC (MEPT) into this category.

Decentralisation of Civil Society Participation in Education

With the second poverty reduction strategy (PARPA II), the district is now the focus for development. This is also stated in the PEE of the Ministry of Education, *"the participation of civil society and Mozambican NGO is stronger at local level, where civil society is directly involved with Education Provision, in terms of planning, financing, implementation, and monitoring of supply and demand"*.

This provides a springboard for local CSOs to take initiative and engage with local government in a way not available to them in the past. However, freedom to undertake advocacy activity is greater in Maputo, and CSOs are most often not equipped to grasp this opportunity.

The role of civil society in education has been generally focused on improving access, and this has led to a tendency towards substitution of the government by both local CSOs implementing projects, and their INGO partners. Although it was diminishing, some school construction was still being undertaken by INGOs as late as 2006 despite FTI and low-cost construction programmes. The transition from service delivery to education advocacy has been a slow one, and civil society is still finding its proper place in the education environment. The role of the School Council as the *"orgão*

máximo” gives civil society a key role in promoting accountability at school level. Made up of parents, pupils, community members, teachers and the director, the School Council places civil society at the centre of education provision. It gives the community voice in education advocacy. However, many School Councils do not operate democratically, with members selected rather than elected and the regulations flouted, through lack of understanding or vested interest.

Box 2: Some relevant data from INE CENSUS of Not-for-Profit Institutions in Mozambique (2006), and Civil Society Index 2007

- *More than 70% of CSOs are concentrated in five provinces;*
- *70% of funding comes from overseas*
- *25% of funding comes from private and family/individual sector*
- *1% of CSOs received about 42% of financial revenue,*
- *50% financial transfers concentrated in Maputo city;*
- *1% of CSO units surveyed by CINBSLU employed about 30% of all CSO human resources in Mozambique. (INE: 2006)*
- *Government support of CSOs is at only 3% of their budget.*
- *As regards the citizen’s access to information on public funds, the scope for civil society monitoring of budgets at local level is hampered by limited budget delegation.*
- *The “7 million” allocated to district level represents only about 1% of the state budget and has been allocated from the provincial and not the central budget.*

2.4 Legal Framework and Public opinion on Education

A Legal Framework to promote the right to education is established in Mozambique since Independence. This was done by internalising international and regional normative instruments, and through Constitution and other process. Nevertheless, a big effort in adapting the normative to the national context has become an enviable practice for other countries. A strong participatory process appeared, coordinated with a wide and representative National Forum from Civil Society, like Women Forum (Forum Mulher) in relation with Family Law (2002) or Land Forum (Forum Terra) in relation with Land Law (1998).

In the Constitution of 1975, education was not only among the rights enshrined in the bill of rights, but it was also established as a priority for the state. According to the 1975 Constitution, *‘work and education constitute the rights and duties of every citizen. In order to fight against the backwardness left behind by colonialism, the State will promote the conditions conducive for the extension of enjoyment of these rights to all the citizens’* (Art. 31).

The political and economic reforms introduced in the mid-1980s were enshrined in the Constitution of 1990 and its subsequent revised version of 2004, but they did not have a substantive impact on the overall regulatory framework of the education sector. The right to education continues to be regulated in broadly the same terms defined in the 1975 Constitution. Education is still understood as a right and duty of all citizens and, although the Constitution has no provision saying that it is mandatory or free, it is the responsibility of the state to promote the expansion and equal access to education. The amendments incorporated the following principles: development of an education strategy that promotes national unity, the eradication of illiteracy, the mastery of knowledge and technical skills as well as the moral and civic training of citizens, the non-confessional and non-ideological nature of public education making it compatible with the principle of the secular nature of the state, the subordination of private education provision to the law and state supervision and

the democratisation of access to public higher education. (Constitution, arts. 88, 113 and 114.)

The ratification of a number of instruments of international law and the introduction of legal reforms has increased the normative weight given to education as a fundamental human right of all Mozambicans. Mozambique has ratified six of the main United Nations instruments. Civil society organisations have referred to the UN framework in order to make their critical voices on the education sector heard. **The alternative civil society report** on the implementation of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) **noted factors affecting the drop-out rate from schools, including illegal monetary charges, corruption, lack of minimum sanitation conditions, lack of safety in student residences and boarding homes, sexual harassment and abuse and impunity of the teachers and managers who disregard the human rights of the pupils.** The report also recommended that a human rights perspective should be introduced into the school curriculum.

This is a main worry and priority adopted by the National Education Coalition, MEPT, in its Strategic Planning with a general objective of: “Contributing for better quality and inclusive education access, with particular attention for girls, women and vulnerable Children”

In 2000, all UN member States adopted the Millennium Declaration, which established the Millennium Development Goals (MDGs) to be achieved by 2015. Mozambique has made efforts to integrate the MDGs into its national planning processes. Mozambique has been a member of UNESCO since October 1976, but the country is not a party to the Convention against Discrimination in Education. In their alternative report to the Convention on the Rights of the Child, the civil society organisations stressed, amongst others, problems related to the low quality of education (Office of the High Commissioner for Human Rights: 2011)

Some of UNESCO’s legal instruments are

- Convention Against Discrimination in Education; (adopted December 1960)
- Declaration of the 44th Session of the International Conference on Education (the Declaration approving the Integrated Plan of Action on Education for Peace, Human Rights and Democracy); (approved in 1995)
- Declaration on Racial Prejudice; (approved in 1978)
- Hamburg Declaration on Adult Education; (adopted in 1997)
- World Declaration on Education for All; (approved in March 1990)
- Dakar Plan of Action on Education for All; (adopted in April 2000)

On the African continent and in the southern African region the following instruments are of particular relevance that were ratified by Mozambique:

- African Charter on Human and Peoples Rights; (1986)
- African Charter on the Rights and Welfare of the Child; (1999)
- Protocol to the African Charter on Human and Peoples’ Rights on the Rights of Women in Africa (2003).

But the Cultural Charter for Africa (1990) was not ratified. It became a party to the Southern Africa Development Community SADC Protocol on Education and Training when it was adopted in 1997. It is the main instrument defining principles and guidelines for the countries of the region in matters of education. Starting from the recognition that human resources are the main factor for the success of development policies, the protocol establishes the following principles:

- Participation of member states on an equal footing and search for common benefits in intra-regional cooperation;
- Maximisation of specialist human resources;
- Maximise effective use of institutions and other educational resources in the region, so as to ensure the sustainability of cooperation initiatives;
- Recognition of academic freedom in institutions of learning and research;
- Active involvement of all key stakeholders in education in the ministerial action of member states, including in the institutions that implement regional education training programmes; and
- Development of gradual actions to harmonise the education and training systems of the member states.

In relation with Mozambican Legislation, the structure of the current Mozambican education system still generally follows the framework first introduced in 1983, when law established the National Education System. Some changes were made in 1992, with the approval of Law no. 6/92, although this law just reaffirmed the same basic principles and did not alter the main pillars of the National Education System. Under Law no. 6/92, the education sector in Mozambique is governed by the following principles:

- Education is a right and duty of all citizens;
- The government allows the participation of communities, cooperatives and private companies in education;
- The government organises and promotes learning as an integral part of educational activities in accordance with the Constitution;
- Education is public and secular.

However, the law does not determine that education, at any level, should be compulsory and free of charge.¹⁰

Bringing the system up-to-date with the new political context, Law no. 6/92 (of 6 May) dropped all references to the need to reflect FRELIMO's ideological position in the curriculum. It is the responsibility of the Ministry of Education to ensure that the education system functions as a single unit. The Ministry is responsible for planning and managing the system. Besides the Ministry of Education, there are other government departments, including other ministries, running education and training programmes. The majority tend to focus on the technical- professional training components. The laws pertaining to the National Education System are complemented by the laws pertaining to Higher Education (Law no. 27/2009), which expressly and clearly mention the need to make higher education compatible with human rights.

In Mozambican legislation, the requirements of universality, democracy and equality in education involve more than the simple recognition of the right to education for all citizens. They also require the state to implement rights, either by itself or in partnership with private entities. For example, the state can have service contracts and grant subsidies to private schools when these are located in areas where the public school network is limited, or to schools that, in addition to delivering the official curriculum, run courses or produce teaching materials aimed at upgrading the skills and in-service training of teachers. **Furthermore, the state establishes that the pupils attending such schools should be treated equally in relation to pupils in public schools with regards to admission and school fees.**¹¹

The law that **re-introduced private education** in Mozambique reaffirmed the Constitutional principle of equality, stating that 'educational establishments may not refuse to admit any pupil based on his/her race, colour, religion, ethnic or social origin, as long as he/she meets the requirements demanded in the approved regulations' (Decree no. 11/90, of 1 June 1990, art. 5). Anyone violating

¹⁰ In August 2010, the Minister of Education, Zeferino Martins, stated that as soon as there were school rooms available for every child primary education would be compulsory for everyone. For details read 'Sanções para quem não levar a criança à escola', *Notícias*, 4 de Agosto de 2010

¹¹ According to the Regulations on Private Education (Ministerial Decree no. 126/94, of 5 October 1994).

this principle will lose their licence for operating a school, and may not obtain a new licence within the following five years. This means that, as well as regulating activity, the state has the responsibility to inspect private educational facilities, ensuring that these are operating in accordance with the Constitution and the laws the country. Although the state has formally lost its monopoly over the administration and direct management of all education institutions, it remains the main provider of education services and is responsible for establishing criteria for the licensing of private schools and for recognising their curriculum and the academic qualifications they grant.

Public opinion on education

Education seems to be of big importance to the Mozambican population, and people still feel a high relationship between quality education, access to it and better income options. But this is slightly changing, since there exists already an important rate of well-educated, but unemployed young people. Those were comments from the Youth Parliament, an innovative structure that aims to put Youth topics onto the agenda of Governments, media, and public opinion in general, by independent and well-structured Systems of auscultation and mobilisation of youth needs.

The Media is not pushing for strong Educational debates to be in place, and this makes the job of the Educational Organisations to include their findings easily in the media as an advocacy allies rather difficult. Generally when concrete and somehow “sensationalist” news appears, media bring attention to them.

“Monitoring of budget decentralization is also limited, although the government response to the considerable abuse of the fund has raised the profile of budget monitoring in the press” (Policy-maker)

“In the mid 90’s the media approach to education was focused on two yearly occasions: the time of the beginning of the school year and then at the end of the school year when it was exam time. But this approach was looking for negative view of constraints related with school years, perhaps because people were not educated to see education in terms of their importance in terms of functionality. At the beginning of the year the critical incidents in terms of media were around the illicit aspects related to students enrolment, because it was difficult, a lot of people wanting to study but there were so few schools, and that caused the phenomena of corruption etc. (...) and later in the year the issue of corruption was apparently linked to the issue qualification sales. But not a wider debate of which is the education we want, and what is education there for and how. (..) During 200 some newspapers, Domingo, started to write articles to increase national debate on education, but still they are of minimal spectrum” (Journalist)

3. ENABLING FACTORS: INSTITUTIONAL SETTING - MEPT

By “Enabling factors” we understand that what was already in the National Education Coalition before implementation of the CSEF Project, which helped or even allowed creating the needed processes to achieve results. This is elaborated on in the next chapter. In that sense, the Base-line capacity assessment done after CSEF started, is an important input, together with some historical background from interviews done in the frame of this evaluation, and with MEPT internal documents, such as the Strategic Planning (2009-2013).

3.1 Leadership and Governance

Before the CSEF started mid-2009, there was already an operating NEC in Mozambique (MEPT). It started in 1998 and was led by a national NGO: FDC (Fundação Desenvolvimento Comunitário) with the support from Christian Council and FAWEMO and an INGO- Action Aid Mozambique.

Institutional background

“When MEPT was actually created it was FDC, Action Aid, and Christian Council organizations that created groups of people who gathered and organized to go to Dakar in 2000. The coalition was formed in 1998 in order to organise for the meeting in Dakar, but it was anything like an idea. They went to Dakar and realized that it really was necessary for civil society to do something in relation to Education for All, because in the Dakar’s assessment it was realized that the role of civil society was important. So, I remember that it was Graça Machel to represent civil society at the time, and there were not many countries with presence of civil society in the meeting. Graça Machel member of FDC, lead and joined these Mozambican organizations at the time and decided to create this group of organizations to respond to issues of Education for All to be evaluated until 2015. Thus MEPT started with the activities in 2001, when FAWEMO’s¹² staff was doing the work.” (NEC Member)

Those first years helped in developing the network agenda, and making more explicit that there was a need for the different NGO’s in the country working in education, to come together, those NGO’s were until then there mainly working in an isolated manner. A need was seen to join efforts in relation with advocacy. But at that time the agendas were not clear. The first coordinator was recruited in order to help this to become a reality in 2002 with funding coming from CEF (Commonwealth Education Funds). A Coalition was growing in few years up to 70 members. From a legal perspective, only ten persons are legally representing the coalition following Mozambican Law, which allows the creation of Association’s but not Forums. But at that stage:

“We did not have the legal system in place; everything was a bit informal about the scope of FDC. This process continued until 2007 (...). So this whole period 2001 to 2007 served to mature as an organization, to better know what was intended” (NEC Member)

“The original vision of MEPT was very much in line with the objectives of Education For All (EFA): “Participating in the process of building the country where children, youth and adult has access to quality education without any discrimination”. In order to accomplish this mission, the founders of the MEPT believed it was necessary to promote civil society dialogue with the government through advocacy to ensure access, relevance and quality of basic education in both public and private sectors for all citizens.

Between 2000 and 2002 MEPT was active to “build” their identity and network (...). The arrival of the initiative of the Commonwealth Education Fund in Mozambique (CEF) in 2002 was greeted with great enthusiasm by many organizations interested in working in advocacy in the field of education, especially by member organizations of the MEPT. During 2002-2005 the CEF in partnership with other international organizations members and partners of the MEPT have provided technical and financial assistance to the MEPT, which has up to now given the basis of

¹² Forum for African Women in Education- Mozambique
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technical and financial sustainability of the Movement. In 2006-2007 the CEF began implementing its exit strategy, although the MEPT continue to benefit from some support of this entity at this level, the fund is expected to complete its implementation in June 2009". (Catherine Remmelzwaal: 2009)

There was a Secretariat and members, but legally the coalition did not exist until 2007. And the actual coordinator was contracted in 2005. The financial transfers and management were done through the FDC. The situation allowed a strong debate between members of what was expected/wanted to be achieved; avoiding the development of rapid network structures not owned by the members.

"The idea of naming the coalition movement was also in relation with a dynamic and non-fixed structure, as close as possible to social movements" (NEC Member)

Discussion was there, not only of ideas, but also on the contribution of each member and the role of the Secretariat. This created an important process of ownership that is considered to be strong today.

Strategy

The first Strategic Plan was done in 2006, and it was focused on setting the agenda of the Movement and the desired impact as a result of the intervention of the Civil Society to Promote Education for All in Mozambique. But since then, the movement grew and achieved recognition at national, regional and international level. (Stated in the PEE of MEPT 2009-2013)

When CSEF started, the MEPT already had a pretty new Strategic Plan, in which a clear agenda, vision and mission was established after a consultation with stakeholders and an evaluation of internal and external factors. It has a focus on the MDG to "Achieve universal primary education: Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling". Civil society advocacy in education is coordinated by MEPT, meaning that it is the only recognised interlocutor for the government (Ministério da Educação e Cultura, Republica de Moçambique : 2012) MEPT operates at national level through the secretariat, at provincial level through *núcleos* with focal points, and at district and community level through designated *focal points* and CSOs. Its membership is currently fluid, made up of organizations more or less active in activities linked to the MEPT vision of "A country where all children, youth and adults have access to a basic education of quality, without any kind of discrimination through its mission to Carry out advocacy activities among Government, Civil Society, and in the public and private sectors in order that a quality basic education is accessible and enjoyed by all citizens". The MEPT has adopted the six objectives of the Dakar Framework for Action as the thematic areas of work, namely: expansion of pre-school education; universal primary teaching; adult education; gender equity; life skills; and relevance and quality of teaching.

The Strategy Planning of the MEPT 2009-2013, includes an important effort to develop an Operational Plan in 4 different Annexes, and very well systematised:

1. Operational Plan
2. Approach to Implementation
3. Monitoring & Evaluation Plan
4. Detailed Budget

This effort clearly created options for applying for direct funds for Strategy implementation. That has not been the case for the CSEF project, but yes for other funds received from Intermon-Oxfam and

IBIS in 2010, that weight around 21% of total funds received. And in 2011 from IBIS and DIAKONIA, increasing the % of Direct Funding to the Strategy Planning Finance to about 30% of total budget.¹³

There are 3 Strategic Objectives in the PEE:

- O1. Improve the quality of the programs and the impact of the civil society advocacy actions for the good of quality basic education for all;
- O2. Expand, enlarge and consolidate the base of advocacy of education for all at a provincial and district level;
- O3. Improve the funding base of MEPT's (Education For All Movement) activities

The CSEF project was sharing the same agenda but not the same objectives of the MEPT Strategic Plan, but they had been developed specifically for the CSEF- Mozambique project. As they are stated in the CSEF Final Report, they are:

- Strategic Objective 1: Achieve an equitable distribution and efficient use of financial resources in education.
- Strategic Objective 2: Develop the involvement of school councils in decision-making procedures of the educational process.
- Strategic Objective 3: Analyze the results of the implementation of EFA strategy and propose alternatives for its development.
- Strategic Objective 4: Mobilize resources that contribute to effective and sustained implementation of the activities of civil society in achieving the EFA goals by 2015.

So, the CSEF objectives O1, O2, O3 had been written in a more concrete way and O4 in a more extensive inclusion in relation with Strategic Objective O3.

Baseline - Capacity Assessment of MEPT

The Baseline could have worked as an important tool for getting the Institutional Setting of the MEPT, using it for the M&E reports from the CSEF project. But it has not been used as a M&E process, and from the documentation that was available it appears that there was not any later use of the indicators identified for the M&E of the CSEF.

Additionally, the focus of the Baseline carried out in Mozambique differs of what was established in the M&E Plan from CSEF Secretariat, in the sense that in Mozambique it was much more focused on the NEC's members' capacities including relationship with the network, rather than the capacity of the network itself. What can be done in advocacy with the joined efforts of the members and the Secretariat, was an important point of departure for the CSEF project.

"The consultant adjusted the tools to the national context in terms of language, focus and presentation. For instance, in their ANCEFA version, the tools collect data from networks and from organizations that are members of those networks. In this study, the tools collect data from organizations and from single individuals who are either members or employees of those organizations" (Matsinhe : 2010)

¹³ Calculation done by the consultant coming from Final Reporting data and External Audits of Ernst and Young 2010-2011.

A concrete example, the CSEF Secretariat’s definition of one of the Baseline Results (2) is: “National civil society education funds that have independence and credibility to attract country donor support are established”. This is supposed to be understood in the sense of creation of a National CSEF at country level lead by the coalition, but the baseline assessment was focused on the members’ capacity to attract international funds for their programs.

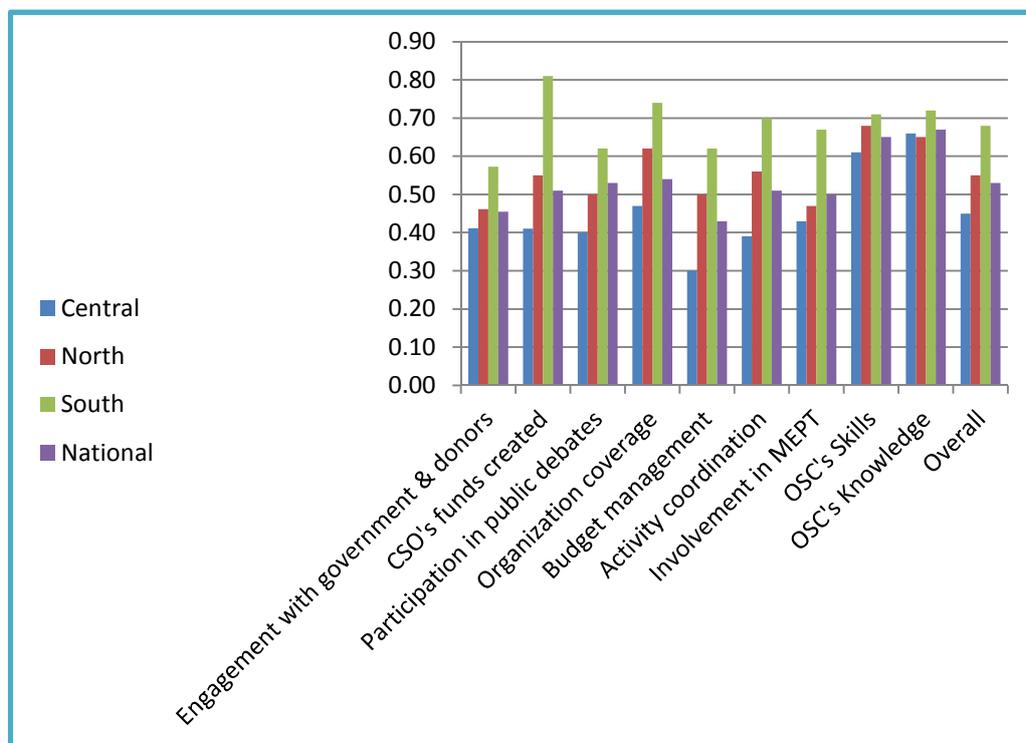
“Figure 5 illustrates clearly how CSOs have performed in this Result. It is seen that at the national level, 40% of organizations did not approach donors for possible funding of their projects. Central Region has the highest percentage, 50%, of organizations that did not approach donors and the lowest percentage, 36%, of organizations that did not finalize funding proposals.” (Matsinhe : 2010)

The Baseline study shows a strong and interesting point of departure for assessing the NEC relation with its members, and facilitates a well-structured data collection that could also have helped in designing appropriate M&E indicators for the CSEF project, if complemented with more general indicators of the NEC capacity itself.

A summary of the main findings shows a big difference between the NEC’s members, especially on Human Capital Development.

“CSOs with more qualified and more experienced human resources perform well even in regions where most organizations perform poorly. Therefore, MEPT should implement campaigns for the development of human capital of member organizations through the development and implementation of capacity building programs and manuals particularly in the areas of: Project management, Financial management, Development and management of partnerships, Research and analysis in education policy, Social advocacy and Resource mobilization and management” (Matsinhe : 2010)

Table 4: Indicators of the first 9 Results



Source: Matsinhe (2010)

Organizations in the South Region have stronger capacities and are more involved in all Results especially in Result 2 on the independency and credibility of education funds and Result 4 on the breadth and governance of the organizations even if compared with National Organizations. Organizations in the Central Region have performed below 50% in 7 of the first 9 Results. For an example, in Result 8 their skills have decreased by an average of 7.61% in relation to last year.

In relation to the sense of belonging to the MEPT, the statistics show significant gains when organizations interact in a special forum that has been created to address and discuss their interests. Recommendations were made from the Baseline study for the MEPT (2010) to consider the following actions:

1. Implementation of a wide scale campaign to revitalize disheartened member organizations, to get new member organizations and integrate them into MEPT's activities.
2. Reorganization of MEPT's internal systems and attitudes of communication and coordination in all of its structural levels. MEPT should consider creating a communications department to maintain a constant and healthy communication with all member organizations.
3. Establishment of district focal points to help coordinate and develop the capacities of district-based organizations and increase their participation in educational policy debates and avoid their isolation from provincial capitals.

As for the moment of this evaluation (July 2012), especially action 3 had been developed even if it seems to be still a challenge. Also following the internal evaluation done in the methodological process followed with the Strategic Plan (2009-2013), needs were defined to:

- 1) Clarify and better spread the role, approaches and implementation strategies.
- 2) Adjust the coordination and operating structure, at national level as well as at provincial and district level, either through the creation and establishment of new operating structures and / or also by clarifying the roles of the different members of the MEPT and the relationship between them.

Management Capacity and Leadership

MEPT Board seems to work as a strong mechanism of the network leadership, with strong and influencing organisations.¹⁴

Priorities on the Strategic Plan are developed in the Operational Planning, also including in the PEE a chapter on Institutional Structure needed for prioritising the Strategies. So, in order to meet its priorities, MEPT as a Coalition provides information and coordination amongst its members spread across the country, thereby adding to isolated community voices by bringing member CSOs together to reflect and gather ideas and strength for future action.

Constraints for this prioritization on the Strategic objectives implementation had been well identified, both in terms of Institutional Structure and in terms of CSO's members' capacities, through the Baseline conducted at the beginning of the CSEF Fund.

For education advocacy to develop at all levels – community, district provincial as well as national – there exists a need for a strong coordination, as well as a strong membership with a sense of ownership of the coalition. Capacity development of civil society is needed at both CSO and coordination levels.

During the Strategic Plan development process it was suggested to put in place some functional structure to respond at two important strategic objectives.

¹⁴ This is further develop in the Partnership alliance
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- a) Progressively changing from Staff related with programs to staff that coordinates the functional areas stated in the PEE. So, General Coordination, Research, Monitoring and Evaluation, Lobbying and Campaigning and Capacity Building. In 2009, the 3 staff members apart from Administrative support, where coping with programs affairs.
- b) And at the provincial and district level, to consolidate and expand the actions of MEPT for provincial and district levels in order to bring more robustness to the advocacy activities of the Movement from the added capacity of collecting evidence for the advocacy process (monitoring and evaluation of public policies). There is a need to improve coordination through:
 - Creation of Centres Provinces: composed of employees of member organizations MEPT
 - Identify and select focal points at district level, represented by members of organizations with a presence in districts

Projects implementations are sometimes, even if in relation with MEPT Strategy, not aligned 100% in the sense of efficiently using economic and human resources to the priorities defined. The number of full-time staff in the coalition increased during the years of CSEF implementation from 4 to 6, but from them only 2 related with functional areas, 2 for support and 2 still remain related with project implementation. Recently, in 2012 a part-time assessor in Lobby and Advocacy was contracted. Those constraints were taken into account in the development of the CSEF, using part of the funding to contract an M&E Officer¹⁵, and to add some funding for “financial compensations” in one province. This will be explained in the Chapter on Main Outputs. Besides this, Board leadership and prioritization are there, but still not fully coherent between what is stated in the programmatic paper and strategic plan, with the actually capacity (Human and Financial) to implement the priorities.

The Leadership of MEPT in the public opinion on education looks still a bit far of what are the potentials. More than 4 different stakeholders interviews done, stated that MEPT could do more in this relation, in publicising the accomplishment of its priorities. Presenting research findings to the wider public, but also to the government. Similarly, more effort can be done to create innovative partnerships with public media, even though that seems to be a challenge, due to the complicated economic situation of a lot of media in the country, and the expectations created with financial compensation involved in the partnerships. Nevertheless, in the interviews some options to explore further were expressed like:

“I think that it is possible to establish an institutional partnership between the media and MEPT. And one strategy that can be adopted is to approach the publicising of its findings (...) these indicators of quality of education in PARPA that you commented, and create a partnership with the media publishers. (...) So, creating cycles of systematic meetings with editors can be an outlet and a second outlet MEPT can start promoting their activities at the School for example the High School of Journalism. And catching the journalist before leaving the school, and make them become familiar with affairs of MEPT. Another way is with the ECA School of Communication and Art (...) MEPT can negotiate with the ECA in order to be present and participate in periodic lectures. (...) There would have the advantage that also involves itself in the process of forming the journalist (...). Now to another level I think it would be even with the publishers. This is not something from another world.” (Journalist)

3.2 Partnership alliance (internal and external)

Membership of MEPT

¹⁵ Unfortunately he has been ill for a long period and was not possible to contact during the case-study Evaluation
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Especially strong from the historical background of the MEPT is the alliance with relevant National NGO with good relation with the government and the ruling party: FRELIMO. Or, at least without any agenda of confrontation. That is the case of FDC (Fundo Desenvolvimento Comunitario) lead by Graça Machel¹⁶, and CCM (Mozambican Christian Council).

At National level, another important ally is the National Teachers Union ONP. It is the only Teacher Union of the country created in 1981 in the socialist era, following the recommendation from UNESCO and ILO to the governments in the frame of the Declaration for Conditions of Teachers staff.

"(...)It was a context, in 81 was a context of emergency because Mozambique's independence just started and there were a lack in government Human resources. The ONP was constituted with a mission to create a "new man", to create the ideology of the "new man", and within a process were Mozambican education policy was build, coming out of colonization. Of course, historically the role of the teacher was to implement what was the country ideology. (...) An important role (...). For creating a "new man", the school and education were crucial, it was needed to create the school, and policy to bring to the citizen that led the people to the same socialist ideology.

Today, Mozambique is a country multiparty, there was a need to change anything in terms of ideology, the teacher also plays again a very important role, we see the introduction of the new education system and this new system of education must include naturally this new vision of the country and creating a sense of citizenship and patriotic looking for democratic principles. (...) so, in 2004, appeared the introduction of the new basic education curriculum, and was the teacher who should naturally make this new curriculum to have some success, but what happened and that these changes were not accompanied by a teacher training giving them the skills to do so. Therefore teachers remain the weakest link of the educational process of this change process, insofar as they continue stuck to the ideas from independence, those that might be a little out-dated at the moment. We will not have a teacher that ran for citizen participation principles, and including in the classroom participatory methodologies because he and his initial and updated training do not give them this competencies and capacities". (NEC Member)

At the moment the Teachers Unions are having around 5.000 members, from the 8.500 teachers hired in 2012¹⁷. One of the reasons for it is that some teacher might see the Union too close to the government to be an effectively defending the teachers interests to the government.

"The genesis of ONP does not help much to legitimize ONP as representative. (...) some feel that was created by the same FRELIMO in power, that is not solving the problems of teachers (...).ONP has also the situation of those nostalgic that think the government will give us everything, bring all, forgetting now that we are independent and each member has to contribute for the ONP to to have capabilities to better serve its members. Then there is this internal conflict not real conflict, but an ideological conflict" (NEC Member)

This "internal conflict", is also represented in MEPT, with different persons been part of the Board and Work Groups. Nevertheless, it is important to notice that MEPT is seen as an opportunity to increase strength in the Teacher Union for a more open advocacy to be done with Government. Here, it seems that this strong opportunity is not taken by the MEPT, who prefer not to respond as an "advocacy instrument" for teachers' issues. (MEPT- Secretariat 1).

Moreover, in relation with MEPT and in order to ensure the quality education for all goal, teachers are a key stakeholder involved. From fieldwork, different interviews pointed out that the MEPT approach, even if having the Teacher Union in the Board, is similar to the government's approach. Teachers are seen mainly as the "problem" to improve capacity, but not the "solution", bringing them on board, facilitating involvement and participation in the design of the programs. For example, by increasing curriculum quality for the Teacher Training.

"We know that here in neighbouring countries, representations of civil society coalitions strengthen TEACHERS alliance, but not in Mozambique. So this has been our point of discussion with MEPT. Because the MEPT does exactly the same thing that does the ministry. (...) And when (MEPT) have to give reports to the GCE, then it seeks the ONP". (NEC Member)

¹⁶ Graça Machel is the only woman in the world to have been First Lady of two different countries, serving as the First Lady of Mozambique from 1975 to 1986 and the First Lady of South Africa from 1998 to 1999.

¹⁷ <http://www.africaneconomicoutlook.org/en/countries/southern-africa/mozambique/>

“MEPT want to achieve the objectives without teachers? I’m being as sincere as possible because it is not worth and a question that we always have discussed. And that’s why they think that doing research might help to attain EFA’s Goals. But what is the end of the study, it has to be a way to achieve anything but if the research becomes an end it itself it will be shelving, and many of these studies teachers do not know those research. What we want from recommendations of researches to bring some social change, and bring it to the actor that need to change”. (NEC Member)

There is a crucial membership representation at provincial and district level that had increased slightly during the years of CSEF implementation (2009-2011).

Table 5: Expansion in the size of MEPT Network

<i>Expansion in the size of the network of the coalition in the last 3 years.</i>			
	2009	2010	2011
<i>Number of district/provincial networks/branches of the coalition</i>	17	19	20
<i>The percentage of the total number of districts/provinces in which the networks or branches of the coalition was active</i>	%23	%26	%27

Source: CSEF Project Completion Results Framework – November 2011

There exists clearly a strong feeling of ownership within all MEPT- MEMBERS interviewed during the Evaluation fieldwork. So it seems that its membership is currently fluid, made up of organizations more or less active in activities linked to the MEPT vision.

“We as members of MEPT (...) we developed activities that contribute to what are the purposes of MEPT, and the positions they have taken from MEPT with the government as a representative of civil society it has a large part which is the work of some of its national members ... and therefore ... MEPT is not limited to the office. MEPT listens to all members according to the activities that members develop and based on that hearing develops the position of civil society. So ... it is not necessary that, for example MEPT has to distribute funds, because we have created the MEPT, the organizations that we work in the education sector. For what? To summarize our activities and summarize our positions regarding the state of education in this country, Mozambique. So we are MEPT, yes, is not that MEPT is something different from us, yes. So we do a lot in the education sector. What we do contributes to the positions it has taken from the civil society in Mozambique, I guess, it is a contribution that we give, yes, along with other organizations” (NEC Member)

During CSEF implementation the Board Members changed, the membership (with only one chair) for INGO changed from Intermon-Oxfam to Plan International, and the National members remained the same for President (Christian Council of Mozambique) and the Vice-president (Foundation to the Development of the Community), for the ONP (Unique Teachers Union in the country), and for ESAM (Focal Point Niassa Province) and for UDEBA-LAB (Focal Point Gaza province). And it changed from FAWEMO and AMME Mozambican Association of Women Educators to the representation of Magariro (Focal Point-Chimoio Province).

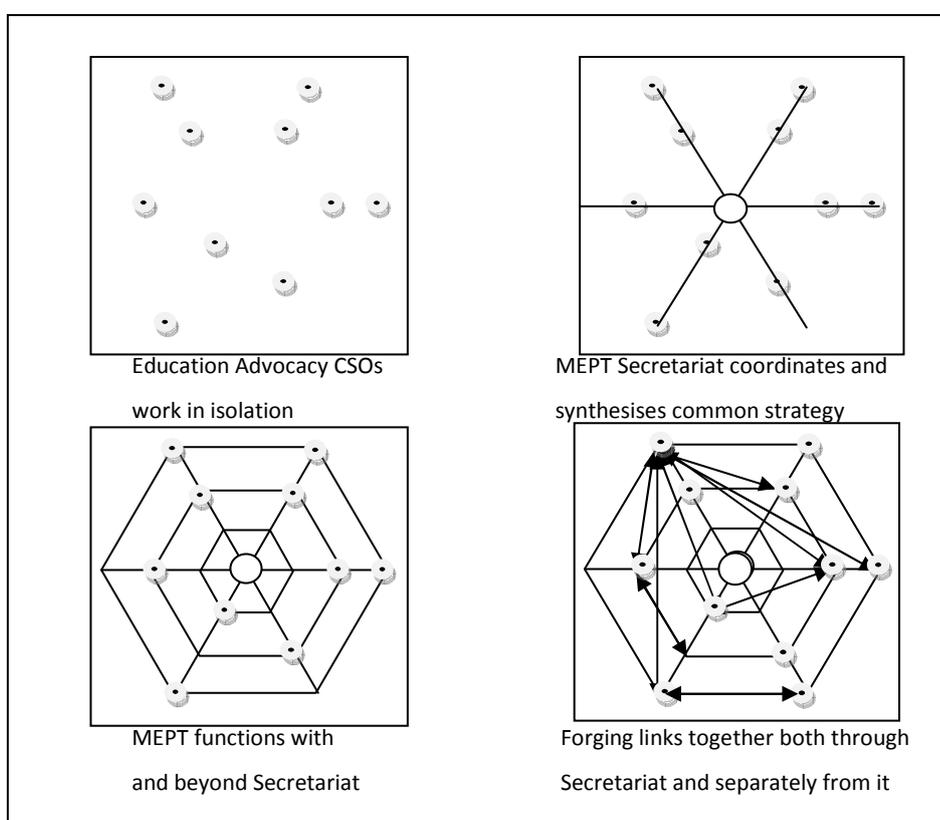
Some mechanisms are there in the MEPT to guarantee internal democracy, like the Fiscal Council constituted by 3 members and the Assembly Board that does the Presidency of the Assembly. And also to guarantee that INGO do not determine the agenda of the coalition. It is stated in the legal statutes that only one chair might be available at Board level for INGO.

“This is a discussion that has already been made, and there is already consensus and I believe that nobody is interested in changing it, international organizations do not have much weight in terms of representation in MEPT (...) even in the constitution states that at MEPT Board there is a place for one international organization. Just to

balance the weight of the international organizations in the MEPT. I was very aware of the influences, we have money and then we're there as members of the board so the agenda is totally ours". (NEC Member)

In relation with the territorial, ethnic, religious, political and other scope of the coalition membership, MEPT seems to have an important territorial representation, that still need to improve at provincial and district level, and efforts are there for it. This territorial diversity also includes ethnic and religious to some extent. The following interesting diagram that can be found in the NCSEF- Phase 1 Mozambique report, responds to the MEPT relationship strategy to be developed with its members. It is not fully operational due to comments that were already made, but it is there in the approach and long-term vision. *"Support to one strand does not automatically reach one or both other strands, nor does it preclude it. Within the parameters of the strategic plan, then, support / funding could reach one or all of these strands"*.

Table 6: MEPT Network Relations with its members.



Source: NCSEF- Phase 1 Mozambique report

External Alliances

MEPT is increasing its external alliances with different stakeholders, especially the government and also very important the new contacts done with the Parliamentarians, which responds to a new approach from 2012. MEPT has also important alliances with different INGO that support them with funding through project implementation or programmatic support, those have been namely: Intermon-Oxfam, Oxfam GB and Action-Aid which are members and in some periods part of the Board membership; DVV International, Ibis and Diakonia never became members.

MEPT has propounded the relations with the Sectorial Programmatic Support (FASE), through the governmental meetings for which both LEG and MEPT were invited. Efforts still seem to be needed in the creation of more bilateral relations with the programmatic partners.

The CSEF had contributed to reinforce the relation with other National Coalitions, like Malawi, and the Lusophone countries coalitions through the Lusophone Conference organized in Maputo in August 2001 on Education Finances. Also, it contributed to reinforce the relation with ANCEFA and GCE especially at Board level, being the MEPT part of the Lobby Committee who went to the Fast Track Initiative in Madrid in 2010, to lobby for the Mozambican government to have access to the FTI Fund.

Besides CSEF, MEPT coordinates the Lusophone African Coalitions, but relationships are extended also to Brazilian Coalition and the Portuguese one. Lead from Brasil, a project engaging all Lusophone Coalitions is starting.

4. PROCESSES

The organizing process must be carefully worked out and applied. This process involves determining what work is needed to accomplish the goal, assigning those tasks to individuals, and arranging those individuals in a decision-making framework (organizational structure). The end result of the organizing process is an organization — a whole consisting of unified parts acting in harmony to execute tasks to achieve goals, both effectively and efficiently.

"Every organization, regardless of its size or field of operations, uses a fantastically wide variety of processes. These internal and inter-organisational processes form the organisations "nervous system". They determine not only the organisation's capacity to perform, but also whether or not it will achieve its goals. Efficient and effective process management is therefore one of the factors for successful project implementation"

"Contrary to popular assumption, processes are not the antithesis of or an alternative to structures and rules; in actual fact, they complement them. Structures as it were form the riverbed in which processes can flow. Processes require the right measure of rules and structure, not too much and not too little. This golden mean can only be defined in the specific context and should take into account the cultural background and sensitivities of the actors involved."

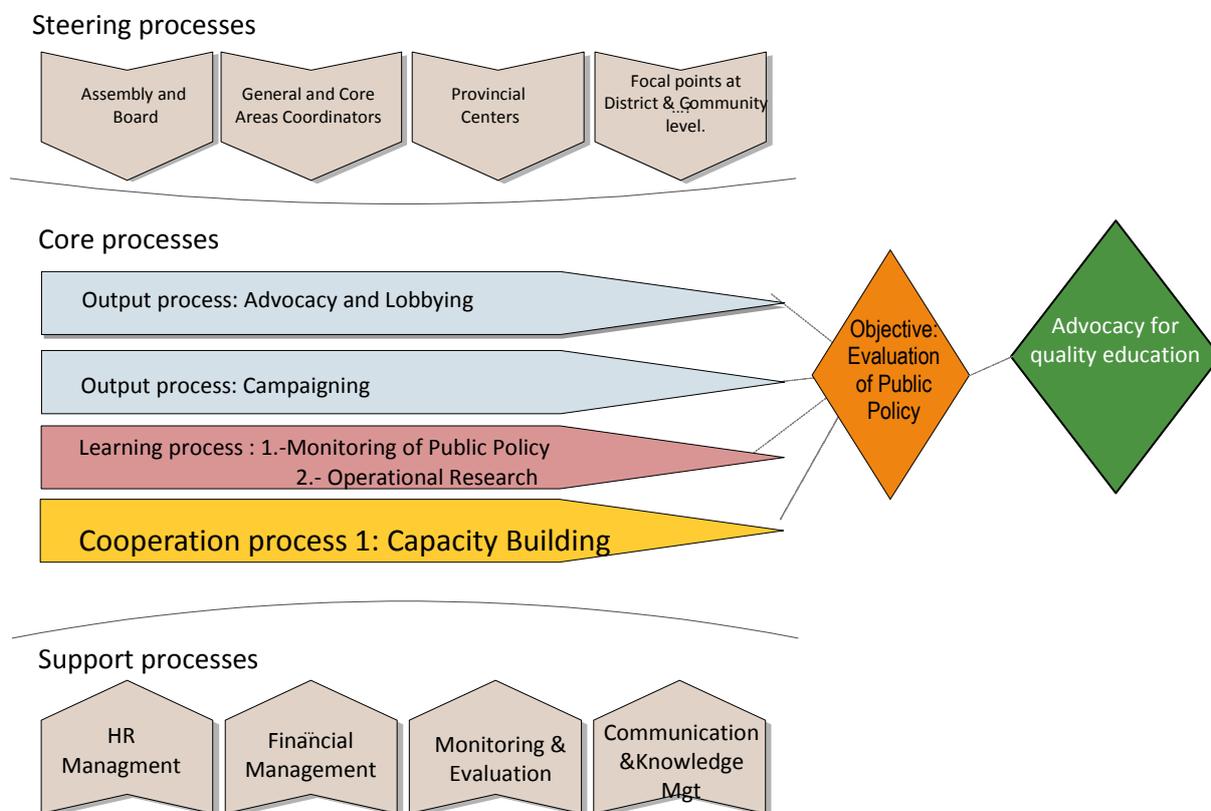
"In processes, responsibilities are assigned and clearly defined, both for the process as a whole and for its individual steps, as well as for permanent improvement of the process in the strategic project context. This is especially important in processes that unfold across the boundaries of mutually independent organisations." GTZ (2009).

In the National Education Coalition in Mozambique (MEPT) the following Process Organisational Map can be developed. Still processes are not documented as such.¹⁸

¹⁸ Elaborated by the consultant with Interview data, Reports and MEPT Advocacy Tools founded at PEE.
CSEF Evaluation
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Table 7: MEPT Process landscape

Process landscape



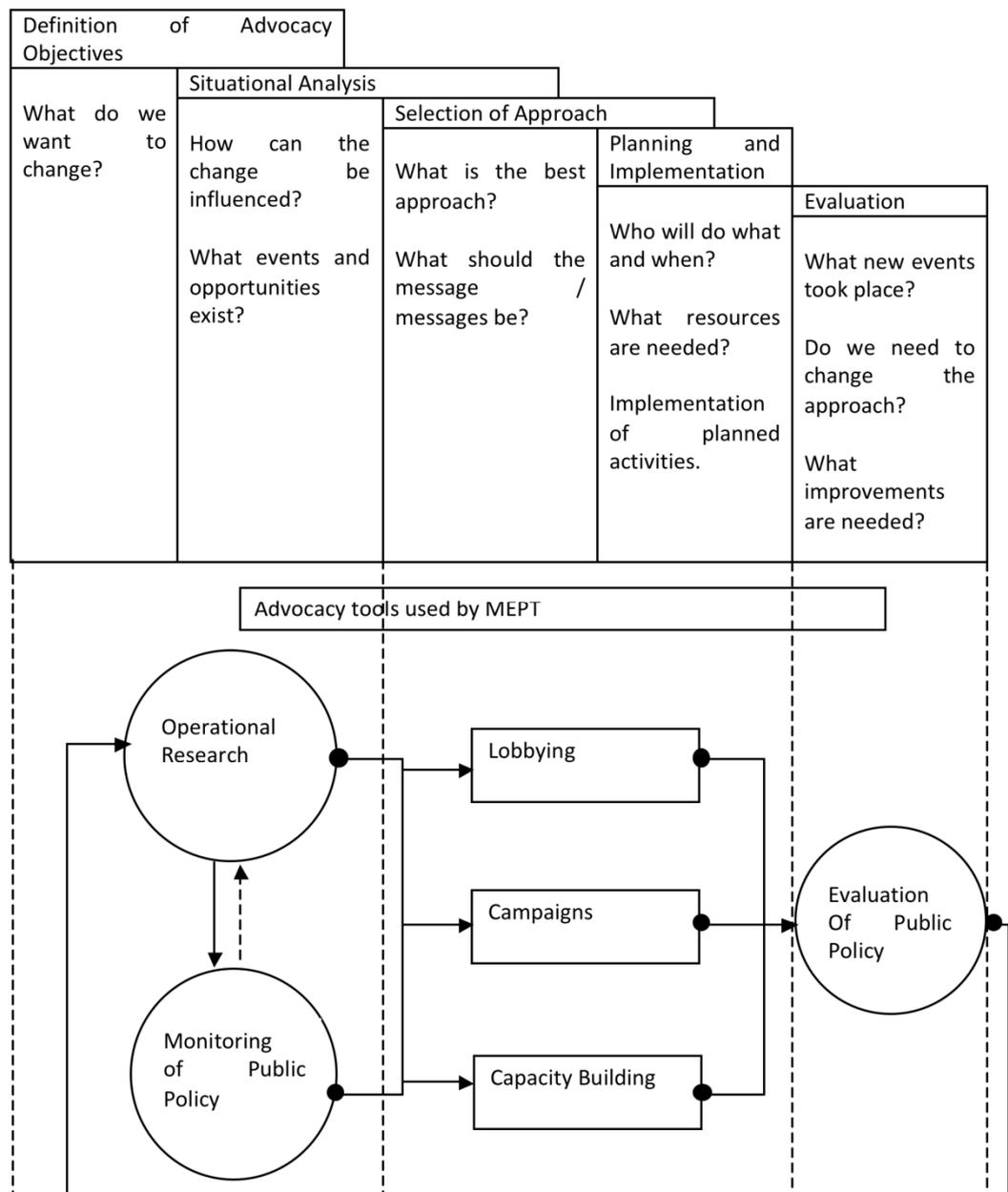
Source: Authors

4.1 Advocacy and Lobbying

MEPT as the National Education Coalition provides the scope for coordinating information coming from Operational Research and Monitoring of Public Policy done in a decentralised way, from community level. In doing so, MEPT is adding to isolated community voices by bringing member CSOs together to reflect and gather ideas and strength for future action. Therefore the main methods used in the advocacy process are Operational Research and Monitoring of Public Policy, used for Lobbying with the Government, through formal engagement on Planning Meetings.¹⁹ In a starting phase, Lobbying is also done at Parliamentarian and legislative level, with bilateral meetings with a Commission on Social Affairs, Gender and Environment, and less effort is done on media relationship methods for advocacy.

¹⁹ Information is shown on Governmental invitation to MEPT participation to different key planning, monitoring and strategies setting meeting. Those invitation letters can be shown if needed.

Table 8: MEPT Advocacy Strategy



Source: MEPT Strategic Plan

Much advocacy work currently focuses on the School Council as the chief unit of formal education management at community level. And there exists difference at Civil Society in Mozambique from formal and communitarian /grassroots organisations.

“The formal are those who are properly registered, their subject of interest and intervention is clearly identified, and perform actions on behalf of the group they claim, then we have a different kind of organizations, organizations that are more informal, based in forms organized at the community level that can even be a family based organizations at the community level. I would not say necessarily community-based organizations, because some of these community-based organizations, are registered organizations, (...) but those organizations that embody this society and had funded the political and economic dynamics at the community level”. (NEC Secretariat)

There are examples of where School Councils have been successfully encouraged to make their voices heard on matters sometimes about teacher quality and abuse of girls, and sometimes about common decisions on direct budget support to schools (ADE) and Budget monitoring. The Ministry has introduced direct support for supplies, learning materials and supervisory activities in 2009. These examples illustrate the power of community action, and the potential for strength in coordinated activity and dissemination of experience and information. The School Council is increasingly a forum for debate and provides the scope for developing advocacy.

But it appears as a potentiality, even if still weak, and a lot of effort is needed to allow the fragile starting to growth properly, and also to combine it with national advocacy at governmental level.

“Civil society in Mozambique is still 'very fragile, to influence policies, to advocate, and monitor the provision of services by the state, etc.. Almost no civil society organizations specialized or dedicated to this cycle of activities. Most of them are concerned with service delivery, or the provision of services, worried about opening more fields, to assist vulnerable children, etc.(...) in my opinion the civil society has to contribute to development processes by strengthening political dialogue with the government, parliament, etc., play a watch, watchman, influencing processes, influencing policies, influencing for better service delivery to the citizens of the state” (NEC Secretariat)

In doing that MEPT has organised during the 3 years of CSEF implementation, a large list of Campaigns and Advocacy activities, such as a Global Action Week, School Councils, Campaign for stop violence against girls education, Campaign textbook free distribution, Campaign to promote the rights of children, Monitoring the implementation of PARPA and the Strategic Plan for Education and Culture, and the Tracking and Monitoring of Education Budget, and Lobbying for: Pre-primary education; Improving the quality of teaching; Training and recruitment of teachers; Accelerated construction of classrooms; Access to the Mozambican Government for funding under the Education Fast Track Initiative (FTI). From which CSEF contributed directly to the Global Action Week, partly to Schools Councils, and Tracking and Monitoring of Education Budget.²⁰

MEPT has been monitoring the implementation of the national PRSP (PARP(A) in Portuguese and the Strategic Plan of Education (and Culture). The monitoring is done primarily through the production of positions in relation to Evaluation of Economic and Social Plans that has happened annually at the Joint Review Meeting and Annual Review.

For the Joint Review MEPT is the Civil Society Focal Point for Human Capital Development Pillar, now designated as Objective 3 - Social and Human Development. This process is led by the G20. As part of the Annual Review Meeting, which is a sectoral meeting, MEPT brings together civil society organizations working in education.

Another very interesting part of the Advocacy process within the MEPT is the attention driven to the **Consensus Building Civil Society**. The civil society members of MEPT have met to discuss issues related to democratic management of education, access and quality of education and gender. In these meetings, position papers are prepared that culminate in submission to the Government and Programme Aid Partners (LEG). This is seen important to counterbalance power of the knowledge and information being only in hands of the network Secretariat. It is an important dynamic of knowledge sharing and responsibility with regards to network representation. As many open spaces facilitated and us much participatory and decentralised debates created, as richer and stronger will the network become. Even if the debate might not always conclude in Consensus.

²⁰ Information from Final CSEF Report (2011) and Interviews.
CSEF Evaluation
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4.2 Research

As part of the Strategy development, research and data gathering was done in the frame of the former CEF Fund (Commonwealth Education Fund) in order to better define the more important topics to advocate in order to achieve quality education. In the Strategic Plan, this is seen as a key and crucial role for completion of the mission, and therefore a priority.

“In fact MEPT from the beginning worked to understand what were the difficulties, the challenges that the government had to implement for both ensuring children access and providing quality education (...) thus, we often carried out different studies to better understand the phenomenon and now we just finished the production of all this studies on quality of education” (NEC Secretariat)

Researches are done in partnership with important think-tanks and research centers of the country like the CESC, Center of Civil Society Learning and Capacity Building, the Education Faculty from the UEM, or the Centre for Public Integrity CIP amongst others. With some exemptions, like the study on “Critical Analysis of the Political and Legal Framework for Promotion and Protection of Girls Against All Forms of Violence in Mozambique”, which authors are Action- Aid Secretariat and MEPT Secretariat, in 2012.

A summary of the research done and published during the period of CSEF implementation (2009-2011) is the following²¹:

1. In April 2010, a study on the financing of the education sector was done with the following objectives:
 - a. Increase awareness amongst members of the movement on the functioning of the education system in Mozambique and its financing;
 - b. Increase understanding amongst members of MEPT of key areas for future interventions of civil society in education;
 - c. Increase the knowledge of members of restrictions on MEPT/system failures of education funding that may influence future plans.
2. In October 2010, a baseline study was conducted with the aim of establishing the starting point for assessing the impact of interventions.
3. In June 2011, the CESC, in partnership with MEPT, conducted a study entitled "Assessment of Service Quality of Education in Optical Beneficiary" in order to gauge the level of satisfaction of the beneficiaries of education services.
4. As part of the Global Action Week, 2011 a study was made on the situation of education of women and girls in Mozambique. The study, entitled "Diagnosis of progress in primary education of the public EP in Mozambique: achievements and constraints during the period 2006 to 2010", in order to ascertain the participation of girls and women in education.
5. Study on the status of implementation of the Education for All goals.

From this list of studies the CSEF Fund has directly contributed to the Base-Line Assessment and the Study on the status of implementation of the EFA goals. The realization of a research into the functioning of School Boards is mentioned in the Budget of CSEF for the first year, but none of the interviews and secondary data mention it.

²¹ All but the first study on financing education sector were made available.

Methodologies used in all the researches, differ according to the objectives and scope of the research, but secondary data, surveys, interviews and participatory processes were all in place at different moments for different purposes.

In this crucial core process of the MEPT, some accurate and in-depth analyses could be done in order to maximize it as a process, establishing agreements with research organizations that could be of mutual help, and developing also the Knowledge transparency and Knowledge sharing in different formats, evaluating the option of also systematizing and researching on MEPT's findings and processes already established after 10 years.

4.3 Capacity building of NEC's and Training Initiatives

Capacity building as a general concept can be understood as a planned development of (or increase in) knowledge, output rate, management, skills, and other capabilities of an organization through acquisition, incentives, technology, and/or training.

But as far as can be described and analysed for the purpose of this evaluation, the concept generally refers to training, and in some specific cases to incentives. For the rest, the acquisitions of equipment, technology, etc. has not been done with a planned development for increasing skills and knowledge, but just as common functional costs and salaries.

Aligned with the advocacy done to the government to allocate about 20% of the state budget to the educational sector, to honour their commitment to finance the budget deficit of the country according to the Dakar commitment of EFA's goals, a capacity building process had started with support of Oxfam GB and European Commission, for Budget monitoring in Education. It consists in building capacity for the CSO, including schools councils, to monitor the budget at different levels.

It produced a toolkit budget monitoring, that was adapted from the proposed Toolkit from Action-aid, through an interesting process of contextualising it to the national reality by involving the different MEPT's members and Focal points in the revision. The result has been a high ownership process.

"I'll give an example in this matter of budget monitoring: to make this work MEPT involved a group of organizations nationally and drafted a manual for the issue of monitoring, there was the Action Aid manual on monitoring, but MEPT opted to do a recompilation of all national manuals of other organizations, and creating a manual in Portuguese for better capacity building of MEPT members. And then capacity and training was given at provincial and district level." (NEC Member)

The trainings were conducted from August 2010 to October 2011 at the level of Maputo City, twice at Ile District and one at Gurue District in Zambezia. The CSEF Fund contributed to the implementation in the Zambezia province. The objective was to strengthen the capacity of the intervening persons in school management, by having better knowledge of: correct use of school fund (ADE), the draft of the Cycle of planning and budget in Mozambique; the domain of the budget law and other budget tools. And, as a result a Monitoring and Advocacy Plan was established at the district.

The training initiative was focused at community level for the members of School Councils; the MEPT focal points at District level with the supervision of the Provincial member organisations of MEPT, were in charge of organizing and deliver the training.

As part of the Capacity Building for Advocacy a Symposium or Conference on School Council (consensus-building on the main gaps, positions, proposal for rules and guidelines, and advocacy strategy) were held in 2010 and 2011, in Zambezia province, Quelimane. This in order to advocate for the transformation of schools in Budget Units, and to find the gaps in the functioning of School Councils.

The trainings belong to a broader capacity building strategy that is related with the increase of accountability at local level and advocacy to improve quality education for all. It has not been possible to confirm if this strategy is also systematised into a document or similar.

Nevertheless and due to the high effort done in doing sensitive materials and capacity building processes that are now been replicated in other provinces like Gaza in the South²², it appears as highly important to systemize the MEPT approach. The capacity at school Councils is not only focused on Budget tracking but also on democracy and representation, translated into cultural roots, so selected communitarian leaders are always part of the School Councils. And it also influences the diminishing of drop-outs, looking for communitarian solutions if there is a budget concern or mobilising the whole community in case of drop-outs of girls for instance due to early marriage, and it helps in advocating for better quality education when a case with a concrete teacher appears.

The approach of MEPT and specially its members with the community seems to have recognition from the Government at District level, at least this appeared from the visit and interview done in Gaza District. They work aligned with the technical structure of the government, because the agenda of mobilising School Councils is shared. There are also INGO working in Education that do work with similar objectives, but the approach is not seen as culturally embedded and efficient as the MEPT.

“ Save the Children and World Vision these are two NGOs that help us (...) but in how they work as I was saying there is a little different because they don't follow the most comprehensive UDEBA MEPT approach, (...) I say this because they call the people, and not simply call people and read the documents, they do in a more active and informative way using the local language where people can speak for themselves what they don't understand from Portuguese, because it is clear that members of school councils that we have in school are usually parents or guardians and are less educated people (...)are those individual who have little schooling” District Government in Gaza

It is also interesting to underline that the approach also does Capacity Building for the Technical staff of the Government themselves, so that the intervention in capacitating the School Councils can later be done with governmental structure.

“ we also participate in these trainings was then the first phase they did was to interview to realize what is happening with the school council, the second phase we did was hold two trainings were two phases to the first and second phase and now that remains is to go see if in fact the teachings they received are applied at the school for the good of the community , so it the phase of monitoring and assess what they have learned it has also translated accordingly” District Government in Gaza

²² In the frame of this evaluation, it was not possible to review the process done in Zambezia, due to the distance, related costs and time. Therefore the visit was done to UDEBA-LAB Focal point in Gaza to see the District Service on Education, Youth and Technology, and also a focus group with a School Council in Chissano town.

4.4 Financial Management

Financial Management appears to be a weak process within MEPT. It is mainly limited to a cash flow based accounting, indicating funds being received and bills being paid, with a split per donor. This led to the external accountant/auditing (Ernst & Young) stating that it is impossible to express a fairness opinion in respect of the 2010 accounts. However, this statement made in November 2011 appeared not to create major concerns amongst MEPT Secretariat and the Board. In March 2012, Ernst & Young repeated their statement in respect of the 2011 accounts. In this case, however, it resulted in two of the donors (Diakonia and IBIS) freezing their funds for MEPT and requiring explanations. This issue was on the agenda of a meeting on 8th June 2012, of MEPT and its strategic partners (of which Diakonia, Ibis, DVV Internacional, Handicap and Action Aid were present, and only ANCEFA- CSEF was missing). Amongst others, it was agreed that MEPT should improve its Financial Management and that support would be provided by the internal auditors of Ibis and Action Aid.

An action plan was being presented by Ibis and Action Aid officers but not yet internal auditors, on 28th June 2012, which still is under discussion at the end of July 2012, while the funds remain frozen, thus impeding MEPT in achieving its goals. Clearly, the current quality of the Financial Management process, and related to it the Supervisory role of the Board are inadequate.

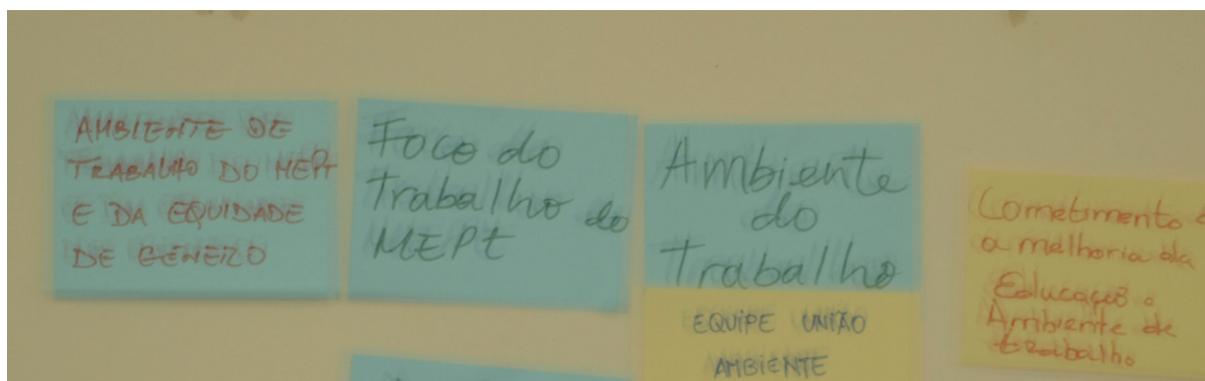
Observation:

Bringing the Financial Management, as well as the Supervisory role of the Board of MEPT to an adequate level should urgently obtain dedication and resources from the MEPT executives, Board and strategic partners/donors. A decision as the one taken by Diakonia and Ibis (to freeze their funds) imposes a significant risk to the realization of the goals of MEPT. A financial Management Manual is already in place, but implementation appears to be lacking.

4.5 Human Resources Management

The work atmosphere in the Secretariat was clearly seen as a positive one from interviews and focus group.

Photo: Positives things from MEPT (*things you like*)



Source: SWOT analyses done in the Focus Group discussion with MEPT Secretariat

As an external outsider it is easy to observe the positive energy that is surrounding the staff, and the team building. In the focus-group done at the end of the stage with the Secretariat, a participatory dynamic was in place, from which the Working Atmosphere came up several times, as being a key positive element of working in MEPT. It can be described as an informal and relaxed relationship that allows good performance and team building. The leadership style is closer to an affiliation type with elements of Trust- Relationship- Good working atmosphere- Team; rather than a style based on Results with elements of high team performance, incentives, objectives costs, creativity, etc.²³

An administrative manual, with efforts in clarifying procedures, is developed, also including an Internal Rules and Workers Conditions chapter, including persons that collaborate in a voluntary basis. Also, an effort to have Terms of Reference for all positions, even if not yet defined for all 7 contracted Staff. There seems to be a gap for results and performance evaluation, as far as appeared from the information given. It seems that there is not any Human Resources Performance evaluation or Competences management in place. The main constraint in relation to HR is lack of enough budget funding for contracting the needed capacity for Strategy implementation.

From MEPT Strategic Plan 2009-2013)

“Harnessing the diversity of experience between the human members of the Movement is one of the main forces of the movement and capacity of these human resources is assumed of central importance in implementing the strategy of MEPT. But the current functional structure of the Movement already "stretched" at maximum to answer to:

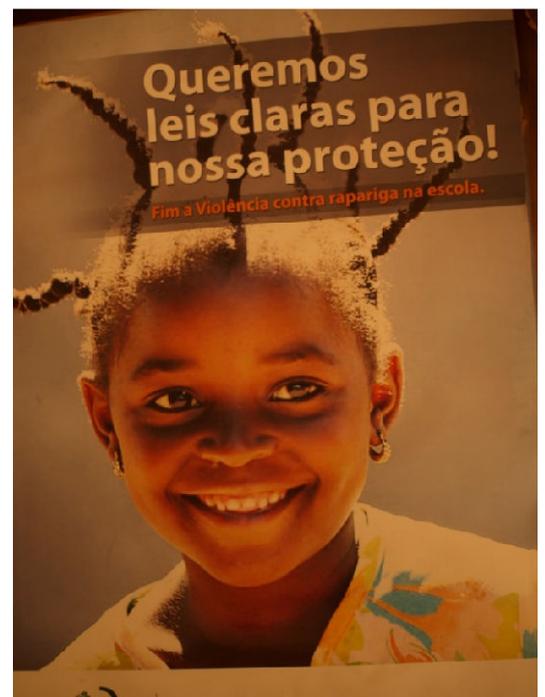
- 1.- The growing demand of the Movement, both in diversity of actions that members asks to the movement
- 2.- As the need to have a local presence (provinces and districts) continuously

4.6 Gender

When asked about this topic, references where mane to the Gender approach of the projects, and specific projects focused on girls and women. That gender-focused approach is also stated in the Strategy, and somehow has become rather mainstream at project level.

At organisational level, the situation differs. In the Administrative Manual there is a statement of MEPT commitment with gender balance in HR selection and HR policies.

What has been found is that leadership at the Social Bodies is well balanced, and some bodies, like the Fiscal Council, is 100% represented by women, even if at Board level a majority of male (5) versus female (2) persists.



²³ Leadership management Models from Mc. Clelland. Influences of the leadership model into the Working atmosphere.

At Secretariat level, the positions of Administration, Finance and Communication that are supportive processes are taken by women, as well as programme officers, while Coordination and core area positions are taken by men.

4.7 Monitoring & Evaluation

This appears as one of the main weaknesses from CSEF project as a whole, and therefore affecting MEPT as well. "The M&E Plan has been done at Global level and later redefined and adapted by the regions" Interview CSEF Secretariat 1

Another important constraint found is that in the General M&E Plan that was developed at global level and

"constructed in collaboration with Regional Bodies, which redefined and adapted it to the different contexts in Latin America, Africa and Asia" CSEF Secretariat: 1

there is no coherence seen between the three major M&E processes, therefore not any assessment has been done using the indicators of the Base-line, also not used to redefine Y2 approach or M&E reporting, and also not related with the third process that aims to do *"An annual impact assessment process, where coalitions will organize a learning platform for members as well as for the Civil Society to assess their collective impact on the 6 EFA goals"* (CSEF M&E Plan- Feb. 2010)

Also at MEPT level, getting accurate information of the M&E systems was a difficult task.²⁴ Final reports do not follow a matrix or indicators, in which all activities done are expressed independently of whether or not those activities had been found with the CSEF. Only Budget of Y1-CSEF was possible to get from MEPT Secretariat. Budget for Y2-CSEF was facilitated by ANCEFA. Activities and amounts did not match, neither with proposals and reports. Nor did the activities in the budget match with the proposals and the disbursements according to internal audit show a significant difference with total grant amount disbursed from the CSEF. Still at the time of writing of this report no clear information of the total grant disbursed to Mozambique has been given to the consultant.

Strong efforts to develop M&E systems are needed at MEPT- Secretariat.

4.8 Communication (internal and external)

Communication processes had already been discussed as crucial, from the Strategic Plan and baseline in order to guarantee stronger relationships.

It seems to be a starting area of development in the MEPT with a lot of potential. Quite many externals from MEPT with whom interviews were carried out, expressed that in relation with public opinion presence and divulgation of MEPT Findings a lot more could be done.

²⁴ This could be partly explained by the fact that the person in charge of the CSEF M&E has been ill since some months.

A Communication Plans is in progress, in which the target groups are Ministry of Education; Cooperation partners; Program partners; Schools and educational actors (students, teachers, parents, etc.); the private sector; Civil Society and Media.

There is a need to clarify the target group and the instruments and resources needed to reach them.

“ Different communication channels will be used especially the web and newsletter, on one hand traditional newspapers and radios might be contacted, on the other hand information and communication technologies (e.g., Web page, Facebook, tweeter), for its potential to exchange information quickly, effectively. The articulation with local media is an essential element for diffusion; in which disclosed actions taken and interviews provision of thematic dossiers along with newspaper are options to explore. Beyond these formal means, the communication strategy will involve similarly collaboration determinants of informal agents for distributing information at local” MEPT Communication Plan-in progress- July 2012

4.9 Regional Coordination

MEPT as a member of the African Network Campaign on Education for All – ANCEFA, was elected on 2010 for the Board at the General Assembly, through the person of Pastor Sive, the actual Chairperson of the MEPT.

In the coordination with the M&E of the CSEF project, training and supervision of the Financial Management had been done in Dakar as said in the interviews with MEPT- Secretariat. In relation with the rest of M&E, some visits had been done in Mozambique by the Programme Officer of ANCEFA, specially related with the creation of the NCSEF. Coordination had the language border, so in 2010 in the ANCEFA office a Portuguese speaking person was contracted in order to avoid it. Some constraints appeared to having happened with the coordination during CSEF implementation. Specially in relation with the funding gap in time between Year 1 and year 2 that had caused some important problems to the MEPT, in finding additional external resources for salaries of the staff that had a longer period contract, which legally could not be rescinded.²⁵At the level of partnership with ANCEFA, MEPT has the responsibility of coordinating coalitions of African Portuguese speakers.

In this context, MEPT held an international conference in 2009 focused on the Lusophone networking of education for all. The event saw the participation of Brazilian coalition, but without CSEF funding.

And in August 2011, a Workshop for the Lusophone Africa in Education Finance was held in Maputo, this with CSEF Funding but in a separate budget from the funding received at national level. The workshop was attended by 11 participants coming from Cape Verde, Angola and Mozambique.

“Furthermore itself ANCEFA made such training on Education Finance also for the group of CPLP-PALOPS civil society of PALOPS talking about monitoring, it was not monitoring, it was Advocacy for Finance Education.(...)then we have two similar processes here, and that is why I said that at some point ANCEFA seemed imposing, on this concrete example. MEPT did the manual, organized civil society organizations in monitoring and formed the advocacy budget, but after ANCEFA also came and did the training to MEPT with other partners in other Portuguese-speaking countries. (...) Using Action-aid Tool-kit. For me as an INGO I had no problem using the Action- Aid toolkit that very well prepared (...) but national organizations gathered at the first meeting that I had, they did not accept throughout to use this toolkit. They agreed in using the national one. Because it seemed imposed, Action-Aid with this Education Finance Tool-Kit, that comes here and we just need to translate and do.(...) That was a debate of ownership, not of content (...) ownership processes are important when you work in network” (NEC Member)

²⁵ Information from Interviews with MEPT-Secretariat.
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Other actions done in Regional and Global coordination had been the Global Action Week. This worked out in a very nice way, and creates a sense of exchange and networking as said from the interviews with MEPT Members. Some activities of this GAW had been funded by the CSEF-Fund, especially for year 2011 as it is mentioned in the Budget for Y2 and in the Final Report.

The Global Campaign for Education, with funds of CSEF also conducted the ONE GOAL Campaign with activities at Mozambican level. Up to now, it seems that specific activities and funding for this Campaign came apart from the CSEF-Fund agreed nationally. It is not mentioned in the Reports neither in the Budget. In Mozambique positions were done and shared with media and important actors to press for the International community to maintain its commitment for the achievement of EFA's Goals.

5. RESULTS: MAIN OUTPUTS AND OUTCOMES

The project CSEF – Moz project was entitled: "Development of the Mozambican Civil Society Participation in the Process of Education to Achieve the Goals of Education for All" with a general aim to contribute to the development of inclusive education access and quality, with special attention to girls, women and vulnerable children by 2012.

It seems important to remark that few people interviewed knew from the beginning what was the CSEF-project, and in almost all interviews with MEPT-members it was confused with the Civil Society Education Fund at National level, the NCSEF proposal that has been developed in Mozambique for around 2,5 years. This also occurred with some of the MEPT-Secretariat.

"CSEF comes via ANCEFA, isn't it? So yes this is different from what I am talking about of the participatory process in the MEPT, there is a similar name. (...) Then there were two ... two or more lines? Now is easier for me to refer to CSEF work as ANCEFA. The work of ANCEFA with MEPT I know" (NEC Member)

5.1. Theory of change

Theory of change is an individual, group of individuals, or organization's belief about how to positively change conditions or behaviours. It is based on assumptions about what is needed to make these changes. Sound theory should be based on experiences and logical judgements about what Works. Form the report and data available, the following Theory of Change Scheme show MEPT expectations of results from the CSEF and state some possible assumptions (why) done.²⁶

²⁶ The 4th Strategic Objective of the CSEF project is not included in the ToC: Mobilize resources that contribute to effective and sustained implementation of the activities of civil society in achieving the EFA goals by 2015; it is only included in the final Report that follows the matrix for Year 1 including this 4th Strategic Objective and Budget for year 2 but not in the proposal (Portuguese version, in the English version it is included in year 2). It is a process of a different nature than a project implementation, long consultation and internal. Important efforts are made and a well-structured proposal report is available, also planning and decision on management issues.

Table 9: Theory of Change CSEF program in Mozambique

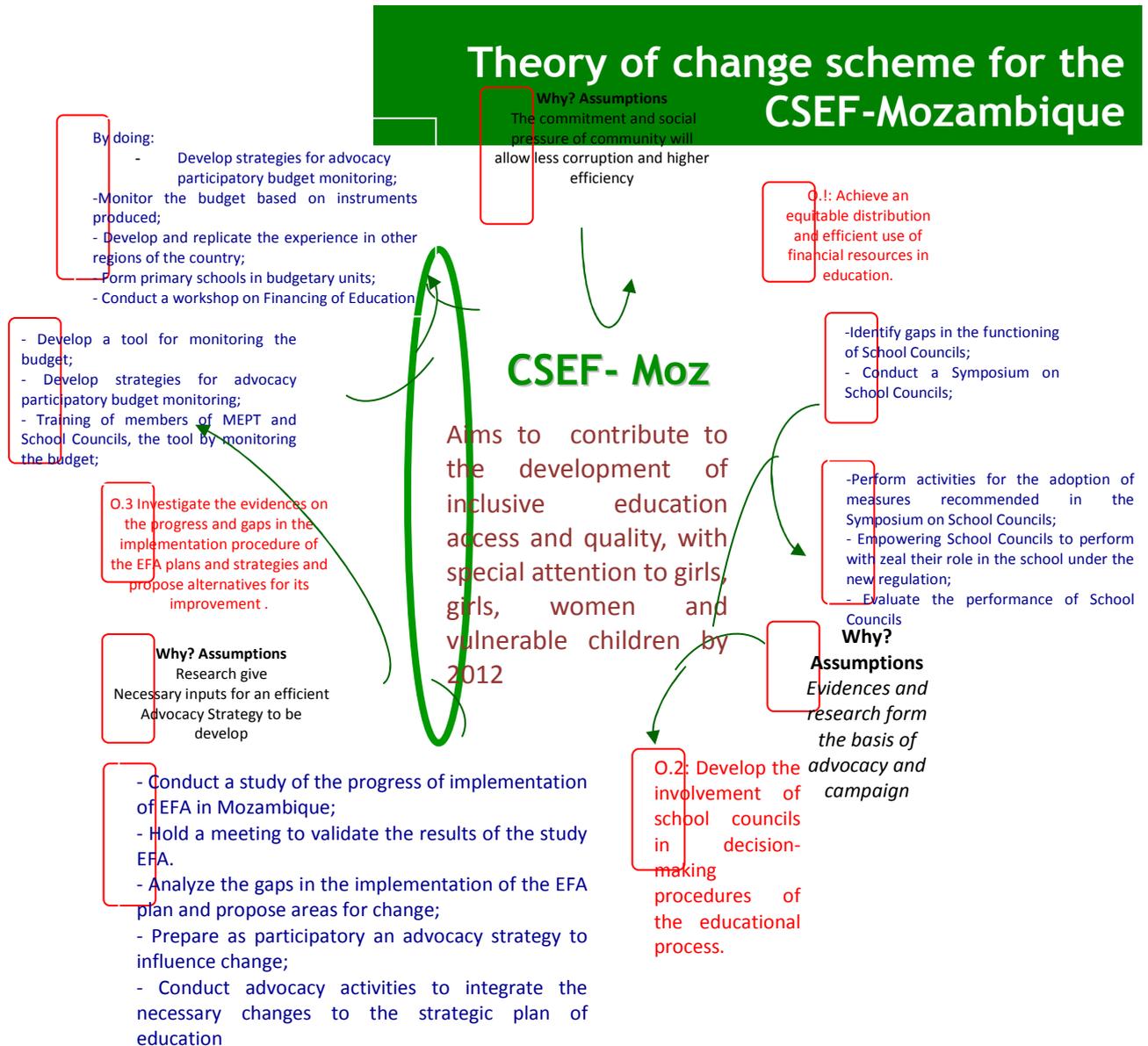


Table 10: Theory of Change CSEF program in Mozambique with GCE/CSEF contribution process

2009-2011 CSEF program scope in MOZAMBIQUE– causal attribution Framework (ToC)				GCE / CSEF contribution PROCESS to long term impact	
PROBLEM	STRATEGIES	ASSUMPTIONS	MID-Term GOAL	ASSUMPTIONS	LONG-term GOAL
<p>Governments' absorption incapacity regarding decentralised Education Budget allocation</p> <p>Governments' lack of transparency and accountability in budgetary procedures</p>	<p>1.1. Develop strategies for advocacy participatory budget monitoring; Prepare for budget tracking tools.</p> <p>1.2. Prepare a participated strategy of budget tracking and Monitor the budget based on instruments produced</p> <p>1.3. Capacity building of the members (including school boards) on the use of the budget tracking tools.</p> <p>1.4. Advocate for the primary schools to become Budget Units. By: 1.4.a) Improve the participation of the school boards in the procedure of decision making on the educative procedure</p> <p>1.5. Develop and replicate the experience in other regions of the country</p> <p><i>Year 2 (same) +plus</i></p> <p>1.6. Conduct a workshop on Financing of Education</p>	<p><i>Awareness raising leads to multiple action and influences political and institutional changes</i></p> <p><i>Evidences influence decision-making processes and behaviours</i></p> <p><i>The commitment and social pressure of community will allow less corruption and higher efficiency</i></p>	<p>Year 1:</p> <p>O.1: Achieve an equitable distribution and efficient use of financial resources in education.</p>	<p><i>Donor community and CSO consolidate strategic partnership and common political strategy vis-à-vis Government</i></p> <p><i>Favorable Political environment conducive to policy reforms, transparency and accountability / capacity development plan fully operational</i></p>	<p>Aims to contribute to the development of inclusive education access and quality, with special attention to girls, women and vulnerable children by 2012</p>
Contribution of CSEF to MEPT Coalition objectives, mission and vision (met)					
<p>Education Budget does not meet the EFA goals / performance indicators</p> <p>School Councils do not play the role of involvement in decision making procedures on Education.</p>	<p>Year 1 and 2 (same)</p> <p>2.1. Identify the operational gaps of the school boards. By: Participated research made by NGO's that act on a local level.</p> <p>2.2. To make a second national symposium on the school boards. Critical issues to change and strategies to adopt for the improvement of the school boards.</p> <p>2.3. Perform advocacy actions for the adoption of measures proposed in the II National Symposium on school boards.</p> <p>By: Delivery of the positioning on the school boards to the government. And Lobbying meetings with the different actors to influence the government to adopt changes and strategies for the school board.</p>	<p><i>Evidences and research form the basis of advocacy and campaign</i></p>	<p>O.2: Develop the involvement of school councils in decision-making procedures of the educational process.</p>	<p><i>Mozambican population are aware of the education status at national / local level and influence Govern. decisions</i></p>	<p>Aims to contribute to the development of inclusive education access and quality, with special attention to girls, women and vulnerable children by 2012</p> <p>(EFA's Goal)</p>
<p>Budget does not meet the EFA goals / Mozambique education needs</p>	<p>Year 1.</p> <p>3.1. Perform a study on the EFA implementation stage.</p> <p>3.2. Analyze the implementation gaps of the EFA plan and propose areas of change.</p>	<p><i>Political space and recognition influences behaviours and changes in</i></p>	<p>O.3: Investigate the evidences on the progress and gaps in the implementation</p>	<p><i>Donor community, INGO, Global Regional advocacy bodies and CSO</i></p>	<p>MEPT contributes</p>

	<p>By: Civil society workshop for reflection and identification of the main gaps.</p> <p>3.3.Prepare a participated advocacy strategy to influence the intended changes.</p> <p><i>Year 2.3.1 Survey on gaps in the provinces 3.2 Workshop and production of brochures for dissemination of EFA study 3.3 Hold a national advocacy campaign during the action of the global week for education</i></p>	<p><i>decision-making</i></p> <p><i>Research give necessary inputs for an efficient Advocacy Strategy to be develop</i></p>	<p><i>procedure of the EFA plans and strategies and propose alternatives for its improvement</i></p>	<p><i>consolidate strategic partnership and influence education decision-making</i></p>	<p><i>towards the attainment of the EFA goals in Mozambique</i></p>
<p>MEPT coalition without a national character and a strong advocacy voice for self sustained funding</p>	<p>Only Year 2</p> <p>4.1 Increase membership ownership by Hold National Assembly of the MEPT / General Assembly with travelling resources covered. With new Board electoral process</p> <p>4.2 NCSEF Training or refreshment of the members in the fund management; visit of the members of MEPT, ANCEFA e GCE to monitor NCSEF activities</p> <p>4.3 Disseminate MEPT activities trough media (newspaper and TV) and local material of communication (brochures and website)</p> <p>4.4 Collected and systematized information by MEPT members.</p> <p>4.5 Improve accountability by: Monitoring and evaluate MEPT activities quarterly, Audit to MEPT at the end of the year</p>	<p><i>Key stakeholders synergies influence political environment</i></p> <p><i>Capacity building and an effective use of resources (human, technical, knowledge and methodological) enhances the credibility of CSOs</i></p>	<p>To establish National Civil Society Fund – NCSEF</p> <p>internal and policy / Budget advocacy capacity strenghtened and gradually sustained</p>	<p><i>Donor community, INGO, Global Regional advocacy bodies and CSO consolidate strategic partnership and influence education agenda</i></p>	

Theory of Change is more a frame diagnosis than an attempt to explain what changes were actually made and why, for which a more in-depth analysis and research is needed. CSEF ToC in Mozambique contributes to the overall vision and mission of the MEPT Strategic Plan. As it is already commented in the Methodological introduction, ToC on CSEF has a contribution framework to the overall Long-term result and Advocacy Impacts stated in the Strategic Plan, but not fairy causal attribution can be done.

Some priorities are underlined in the CSEF that appear less prioritised in MEPT Strategic Plan, like Budget tracking, but as far as interviews and field work show this has been develop in the MEPT through a high sensitivity for ensuring ownership (See Outputs: Budget Treacking). It is also important to see how MEPT ToC on CSEF amplifies or it is more comprehensive than the overall ToC on Global CSEF, due to the involvement of “descentralised advocacy and capacity building” at School Councils. The approach as it is stated in Objective 2: Develop the involvement of school councils in decision-making procedures of the educational process, goes further than Budget Tracking as a tool, encouraging citizen participation at the local level, but also dealing with possible difficulties in coordination and influencing.

5.2. Main Outputs

It appeared a real challenge to write this chapter on main outputs and results of the CSEF Fund in Mozambique, due to a list of some important elements lacking. (See Table 1: Main constraint faced during the Evaluation). The M&E matrix and log frame with indicators presented and facilitated to the evaluator by CSEF Secretariat and MEPT is the Operational Plan matrix from the Strategic Plan.²⁷

²⁷ There is only an M&E matrix in the English version of the CSEF proposal for Mozambique, but since it is not used in the reports, there are no comparative data on indicators. For that reason, it is only used for the ToC scheme above, but not for assessing Outputs and Results.

In general, the overall inconsistencies amongst Budget and Reporting numbers make the evaluation of causal attribution not possible, therefore key results are presented from a contribution approach.

5.2.1 CSEF Budget Application

Before addressing the outputs and results of the CSEF in Mozambique, it is necessary:

- (a) to put into perspective the meaning of these funds for MEPT; and,
- (b) to state what is known about how the funds were applied

A review of these two matters provides information on how the outputs and results of the program should be interpreted.

(a) Impact of CSEF Funding on MEPT's Budget²⁸

The table below indicates the amounts of funds received by MEPT, based on the cash flow reporting from the external audits for the year 2010 and 2011. It can be seen that MEPT received a total amount of US\$ 1,381,638 in those 2 years, coming from 13 different sources. ANCEFA (CSEF) contributed for US\$ 235,077 during these years, being 20% of total funds received in 2010 and 15% of total funds received in 2011.²⁹

Table 11: Funds received by MEPT during 2010 and 2011

Funds received (US\$)	2010	2011
Felitamo – DVV	111,226	75,710
European Commission – Oxfam	73,828	209,656
Ancefa	119,147	115,931
Intermon	27,000	0
Action Aid	0	16,292
Diakonia	0	229,448
IBIS	71,872	0
Others (2010: MS, Concern, CJPC, UNESCO; 2011: CESC and OSISA)	181,456	150,073
Total	584,528	797,110

Source: Ernst & Young external audit MEPT 2010 and 2011

(b) Allocation of CSEF Funds 2009 - 2011

The Budget reporting data were only made available at late August (26th) with reporting data up to December 2010³⁰ and a Budget was made available for Year 1 by ANCEFA³¹. The final report available

²⁸ From External Audit done by Ernst & Young. Overall budgets from MEPT and Year balance were not made available.

²⁹ As indicated in the chapter Financial Management, note that both IBIS and Diakonia put their funding commitments to MEPT on hold due to the fact that the external auditor disqualified the financial reporting of MEPT

³⁰ RelatorioMoz CSEF budget Version 5” and “Reporting - Monthly Financial - OUT a DEZ 2010 Q1 Ano2”

³¹ Mozambique CSEF Year 2 Português

from ANCEFA³² for the two year CSEF project shows a total Grant amount of \$116.388, which does not match with the data in the documents just mentioned.

Stated in the budgets are the amounts in US\$ of:

Y1 September 2009- June 2010	81.440,00
Y2 September 2010- June 2011	185.802,09
Total	267.242,09

Some key documents were made available, by the consultant's attempt to contact programmatic financial support partners, such as External Organisational Audit for years 2010 and 2011. However, no comparison can be done on money disbursements for the CSEF, since the accounting period is from January-December, while the CSEF reporting period starts in June. More importantly for the purpose of evaluation is that the sum of the activities' costs in the final report is not consequent with the global amount, and some activities are written twice.

The table below disaggregates from the budget, at a general level, how MEPT allocated the resources provided through the CSEF from 1 August 2009 to 30 June 2010.³³

Table 12: CSEF- Budget allocation- Year 1 (all amounts are in USD)

Programs	28,000
<i>Research and Publications</i>	<i>21,000</i>
Research into the functioning of the School Boards	5,000
Research into the progress on the implementation of EFA plans incl. workshop to present results and to analyze and propose changes	16,000
<i>Lobbying</i>	<i>7,000</i>
Institutional Support	51,240
<i>Staff</i>	<i>36,740</i>
<i>Office costs</i>	<i>14,500</i>
Technical Support	2,200
<i>Training (English courses)</i>	<i>1,200</i>
<i>Exchange visits (Malawi)</i>	<i>1,000</i>
Total Budget Sept 2009 to June 2010	81,440

³² Mozambique Project Completion RF-011111

³³ Note that Oxfam GB was co-financing the same Budget and activities for year 1- CSEF with a total cost of 151.998,70, which a 46% of the amount and CSEF with 54%. See documents CSEF A007 - Budget English FC Approved.

Unclear reporting on spending does not allow knowing which final activities were supported by CSEF. Accumulated spending up to June 2010 differs from different reporting. It is up to \$46,355 in one report³⁴, and \$68,226 in the monthly report made available.³⁵

In relation to year 2, even less adequate data are available. So, up to now it is not possible to know with exactitude what activities were implemented under the CSEF Project and consequently it is impossible to assess the cost-efficiency. Nevertheless, important findings on Financial Management appeared (See section on Financial Management). And according to the external audit it seems that the final disbursements (reducing year 1) where of \$153,638 from what was in the Year 2 budget \$185,802, so around 83% of the budget.

See below what has been established from the Budget proposal.

Table 13: Year 2 CSEF Budget Composition for Mozambique

	TOTAL	%
PROGRAMS	164.251,67	88,4%
CAPACITY	13.395,20	7,2%
TECHNICAL SUPPORT	235,20	0,1%
INSTITUTIONAL SUPPORT	7.920,00	4,3%
TOTAL	185.802,07	100,0%

Source: Mozambique CSEF Year 2 - Portugues

Given that the specific outputs of the CSEF are discussed in the following section, considering the information that were revealed by the interviews and documents analyzed for this report, and some inconsistencies might appear, suffice it here to make a few general observations:

- (a) The largest portion of the spending in each year went to personnel costs; in first year, 34% of the Budget was planned for Programs execution, 63% for Staff (mainly for Institutional Support, supporting M&E (CSEF) Officer salaries and Project assistance in the Province where most program activities were implemented (Zambezia), and 3% to Technical Support. As such, it can be said that CSEF contributed during this first year to the core functioning of NEC during the period being analyzed.
- (b) In year 2 an important increase was made in allocating budget to Programs and in Capacity, and less to Institutional support (4,3% compared to 63%). (See Annex 3 for Budget detail).³⁶

³⁴ Relatorio Moz CSEF budget Version 5

³⁵ Reporting - Monthly Financial - OUT a DEZ 2010 Q1 Ano2

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The reason of the change in the percentages related to Institutional Support, seem not to be decided by the MEPT, following what was said.

“Initially CSEF helped MEPT enough to be structured (staff) but then there was a phase we do not realize why the funding was cut (staff), I could not quite understand what were the reasons and that created some disturbance in the functioning of MEPT, for legal reasons that made not possible to finish contracts, and we had to struggle to look for other funds to solve it”. MEPT- Secretariat: 01

- (c) Important budgeted portions of the CSEF funds in year 2 were allocated to member engagement (General Assembly: US\$13,395) and to boost the creation of an NCSEF (US\$20,099). The amounts were relative high compared to other types of activities, due to its importance for MEPT’s mission. Again, it was not possible to sustain whether the amount was spent or not.

Following the previous statements, this section will change from a discussion of how the CSEF budget was allocated to the numerous ways in which outputs and results of those activities were presented. The goal here is not to determine the effects by tracking expenses, (that is indeed not possible), but rather to identify the specific activities that were budgeted as CSEF and to contrast them with the information from other documentary base and from interviews and fieldwork.

As an example the Baseline Survey is not present in the budget, but it is stated as a CSEF activity by different MEPT- Secretariat and Members, and the final Baseline report mentions that a template and frameworks from ANCEFA were used. In contrast, the effects of the support to Member engagement and NCSEF and the Technical Support (to which budget was allocated) were not mentioned in CSEF reports, so they are not presented in the following section.

As an important cautionary point, it should be noted that the findings presented below may *understate* the outputs and results of the CSEF or just are inconsistent with budget. This is a consequence of the numerous activities that can be linked to CSEF funding and the fact that all possibly-relevant activities may not have been mentioned (or remembered) by interviewees or reflected in the documents provided to the evaluator.

Outputs activities in Year 1 stated in the Budget

1. Research and Publications
 - 1.1 Research into the Functioning of the School Board
 - 2.1 Research into the progress on the Implementation of EFA plans
 - 2.3 Workshops to present the research on the progress on the Implementation of EFA
 - 2.4. Workshop to analyze the gaps and to propose areas for change in the Implementation of the EFA plans
2. Lobbying
 - 2.1. II Symposium on School Boards (consensus-building on the main gaps, positions, rules and guidelines for proposal and advocacy strategy)

Outputs activities in Year 2 stated in the Budget

1. Strategy for Budget Tracking development
2. Training of members, School Councils in the use of tools for monitoring the budget
3. Advocacy for primary schools to become budget units
4. Identification of Functioning gaps of the School Councils

³⁶ Note that the percentages do not coincide with the detailed budget allocation in the same Budget report.
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- | |
|--|
| <ol style="list-style-type: none"> 5. General Assembly of MEPT 6. Creation of the National Civil Society Education (NCSEF) 7. Analysis of the status of implementation of the EFA plan 8. Strengthen MEPT capacity for divulgation and external communication of the activities. 9. Training for effective participation of MEPT in meetings with Government and donors 10. Realization of national advocacy campaign during the GAW 11. Conducting training courses to members and monitoring meetings 12. Improving the ability to effectively use equipment. 13. Intermediate evaluation 14. Annual audit |
|--|

5.2.2 Research³⁷

1. In October 2010, a Baseline study was finalised, related with the CSEF M&E processes but with an approach that did not allow the Network assessment, therefore not being coherent with the M&E plan proposed by CSEF Secretariat. (See pag XX Enabling factors- institutional Setting.) The overall objective was to develop a monitoring and evaluation system that will allow greater impact assessment of CSO's members of MEPT interventions.
2. In June 2011, the CESC, in partnership with MEPT, conducted a study entitled "Assessment of Service Quality of Education in Optical Beneficiary" in order to gauge the level of satisfaction of the beneficiaries of education services. The Final Report shows CSEF contribution to this Research, but is has not been mentioned in any interview and also it is not referred in the Budget.
3. A survey on gaps in the functioning of School Councils. At least in 10 School Councils by province; this seems to be an on-going process. No final document is available, and also it was not commented in the interviews, but it is stated in the Final Report.
4. Study on the status of implementation of the Education for All goals. December 2011. To analyse the stage of implementation of EFA's goals.

Note: Only 3 and 4 were included in Budget.

5.2.3 Training initiatives

1. Two Symposia on School Council were held in the Zambezia Province, in 2010 and 2011, for identifying gaps in the functioning of School Councils, to share lessons learned in the work of School Councils, identify good practices in all the district of Zambézia to overcome the gaps of functioning of School Councils, and in the second Symposium also to evaluate the progress from the first Symposium held In March 2010.
2. Two trainings were performed in the Zambezia province, in the Ile District (September 2010) and in the Gurue District (October 2011). The objective was to strengthen the capacity of the

³⁷ Most of the research done are available on-line in MEPT Web. Methodology used differs in each research done. From survey and quantitative date analyses, to beneficiary assessment following participatory action research.

intervening persons in school management, by having better knowledge of: (i) correct use of school funds (ADE); (ii) the draft of the Cycle of planning and budget in Mozambique; (iii) the domain of the budget law and other budget tools. And, as a result a Monitoring and Advocacy Plan was established at the district.

Note: Both included in Budget for Year 2

5.2.4 Campaigns

CSEF Fund had given financial support for the implementation of the Global Action Week 2011 that raised the causes of early dropout of girls in school.

1. Global Action week in Education Campaign: this is the annual mobilization of civil society to reflect and sensitize the Government's Cooperating Partners and society in general about where we are in relation to the goals and strategies of Education for All, agreed in Dakar in 2000, as well as the Millennium Development Goals.

Annually, MEPT produced a study of the situation prevailing in the country regarding the issue and takes the recommendations as a basis for positioning with Government, partners and society in general. Those studies had not been funded by CSEF. CSEF Funds from the Budget proposal seem to have helped in preparing and conduct the campaign during the week of global action (programs, material and logistical conditions).

Some related outputs of the Campaign had been: Meetings with Government and important programmatic partners were possible during the Campaign, as well as allowing a public space for girls to be heard, and developing an action plan for reducing dropout of girls in school. And also awareness raising of public opinion, proposals raised for solutions of problems and girls' sensitization of the importance of staying at school.

Note: Only included in Budget Year 2 (GAW-2011)

5.2.5 Budget tracking and Monitoring of Education Plans

As already stated before, the CSEF contributed partly to some of the outputs that MEPT achieved in relation with Budget tracking and Monitoring of Education Plans. But it appears difficult to avoid the attribution gap between the activities implemented with CSEF support in some province and the overall outputs achieved by MEPT especially in Monitoring of Education Plans.

1. MEPT has been advocating for the government to allocate to the Educational sector about 20% of the state budget and for donors to honour their commitment to finance the budget deficit of the country according with the commitment made in Dakar in 2000. Producing position papers and advocacy with the Government and lobbying.
2. MEPT is part of the Budget Monitoring Forum.
3. Aligned to it is the implementation of a capacity building project with the civil society organizations, including school councils, to monitor the budget at different levels.
4. A toolkit budget monitoring was produced in Portuguese through the contributions of all MEPT members.
5. A study on the financing of the education sector.
6. Trainings of civil society organizations at the level of Maputo City, Ile District and Gurue District in Zambezia were conducted.

"I am aware of is there was one point when MEPT intended to do an expenditure track, so for in public expenditure tracking serving but in a different form in a different, in a different, I don't know if it was going to use a different methodology from the usual pets, pets the public expenditure tracking serving. (...)Well, this is something that governments can commission so that they will know how money goes from the central treasuring up to the front line, and it will help identify about the next or even refunds are being deviated. So they intended to do something similar, MEPT intended to do something similar" (LEG)

For the monitoring of Education Plans:

1. At the central level, MEPT participates in different meetings that are managed and coordinated by the Ministry of Education, such as the Joint Annual Review, Centre for Development and planning working groups.
2. At Provincial level, space is available for MEPT to exercise its influence through participation in the Provincial Development Centre - OD and Planning Meeting of the Provincial Directorate of Education and Culture (DPEC).
3. At District level, MEPT has an opportunity to influence, either through the local councils which are responsible to collect information and transmit to the competent authorities or through participation in planning meetings of Services District Education, (SDEJT), or through general meetings or school board.

Note: It is included as lobby activity in Budget Year 1, II Symposium on School Board (consensus-building on the main gaps, positions, rules and guidelines for proposal and advocacy strategy). And in Year 2: Advocacy for primary schools to become budget units

5.3. Key Results

5.3.1 Capacity Building

CSEF also provided Capacity support to the core work of national education coalitions, by Institutional Support on CSEF budgets, like financing structure, technical support, and member engagement. But, as a cautionary note, the economic reports do not allow to know how those funding was managed and implemented.

1. Decentralised training for MEPT members on Advocacy techniques and Monitoring Education Budget.
2. A process of reflection and the creation at national level of a Tool-Kit for Tracking and Budget Monitoring which is owned by the Coalition members and culturally embedded in the country context.
3. Prepared research reports on different topics.
4. Increased awareness of the right to education and advocacy techniques for MEPT Members: The draft of the Cycle of planning and budget in Mozambique; Domain of the budget law and other budget tools monitoring and advocacy plan at the district.
5. Civil society organizations and members of the School Councils of the provinces of Zambezia and Niassa trained in the use of tools for monitoring the budget.
6. Forums for Budget Monitoring were created in Ile, Gurue, Alto Molocue and Quelimane Districts.
7. Produced placements on the changes to be made in the regulation of School Councils.

As a result of actions taken by members of School Councils in budget monitoring at the local level, three school principals and a District Chief of Bureau of Education, Youth and technology functions ceased by denouncing the misuse of funds of Direct Support to Schools - ADE.

Some community initiatives to empower the School Councils have shown success and potential for replication, such as the UDEBA-LAB in Ghaza³⁸.

"more children are coming to school because of the improved environment and increased community participation, and you find that indicators such as the gender gap are beginning to decline because of this," School Council Focus Group

Note: Activities related with number 5,6,7 in year 1 and activities related to number 1,2,3,4 (Strategy for Budget Tracking development, Training of members, School Councils in the use of tools for monitoring the budget, Advocacy for primary schools to become budget units) in year 2 were included in Budget.

There are other important capacity activities that were stated in the Budget but not referred to in the documentation like, the General Assembly of MEPT, the Creation of the National Civil Society Education (NCSEF), through and important participatory process and Training for effective participation of MEPT in meetings with Government and donors.

5.3.2 Advocacy

Some of the results in terms of representation and advocacy in Governmental Planning Meeting and Strategies Setting come from a dialogue structure that was set up since 2005, between the Ministry of Education, the development partners and civil society in Mozambique.

"By agreeing to these guidelines on how to engage with each other, civil society was recognised as a valued partner in education sector dialogue. The structure included two large annual meetings, one during which a joint evaluation of the education sector is conducted, and a second one at the end of the year to assess the plans of the coming year and ensure coherence with the Education Sector Strategic Plan. MEPT holds seats on both of these annual sector review meetings" CSEF- Case Study leaflet-web.

- 1) MEPT is a member of the discussion group of the "Action Plan for the Reduction of Poverty (PARPA)". Monitoring its implementation and the Strategic Plan of Education (and Culture). The monitoring is done primarily through the production of positions in relation to Evaluation of Economic and Social Plans that has happened annually at the Joint Review Meeting and Annual Review.
- 2) Very recently -2012- MEPT succeeded in including a new indicator of quality education in the PARPA. At the moment, discussions are taking place in order to better put forth the mechanisms for the indicators measurement.
- 3) For the Review needed of the PARPA, MEPT is the Civil Society Focal Point for Human Capital Development Pillar, now designated as Objective 3 - Social and Human Development. This process is led by the G20. As part of the Annual Review Meeting, which is a sectorial meeting, MEPT brings together civil society organizations working in education.
- 4) MEPT and the State Budget (OE) Commissioned participated in regular meetings.

³⁸ The CSEF founded the same approach in the Zambezia Province
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- 5) In the making of the new Strategic Plan for Education (2012-2016), the coalition worked in several different ways to influence the government. MEPT participated in thematic working groups set up by the Ministry of Education. The engagement of civil society was particularly strong in groups on basic education, teacher training and literacy, where organisations brought issues to the table based on comprehensive research.
- 6) In addition, MEPT participated in decision-making forums as a full member, allowing them to influence important decisions that were being made concerning the education strategy. At the same time civil society was given the opportunity to present its views on the strategy in meetings at both national and provincial level.
- 7) Another priority issue for MEPT has been collaborating with the Ministry of Education in strengthening capacity and knowledge of Local Councils and Community Authorities to ensure their quality participation in developing the education chapters of the Poverty Reduction Action Plan.
- 8) In September 2010, an Identification of advocacy strategy on the budget tracking in order to Develop strategies on the budget tracking, with the results of MEPT Zambezia developing a budget follow-up strategy to concentrate on back-to-back direct support of the Fund.
- 9) Recently, in 2012 an inclusion of a Quality Indicators in the Evaluation Matrix of the New Strategic Planning for Education was also made possible by MEPT.
- 10) MEPT also participated in two seminars on education organized by the Presidency of the Republic in 2010 and 2011.

During Campaigning,

- 1) Government publicly assumed support for the campaign against the abuse of girls in education.
- 2) MEPT has been received in the Office of the President to present its position on the problematic of teachers within the week of Global Action 2009.

Note: In CSEF budget the following are activities that contributed to the Advocacy Results. Year 1: Research into the progress on the Implementation of EFA plans, Workshops to present the research on the progress on the Implementation of EFA, Workshop to analyze the gaps and to propose areas for change in the Implementation of the EFA plan. Symposium on School Boards. Year 2: Training for effective participation of MEPT in meetings with Government and donors and Advocacy for primary schools to become budget units.

5.3.3 Learning & Innovation

Even though if a lot of potential is seen for results on Learning and Innovation; they have not been prioritised in the Project rationale as such, in terms of MEPT network Organisational Learning and Innovation. Of course, trainings and research have contributed a lot, but dealing mainly at the level of personal learning or improving for using learning for implementing other activities.

Of special importance to organise Learning and Sharing with MEPT members and also regionally or even globally are:

- The adaptation of the Monitoring and Tracking Budget Toolkit
- The process of creating space for common consensus and debate on advocacy priorities
- The participatory process of constructing valid options for a NCSEF

5.4. Recognition

As already mentioned above in the Key Results related with advocacy, MEPT achieved since 2005 high recognition from the LEG's and Government to become a fair partner on important Strategic and Planning meeting. Also in relation with the PRSP's. MEPT does important consultation processes to led the Civil Society opinion on important advocacy needs for Education for all.

MEPT became the unique civil society recognised interlocutor at Planning and Strategy level. This is confirmed with the two interviews realised with policy makers on the Ministry of Education. (National Direction of Planning, and National Direction of Special Affairs). It can also be found in the new Education Strategy Plan (2012-2016), approved in June 2012

“ Although the dialogue at the policy sector is still dominated by MINED and the cooperating partners, civil society participation is growing stronger. This, through the national network "Education for All Movement (MEPT)," participating in large meetings and working groups, contributing to the development of Strategic Plans, Annual Plans and their monitoring. The participation of civil society, through non-governmental organizations and local governments, is stronger at the local level, which is directly involved in the provision of education, in terms of planning, financing, implementation and monitoring of supply and demand”.

Recognition is also coming from the different MEPT's members, increasingly requiring and looking for a more coordinated presentation and publishing of their individual findings and work with the network. Meaning that the members ask for MEPT collaborations and “stamp” in activities and Researches done by the single members, which can also be seen as an indicator of a good health of the network and recognition of its value added amongst its members.

“MEPT 'Is one of the few networks, forums of civil society organizations in Mozambique that can influence decision making at the level of the education sector, with a thematic network it has developed expertise in this area, in recent years. Has developed an entire ability to negotiate and influence decision-making at the level of the education sector, and there is no doubt that the MEPT has been a reference there. For example, if you ask me in terms of different sectors in Mozambique, the sector with more openness for civil society participation is the educational sector. (...) Other civil society network for instance in health do not achieve the same recognition”. ((NEC Member)

With parliament and in respect of legislation, work started but it is still too soon to see its impact. Visibility in the media has already been mentioned as something that could be improved even if the context does not facilitate it.

However, a lack of recognition appears to exist at social and grassroots level in relation with youth and teachers. It is felt that the work that MEPT does is not translating the “research and advocacy” closer to the problems faced by young and teachers, it does not come from bottom-up perspective. Research is done from academics, and also advocacy is done with government involving members, but in how it will be implemented and the needs it has

“ what we (MEPT)want to do and with the recommendations of the research if we are to put aside this actor that should change (Teachers). I was saying that, because I'm coordinating committee of women and young and we have been doing a lot with the teachers in relation to the gender question. Let me give you an example, I can see more from the FORUM Mulher to strengthen the teachers than from MEPT” (NEC Member)

Also members of Youth Organisations and LEG interviewed were commenting similar statements.

“MEPT does a lot, but more could have been done, especially in contacting those informally organised youth in neighbourhoods or rural areas, in spreading their message and gaining more social support from the grassroots” (Local NGO - non-member)

“Well, I see MEPT as a coalition network that has a lot of potential, it has good leaders, and in that, they could actually be playing more a better role with regards to the public, they could be speaking out more having in a stronger voice in public, it seems to me like they speak more with us partners of the ministry of education and donors but with regards speaking to the public, the general public, that’s being a coalition of non government civil society organizations are involved in education, they could really be playing better role in being the voice of civil society which regards to education” (LEG).

5.5. Substantive Impact

In this section, a top 3 achievements of the NEC since the CSEF was in place in 2009-2011 will be summarised. Even so, attribution gap is clearly seen between CSEF contribution to the overall MEPT advocacy work, and also the attribution gap to make sure that the effects shown have been consequence of the advocacy work done.

1. The various advocacy operations of MEPT at National, Provincial and Local level, on the different forums have attracted the attention of the Government and the Programmatic Partners Support. Thus the Ministry of Education seeks to incorporate the recommendations of the Civil Society in subsequent plans and strategies. Examples are: The reintroduction of Pre-primary education in the national education system from 2012, The increase in teaching time in primary education by eliminating the 3rd Shift³⁹ from 500/600 hours to 900 hours / year, the training of school directors, and the inclusion in governmental fixed costs of teachers salaries from inclusive Schools of disabled people.

“specially for the new re-introduction of Pre-primary education, an attribution gap can more strongly be seen, because from the governmental perspective, this new introduction comes mainly due to the World Bank pressing for it, and the grant conceded also suggest/impose to use Save the Children methodology for Pre-primary schooling, when much better cultural embedded options might be available, therefore Government will open shortly a call for proposals for institutions to present implementation planning and methodology- (Policy maker)

2.- Adopted an indicator of qualitative measurement of the quality of education for primary education, both in PRSP and in the new Strategic Plan of Education from 2012 to 2016. Focusing on inclusive education, teacher training, school material, improved conditions for girls, early childhood, and adult literacy.

3.- The decentralised advocacy carried on at Provincial and District- Community level is maybe the impact with higher potential for the Network. Since a strong necessity to consolidate links between measures from top to bottom in order that Programmatic and Legislative frameworks are actually well implemented. Advocacy at the local level is used to strengthen from bottom-up the positions of the network in higher level, providing feedback based on the information of progress achieved. But also following up with monitoring at local levels to ensure the strategies are implemented, and

³⁹ Schools infrastructures were shared with 3 different shifts in order to optimize the number of kids attending to school, since the increase of infrastructure in all country, and MEPT advocacy, schools are now only using two shifts, and therefore increase time at school for kids is now a reality

therefore empowering the democratisation of the education structures through School Councils at community level. Not aggregated study has yet done from the results of this, but a lot of examples show better use of finance, reducing of student's drop-outs, and improving quality achievement of teachers through community involvement.

“ With the huge network that they have, I believe they are doing lots of good things at different levels. What, they are engaged in dialogues at the ministry level and go down even at the school levels, gather school counsels of what we call “Conselhos de Escola” there were school counsels functioning, they were actually analyzing in the part and making recommendations of what is appropriate for the school, for them to use the budget, etc., and then it is possible at the end of the budget year they will actually look at what has been, what their money has been used for. And MEPT and the organizations are being involved, engaged in building capacities to do that, etc, and making sure that is happening. (...) and importantly is how this data could be used (...) in parliament, perhaps, how they then raise this up, at different forum including the parliament, how they raise issues to those levels.”
(LEG)

6. CONCLUSIONS

6.1 Summary of main findings

(based on extensive literature reviewed, interviews conducted and observations)

- I. An impressive set of Results and substantive mid-term impact from Advocacy carried out by MEPT appears clearly from the Evaluation findings. MEPT is recognized for and demonstrates strong capacity to advocate at Policy Planning level with Ministry, and at decentralise level to ensure the achievement of its mission of advocating for quality education for all.
- II. MEPT provides evidences as to have already gained a strong recognition and key position from government and programmatic partners at Policy level, and also starting at Parliamentarian level, that allows the network to influence policy and budget change for the achievement of EFA Goals.
- III. At management level, MEPT capacity appears to be weak, resulting in poor bookkeeping, inconsistent financial management, insufficient and not well-contrasted M&E reports. Budgets and reports that do not coincide, etc. Moreover and importantly, weak financial management appeared from the last External Audit done by Ernst & Young that created a situation of funds from two donors being frozen.
- IV. No clear attribution can be presented from the CSEF Funds to the Key results and Substantive Impact, thus presenting it only as a contribution. This is largely due to the constraints shown on reporting, but also it shows the nature of Advocacy Programmes and Capacity Building, that create long-term visible impact only if made possible with a sustained financing of the overall Strategic Plan.
- V. CSEF was presented to support Organizational, Capacity Development and internal strengthening as a prior foundation pillar for the effective attainment of other key strategic areas such as Advocacy & Campaigning, Networking & Coalition Building, Knowledge

Analysis & Management, but in fact funds were given not as funding support to the Strategic Planning but with “project logic”. This has reduce the potential for Organizational Development since it required an important amount of time for harmonising internal M&E and Budgets accordingly to donor requirements, which obviously has not been achieved.

- VI. MEPT political alliances in Parliament and Government create a highly positive environment for influencing, even if changes involved are long, dynamic and evolving through time. With such volatile context, advocacy strategies need long sustained appropriate funding mechanisms in order to gain and consolidate political space and influence changes.
- VII. Political recognition and influence vis-à-vis the Government has strong alignment and thus creates opportunities for strategic and sustained partnership with Key donors and stakeholders, in order to gain presence and visibility at local, regional, national, supra-national and international level. Thus, a favourable setting appears for the creation of the National CSEF, which has been strongly developed through a good ownership process and participatory consultation, appearing as one of the major Outcomes from CSEF.
- VIII. Research has proven to be crucial in attaining substantive results.
- IX. Higher public recognition could be achieved by multiplying the research results substantively in advocacy, with social mobilization, media engagement and awareness raising based upon facts and evidences, far more effective at local and grassroots levels and especially with youth and teachers.
- X. Media engagement towards education has proven to be very low in disseminating research, raise awareness and further involvement of media alliances is key and could be improved, especially at provincial level, even though these media alliances are still not easy to approach, since not much interest is seen in the media for Education Advocacy/ Debate.
- XI. Political Decentralization in decision-making at the district level and the decentralised capacity building in research, advocacy and monitoring has proven to be paramount in order to raise awareness and influence political space.

6.2 Discussion

Has the coalition used the CSEF effectively? Can the initiative be considered ‘successful’? Why? What did work for whom under what circumstances?⁴⁰

A national network that is being paid exclusively through international financing is different from a network that survives from the work carried out by its members and from its capacity to raise some funds towards concrete activities (Negrao: 2001)

⁴⁰ Some of the statements had been complemented with the conclusions of the Focal Group done with MEPT-Secretariat on the 26th of July, to address CSEF strategy, outcomes and sustainability.
CSEF Evaluation
Mozambique Case Study 26 September 2012

- Following implementation, strictly speaking the CSEF Initiative cannot be considered successful due to important lack in M&E tools and adequate Financial management.
- Analysing the WHY, the reflection should be made of whether a Global CSEF is the most efficient way to canalise donor support for Advocacy Networks or a more programmatic oriented support should be in place. Reducing the time and cost to deal with different accountability procedures and M&E frameworks.
- There is some inconsistency between MEPT current staff capacity/competences required and the due implementation of CSEF, even though if during the Evaluation, no clear competences evaluation was done in order to properly address this issue. What appeared clearly is that this might be a major risk factor -the lack of proper human, technical, logistical, operational and methodological resources- to respond to its strategic and M&E framework and meet expectations.
- An important time constraint and miscommunication appeared to be playing an important role in the relation with MEPT and ANCEFA (CSEF- Secretariat). Thus, Year 1 seems to be well implemented as expected, with strong outputs and outcomes, when in Year 2 it appeared rather impossible to discern what has been done.
- Interesting and positive evaluation comes from decentralised actions. MEPT's culturally embedded approach used in research, school council capacity, development of budget tracking tool kit, brings a sense of high ownership by MEPT MEMBERS, but also recognition from government officials and community representatives. CSEF seem to have been "successful" more importantly at provincial level, and related with decentralised advocacy.
- Nice team building and positive environment can be found in the MEPT Secretariat, despite of the illness of Narciso Hufisso (M&E Official) who passed away on the 8th of August. Good and balanced relation appeared between Board and Secretariat, with the MEPT Board being highly involved in ANCEFA Board and overall GCE Advocacy.

6.3 Recommendations / Lessons-learned

- Increase CSO - MEPT internal and external accountability, by presenting global financial figures, and not project related ones.
- Researching possibilities for adapting to Paris Declaration on Aid effectiveness by harmonising the funding and funding requirements through the possible legalisation of a National Fund (CSEF)⁴¹ also to Civil Society. Participation of or transparent presentation to external stakeholders (including donors) in the Strategic Plan of the Coalition, and funding "budget support" accordingly to the Operational Plan matrix from the Strategic Plan. Reducing costs related to different M&E guidelines and accountability requirements.

⁴¹ As presented in the final NCSEF report. MEPT- Report-2011, and also stated as a political will from the Board members interviewed.

- Need to have appropriate funding mechanisms aligned with the coalition’s strategy rather than an activity or Project-based approach in the view of institutional and social sustainability.
- Need to have a sustainability plan with a fundraising and resource mobilization component in order to move towards members’ ownership and complement capacity-building processes.
- Further Research on ways to establish combined system for Funding both MEPT Strategy Plan and NCSEF, programmatic strategy, that might be implemented by MEPT and other civil society actors as decided.
- Need to appropriate knowledge management mechanisms (even on-line or distance learning) to present good practices and success to both national social mobilization and to other international coalitions.
- Enhance strategic partnership and alliances with key stakeholders – Media, Teacher Union, UNICEF and LEG (Programmatic donors) as to broaden visibility, influence and political space.
- Revise present centralised MEPT Structure, ensuring that it meets stakeholders and members expectation and effective members’ coordination and implementation. Searching alternatives for decentralised structure to be settled.
- Further enhance capacity building with a dual, parallel approach – more participatory and grassroots approach for reaching social mobilization and higher presence in public opinion.

6.4 Good practices

In Mozambique a long participatory process was develop in order to fully explore options for a National CSEF to become a reality. The result is an important consensus NCSEF Model to be promptly implemented at National level (and also become an important outcome from CSEF project in Mozambique). This process development has also been the 4th Strategic Objective of the CSEF-Project⁴² Strategic Objective 4. Mobilize resources that contribute to effective and sustained implementation of the activities of civil society in achieving the EFA goals by 2015.

During all this process, participatory debates and research has been done, for more than 2 years. The ownership of the process from MEPT-Members seems to be strong, as per the interviews done. In 2012, actions were taken in order to legalize the Fund, to start its first stage.

“The construction process of the NCSEF is a very complicated process. Because it tried to be very participatory, tried to include many ideas, tried to involve alot of people in its design redefinition probably learning from the mistakes of the first CEF program etc. Everybody wanted to improve the program (...) The other financial management options, I think the secretariat itself also refused this, because MEPT would lose its focus at work, the focus of MEPT work as a civil society network cannot be fund management, MEPT must do advocacy and cannot do so if they have to do fund management, so a structure needs to be created in which the MEPT is probably the owner or anything there ...” MEPT Member: 1

Box 4: NCSEF Mozambique - FUNESC

Funding is provided to facilitate the establishment of a funding mechanism that will attract a wide range of contributors to support civil society in working together towards the achievement of Education for All in Mozambique. The mechanism will serve to increase and stabilize the funding of education advocacy, helping to maximize advocacy effectiveness through support to both building civil society capacity and practice in education advocacy and to the coordination of this through the national education coalition, MEPT.

The objectives of the project are that:

⁴² Even if not clear Funding activities relation can be easily founded with the documents in hand.
CSEF Evaluation
Mozambique Case Study 26 September 2012

1. a sustainable fund is established that supports civil society education advocacy across Mozambique;
2. civil society organizations benefit from support for improved capacity in and practice of education advocacy;
3. the collective effort of MEPT influences education policy and practice.

These objectives will be achieved through a consultative process that places civil society at the centre, lead by a Committee created for the purpose that mimics as far as possible the structure of the future FuNESC Conselho de Administração (CA), and with access to a range of experience in development, education, advocacy and fund management to ensure credibility, transparency and effectiveness.

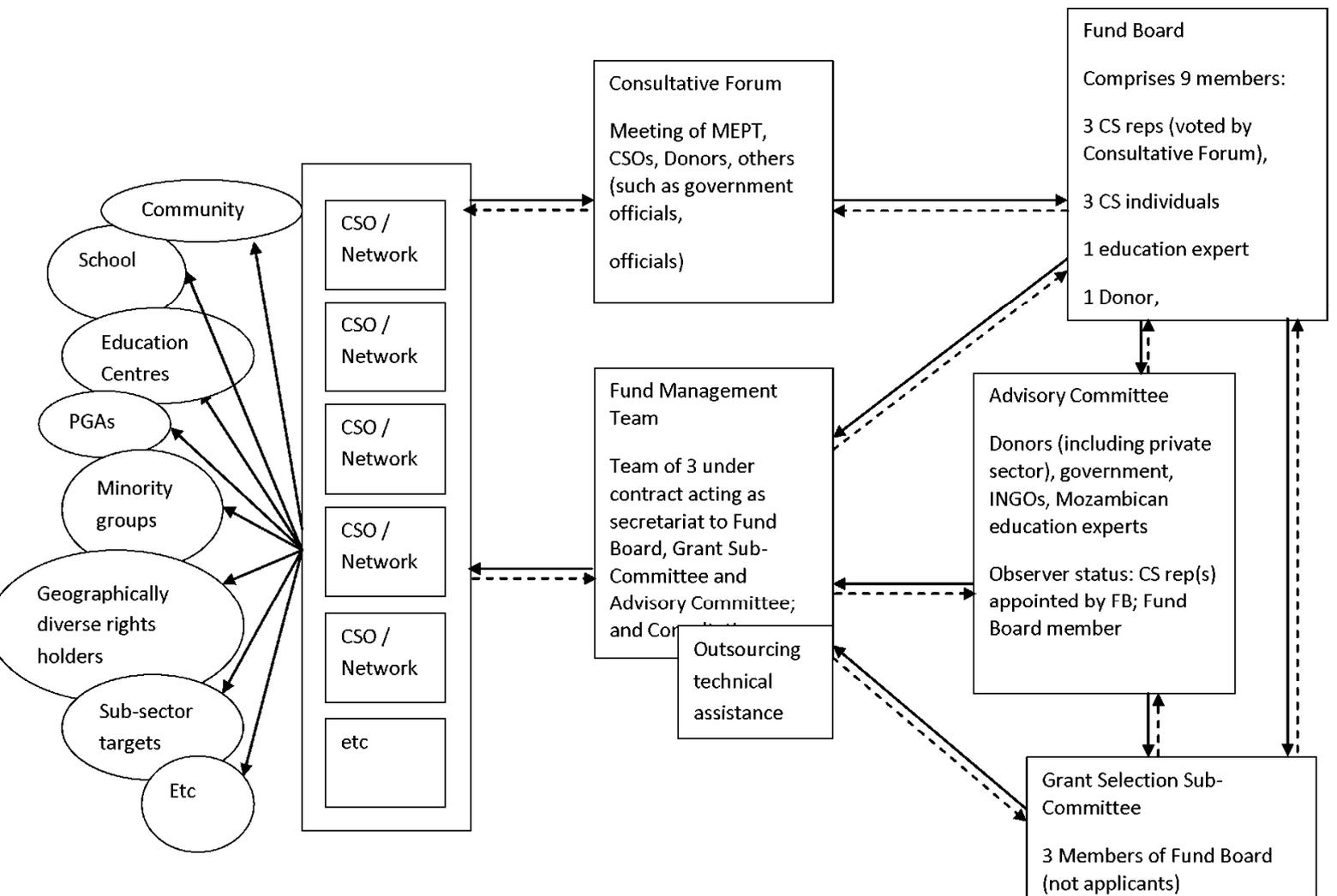
The project will be first housed under the umbrella of MEPT, as the organization in closest proximity to the fund's purpose, and most suitably placed to facilitate fullest possible ownership by civil society of both the process of fund creation and institutionalization, and the resulting fund entity.

The project will be managed by a core team of three, who will implement the Committee's policy and strategy. External expertise will be outsourced as required.

It is envisaged that operationalisation, whether as a legal entity or not, will be achieved over a period of between six months and one year, after which the fund will begin a pilot phase of fund disbursement according to the systems established

Source: MEPT- Report 2011

Table 14: FUNESC Organisational Detail



ANNEX 1 – INTERVIEW OUTLINE

BRIEF INTRODUCTION

Scope of evaluation - CSEF

Evaluation team and Mozambique scope and purpose of evaluation (agenda)

Asking for permission for recording – confidentiality

Structure of interview

Interview

Staff- Executive Secretariat

NEC Board

Media

NEC members

Government and policy makers

Teacher’s Union

School Council/ Director

Thinks Tanks

Public opinion Education in the public sphere Perception of public education	Media data bases Key informants: Media/ Young Parliament/ Think tanks	<u>Nature and centrality of the media debate on education</u>
Openness of gov't	Literature Key informant. Staff Government Think Tanks	Attitude towards civil society participation (not only in education)
Civil society tradition	Literature Key informant Map of actors : THINK TANKS	Brief story of CSOs in the country Dependence towards international donors
Government ideas on education	Media Key informant National Education Plan Think Tanks	Progressive, neoliberal, education as key for social cohesion, education for economic competitiveness?
Legal framework on RTE	Key informant Countries Min of Education	Is free education guaranteed by the state?

1

Staff NEC members NEC Board	<p>ORIGIN of coalition and process up until 2009? 1999 – Commonwealth Education Fund (vision - mission)</p> <p>MAIN DIAGNOSIS /CHALLENGES IDENTIFIED before CSEF project?? education system photo ? any advocacy, research ? budget tracking ?</p> <p>MEPT as a COALITION Before CSEF project: inclusive in terms of organizations, profiles, representativity, districts, democratically-run ? internal legitimacy and cohesion ??</p> <p>Has been any changes in NEC's membership during the CSEF? 2009-2011</p>
Staff NEC members NEC Board	<p>STRATEGY AND VISION – Process of constructing AGENDA</p> <p>What are the strategic objectives of your CSEF project?</p> <p>What are the priorities of your agenda as a coalition and how does it relate to your CSEF project? Same agenda ?</p> <p>What was the role of the members of the MEPT in the Strategy Development? Who was leading it? Did it change during CSEF?</p>

2

3	<p>Staff NEC members NEC Board</p>	<p>MANAGEMENT CAPACITY – HISTORICAL OVERVIEW and PROCESS before CSEF ??</p> <p>What are the priorities of your strategy? What is your main agenda?</p> <p>How does your organisation publicise the accomplishment of your priorities?</p> <p>Is there a coherence?</p> <p>What actions does it carry out in order to meet these priority setting?</p> <p>Is there a coherence between what you said, think, do and present in relation with priorities and accomplishments?</p>
4	<p>Staff NEC members NEC Board</p>	<p>ALLIANCES before CSEF project? at local, national, international level ?</p> <p>What are your allies outside the NEC members?</p> <p>Has the CSEF contributed to building new alliances? How?</p>
5	<p>Staff (Idite) NEC members NEC Board</p>	<p>INTERNAL COHESION</p> <p>What mechanisms are there to guarantee internal democracy within the coalition? Has the CSEF contributed to think about this aspect?</p> <p>Inclusive in terms of organizations, profiles, representativity, districts, democratically-run ? internal legitimacy and cohesion ?</p> <p><u>Has been any changes in NEC’s membership during the CSEF? (</u></p> <p><u>Which is the (territorial, ethnic, religious, political or other) scope of this coalition? To what extent does it include all the social groups who are present in the country?</u></p> <p><u>Are there some potential appropriate education stakeholders who are still out of the coalition at the moment? In other words, are key organizations missing?</u></p>
5	<p>NEC Staff (Dinis)</p>	<p>GCE / CSEF PROJECT / 2009-2011. What is the main role GCE / CSEF?</p> <p>Key components of GCE/CSEF 2009-2011 global Programme?</p> <p>What have been other CSEF inputs to MEPT besides Funding? Funding / technical Assistance /Advocacy support? Knowledge management?</p> <p>Understanding of the GLOBAL – REGIONAL structure and coordination</p>
6	<p>NEC Staff (Idite)</p>	<p>GCE / CSEF PROJECT / FUNDING – MEPT - 2009-2011.</p> <p>To what extent do you think REGIONAL CSEF has strengthened the MEPT internal capacity ? Human Resources structure increased ?</p> <p>Any key relevant training? Main topics (financial management, monitoring, communication...)</p>
7	<p>NEC Staff (Dinis) ADVOCACY</p>	<p>GCE / CSEF PROJECT / FUNDING – MEPT - 2009-2011.</p> <p>To what extent do you think REGIONAL CSEF has strengthened the MEPT policy advocacy role?</p> <p>Could you give us some relevant examples? In terms of public recognition? In terms of formal participation in groups?</p> <p>Do you have an advocacy agenda and plan?</p>

		<p>What kind of advocacy methods have you used? (Bilateral initiatives, private negotiations, media relationships, parliamentary “advice” ...)</p> <p>To what extent do you think REGIONAL CSEF has contributed to the improvement of government’s governance, transparency and accountability? Could you give us some examples?</p>
8	<p>NEC Staff (Dinis)</p> <p>CAPACITY BUILDING</p>	<p>What the NEC should do differently in the near future in case new Funds come from the GEP?)</p>
9	<p>NEc Staff</p> <p>TRAINING</p>	<p>Were the training initiatives open? Who decided who was going to participate and under which criteria?</p> <p>Who were in charge of organizing/training the courses (people/organizations within the NEC)?</p> <p>How were the subjects/topics of the training established? (or Why did you choose those topics?) (in relation to needs assessment)</p> <p>Do these trainings belong to a broader training/capacity building strategy? Is it explicit (written)</p>
10	<p>NEC Staff</p> <p>ADVOCACY</p>	<p>GCE / CSEF PROJECT / FUNDING – MEPT - 2009-2011.</p> <p>To what extent do you think REGIONAL CSEF has contributed to the MEPT policy research capacity? Could you give us some relevant examples?</p> <p>How did you do it (analyzing secondary data, surveys, interviews, participatory processes...)?</p> <p>How did the process of accessing national data function? (Access, openness, transparency of information)</p> <p>How did knowledge building contribute to the process (relationship between actors; conflicts; empowerment...)?</p>
11	<p>Communication plan</p> <p>NEC Staff</p> <p>MEDIA</p>	<p>What do you normally do in order to communicate your message (e.g. disseminate your activities, influence the public opinion, inform your members of the campaign's goals)</p> <p>Did you have a communication strategy/plan when CSEF started?</p> <p>If not, did the CSEF contributed to get one?</p> <p>If yes, did the CSEF contributed to improve it?</p>
	<p>NEC Staff</p> <p>OUTPUTS</p> <p>Think Tanks</p> <p>Advocacy project</p> <p>NEC website</p>	<p>Did you elaborate diagnoses to support your strategies?</p> <p>Researcher’s evaluation of access, openness, transparency of information as regards as NEC documentation.</p>
12	<p>NEC members</p> <p>(Forum Mulher, ONP)</p>	<p>GCE / CSEF PROJECT / FUNDING – MEPT - 2009-2011.</p> <p>Which activities and strategies of the project have contributed to build women’s capacity in terms of participation within the MEPT, organization leadership, management skills, ...? Could you give us some examples?</p>

<p>Advocacy project Completion report NEC Staff</p>	<p>What changes were made as a result of the implementation of the CSEF project and why ??</p> <p>How did you expect that the program was going to bring about its effects?</p> <p>What are the main changes made as a result of the implementation of the CSEF Project in Mozambique – as a result of your activities? Why??</p> <p>What are the hindering/enabling factors you identify within the context that have contributed to your project achieving or not the objectives?</p> <p>Test ‘change theory’. Do they have one? Do NEC members have a common understanding</p>
<p>11</p>	<p>Outputs – key results and impact</p> <p>CAPACITY BUILDING led to what ? legitimacy? representativity ? internal cohesion ? Common agenda ? Recognition? Budget tracking?</p> <p>ADVOCACY led to what? Recognition? Political changes? Structural changes? Decentralization? Campaigns?</p> <p>RESEARCH led to what ? public awareness and media involvement ? campaigns ?</p> <p>KNOWLEDGE MANAGEMENT INTERNALLY led to what ??</p> <p>Have there been any specific challenges that have affected the implementation and results of the project Financial, Logistical, security related, personal, organisational at different levels ...) ?</p> <p>Can you identify them?</p> <p>KEY QUESTION: CREATION OF FULLY OPERATIONAL Nat CSEF?</p> <p>KEY QUESTION: CSEF attraction of additional funding at global / national level?</p>
<p>10</p> <p>Staff members Government ONP Media</p>	<p>IMPACT chain (substantive outcomes)</p> <p>Main substantive outcomes (first impact change?)</p> <p>Government’s recognition of MEPT ? leading to participation in formal committees / commissions ? leading to government’s decisions ? any influence in setting the agenda ?</p> <p>MEPT contributed to increased education budget ? new education policies ? decentralization processes in education governance ? MEPT contributed to improve gov. accountability ? inclusion of EFA goals and specific budget allocation ?</p> <p>Public Opinion Recognition of MEPT?</p>

11		Any substantive impact with a gender perspective ?
12	NEC Members	Any impact at the local level ?? in terms of capacity-building, monitoring, budget tracking, coordination, accountability ?
13		Are there any testimonies and evidence-based documents that can assess the impact of the MEPT project policy outputs at this regard?
14	NEC Staff	To what extent do you think the project achievements and sustained effects / changes are going to continue after the project? To what extent are you willing to continue supporting these achievements? From an institutional, political, social, financial and environmental perspective?

ANNEX 2 – LIST OF INTERVIEWEES

Calendário Entrevistas Avaliação Fundo da Sociedade Civil para Educação

Data	Local	Hora	Organização /Pessoa de Contacto	Observação	
19.07.12	MEPT	08:30	MEPT- Margarida Mangujo	Confirmado	1
19.07.12	MEPT	13:00	MEPT-Benigna Magaia	Confirmado	2
20.07.12	MEPT	08:00	MEPT – Dinis Machaul	Confirmado	3
20.07.12	Ibis	09:15	Ibis – Moisés Mutuque	Confirmado	4
20.07.12	A.A	10:15	Action Aid – Amina Essa	Confirmado	5
20.07.12	MEPT	11:30	CCM Presidente do Conselho de Direcção – Reinaldo Sive	Confirmado	6
20.07.12	ADEMO	15:00	ADEMO – Farida Gulamo	Confirmado	7
20.07.12	MEPT	16:30	MEPT- Albino Oficial Advocacia	Confirmado	8
23.06.12	P.Juvenil	12:00	Parlamento Juvenil – Oficial de Programas Quitéria Guiringane	Confirmado	9
23.07.12	MEPT	16:00	UDEBA – Januário de Sousa	Confirmado	10
24.07.12	Visita aos Conselhos de Escolas e outras actividades em Gaza Media- Artur Saude Director Eugénio Francisco Chirime- Udeba-Lab Direcção Distrital- Bocilate Nhamire Director Escola e Conselho			Confirmado	11- 12- 13- 14
25.07.12	ONP	09:00	ONP - Paula Vera Cruz	Confirmado	15
25.07.12	DFID	10:30	DFID – Marie Castro	Confirmado	16
26.07.12	MINED	14:00	D.N Assuntos Especiais – Teodora Cassamo	Confirmado	17
		13:00	D.N Plano e Cooperação- Jeannette Vogelaar	Confirmado	18
26.07.12	DIAKONIA	09:15	Diakonia- Irae Lundin	Confirmado	19
26.07.12	F.M	09:30	Progresso – Elisabeth Sequeira	Confirmado	20
26.07.12		12.30	Encontro com Marta Cumbi - FDC	Confirmado	
26.07.12	MEPT	16.00	Grupo de discussão Equipa MEPT: CSEF		

“Juntos pelo Direito da Educação e Cuidados de Primeira Infância, Agora!”

ANNEX 3 – BUDGET CSEF- MEPT (Year 1 and Year 2)

Mozambique CSEF Budget Year 1

PROGRAMS		28.000
	Research and Publications / Recherches et Publications	21.000
	2.1.3. Research into the functioning of the School Boards	5.000
	Production of instruments, transportation, meals/per diem, accomodation ..	5.000
	3.1.3. Research into the progress on the implementation of EFA plans	10.000
	Advertisement, fees	10.000
	3.1.4. Workshop to present the research on the progress on the implementation of EFA plans	3.000
	Leasing of premises, transportation, accomodation, meals/per diem, production of materials	3.000
	3.2.2. Workshop to analyze the gaps and to propose areas for change in the implementation of the EFA plan	3.000
	Leasing of premises, transportation, accomodation, meals/per diem, production of materials	3.000
	Lobbying	7.000
	2.2.2. II Symposium on School Boards (consensus-building on the main gaps, positions, proposal for rules and guidelines, and advocacy strategy)	7.000
	Production of instruments, transportation, meals/ per diem, accomodation, fees for facilitators..	7.000
INSTITUTIONAL SUPPORT		51.240
	Staff / Personnel	36.740
	Other Staff / Autre personnel	36.740
	1.1.2. Planning and Monitoring Officer (National Office)	26.840
	1.1.3. Project Assistant (Zambezia Office)	9.900

Office Cost / Cout Administratif		14.500
Rent / Loyer		4.600
	2.1. Office lease (Central)	4.600
Supplies, Photocopying / Fournitures, Photocopies		4.000
	3. (Consumables, paper, toner ...)	4.000
Other / Autres		5.900
	2.2. Vehicle costs - Central and Zambezia Province (Fuel, Maintenance, Insurance)	2.200
	2.3. Equipment maintenance	400
	2.4. Other costs (security, water, electricity, Internet and Tel/Fax)	3.300
TECHNICAL SUPPORT / APPUI TECHNIQUE		2.200
Traning / Formation		1.200
English Courses		1.200
	4.2.English language Course	1.200
Exchange Visits /		1.000
	1.2.4. Exchange visit with Malawi EFA Coalition	1.000
	Transport, accomodation, food/subsidies	1.000
		81.440

Source: Relatorio Moz CSEF budget Version 5

Mozambique CSEF Budget Year 2

OBJECTIVOS	ACTIVIDADES	TIPO DE ACTIVIDAD	ACTIVIDADE No	TOTAL
OBJECTIVO ESPECIFICO 1	Desenvolvimento de estratégia para o seguimento do orçamento	Mobilizacao	1	7.900
OBJECTIVO ESPECIFICO 2	Capacitação dos membros, Conselhos de escolas no uso de ferramentas de seguimento do orçamento	Aumento do Numero de Membros	2	4.280
OBJECTIVO ESPECIFICO 3	Advocacia para que as escolas primárias se tornem unidades orçamentais	Lobbying	3	1.000
OBJECTIVO ESPECIFICO 4	Identificação das lacunas de funcionamento dos Conselhos de escolas	Research and Publications	4	1.200
OBJECTIVO ESPECIFICO 5	Realização da Assembleia Geral do MEPT	Mobilizacao	5	17.320
OBJECTIVO ESPECIFICO 6	Criação do Fundo Nacional da Sociedade Civil para a Educação (CSEF)	Otro Actividade	6	20.099
OBJECTIVO ESPECIFICO 7	Análise do ponto de situação de implementação do plano de EPT	Research and Publications	7	18.303
OBJECTIVO ESPECIFICO 8	Fortalecer a capacidade de divulgação de informação das actividades do MEPT	Comunicacoes / Media	8	2.600
OBJECTIVO ESPECIFICO 9	Capacitação para a participação eficaz do MEPT nos encontros com o Governo e doadores	Lobbying	9	200
OBJECTIVO ESPECIFICO 10	Realização da campanha nacional de advocacia durante a semana de acção	Lobbying	10	16.510
CAPACITACAO	Realização de cursos de capacitação aos membros e encontros de monitoria	Otro Actividade	11	13.395
APOIO TECNICO	Melhoramento da capacidade de utilização eficaz do equipamento .	Aumento do Numero de Membros	12	235
Controlo e Avaliacao	avaliação intermedia do projecto	Mobilizacao	13	15.240

Auditoria	auditoria anual	Otro Actividade	14	1.000
				119.282,07
APOIO INSTITUCIONAL				
TOTAL PESSOAL				25.790,00
TOTAL EQUIPAMENTO				7.860,00
TOTAL CUSTO DE FUNCIONAMENTO				30.220,00
TOTAL GESTAO E COORDINACAO				2.650,00
TOTAL CUSTO APOIO INSTITUCIONAL				0,00
				66.520,00
TOTAL ORCAMENTO				185.802,07

Source: Mozambique CSEF Year 2 - Portuguese

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Sierra Leone CSEF Evaluation Report

Alex Garcia-Alba

25^h August 2012

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Finally, acknowledge the work of the transcripctor, Mr. Alie Turay.

LIST OF ACRONYMS AND ABBREVIATIONS

ACRONYM	MEANING
ADB	African Development Bank
AAISL	Action Aid International Sierra Leone
ANCEFA	African Network Campaign for Education for All
APC	All Peoples Congress
CBOs	Community Based Organizations
CEF	Commonwealth Education Fund
CSEF	Civil Society Education Fund
CSM	Civil Society Movement
CSOs	Civil Society Organizations
DfID	Department for International Development
DEN	District Education Networks
ECD	Early Childhood Development
ECOWAS	Economic Community of West African States
EFA-SL	Education for All Sierra Leone Coalition
ESWAp	Education Sector Wide Approach
FAWE - SL	Forum for Women Educationists – Sierra Leone
GAW	Global Action Week
GCE	Global Campaign for Education
GoSL	Government of Sierra Leone
GPE	Global Partnership for Education
GTZ	German Development Cooperation
HIV/AIDS	Human immunodeficiency virus infection / acquired immunodeficiency syndrome
LEG	Local Education Group
LNGO	Local Non-Governmental Organization
INGO	International NGO
MC	Management Committee
MDG	Millennium Development Goals
M & E	Monitoring and Evaluation
MEYS	Ministry of Education Youths and Sports
MoF	Ministry of Finance
MP	Member Parliament
MPRSP	Malawi Poverty Reduction Strategy Paper
NCSEF	National Civil Society Education Fund
NEC	National Education Coalition
NGO	Non Governmental Organization
PETS	Public Expenditure Tracking Survey
PMC	Project Management Committee
PRSP	Poverty Reduction Strategy Paper
SLTU	Sierra Leone Teachers Union
SMC	School Management Committees
SNE	Special Needs Education
E-SWAp	Education Sector Wide Approach
SWOT	Strengths, Weaknesses, Opportunities and Threats
T/A	Traditional Authority
UNDP	United Nations Development Programme
USAID	United States Agency for International Development
UNICEF	United Nations Children’s Education Fund

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1. INTRODUCTION

1.1. Purpose and objectives of the Evaluation

Country case study and evaluation aimed at identifying and assessing how the CSEF implementation in Sierra Leone over the 2009-2011 period through the strengthening of the EFA Sierra Leone Coalition (EFASL) has worked and how it was expected to achieve its objectives by (re-constructing) the theory of change effectively implemented.

2. METHODOLOGY AND SCOPE OF THE EVALUATION

A realistic, qualitative and systemic evaluation approach has been used in order to identify and assess the CSEF effective implementation in Sierra Leone covering the period between December 2009 – October 2011. The realistic and systemic approach allows a more holistic view, as to be able to understand and grasp the (previous) institutional setting, its strategic, primary and support processes as key organizational components in the NEC's and thus allowing the achievement of results and (intermediate) impact.

This results-oriented approach has been combined with 2 other methodological frameworks: the Theory of Change as the core cutting causal framework methodology (organizational processes are generally the operational translation of this approach behind the overall strategy of the Coalitions) as well as the contribution-oriented approach, which is suitable for evaluating Advocacy Networks. The rationale behind such election is that since change in Advocacy programs is not linear and overall primary processes need to be isolated and identified as well, the contribution framework approach can complement, validate or address relevant attribution gaps.

2.1. Evaluation timeline and phases

The evaluation comprised 3 main stages:

- 2nd -13th July: Desk phase: Conceptual and methodological approach to the evaluation, literature review and qualitative data tools.
- 15th - 30th July: Field visit work in Sierra Leone.
- 17th -24th August: Evaluation Report writing and deadline.

The evaluation includes a total of 14 interviews conducted with relevant stakeholders as well as 1 focus group discussion conducted in Moyamba District with the governance structure and main stakeholders (School Management Committees, DBOC, DEN focal point and relevant DEN organizations) as to ascertain the level of effective coordination and capacity of the DEN to monitor education service delivery, budget allocation and utilization at district level.

In addition, a final Workshop has been conducted with the national coordinator and the finance officer on the situational assessment of the EFASL coalitions status using a SWOT approach, an additional assessment of the coalition, expectations on CSEF work, and future prospect in terms of its strategy, institutional and financial sustainability.

It has to be noted the impossibility to meet the Education and Finance MP focal points as well as some relevant stakeholders such as the Sierra Leone LEG coordinator or UNICEF representative with whom finally managed to have a 10 minute call once in Malawi since they are the lead agency managing the Education Sector Budget in Sierra Leone.

Finally and in terms of the inclusion of interviews / interviewees within this report, we've tried to put the focus on the stakeholders' perception on the contribution of the EFASL coalition towards EFA goals in the country as an ultimate objective but with a more intermediate result-oriented or evidence-based approach, resulting from their research, lobbying and advocacy work both at national and district level.

2.2. Limitations

At this regard and with such tight deadlines regarding the nature and scope of the evaluation, let me briefly state the report limitations and constraints faced:

- Time frame constraints regarding the implementation of such tight schedule during and after field work (one week deadline to submit the report).
- Logistical / Operational / Organizational (rainy season in Sierra Leone affecting the whole infrastructure and power system leading to permanent shift of the agenda).
- Access to hard-copy literature review with constraints due to power blackout, weak random connectivity throughout the field work period or soft-copies availability.
- Unable to fully finalize the proposed agenda due to lack of response of Sierra Leone LEG coordinator, and Education and Finance MP.

As a result of the former facts and constraints, and due to the major constraint which has been the tight deadline to be met, it has therefore hindered the quality, in-depth analysis and rigor of this evaluation interviews.

3. ENABLING CONDITION FACTORS: SIERRA LEONE CONTEXT

3.1. Sierra Leone's political context and post conflict scenario

The Republic of Sierra Leone is a western African country with an estimated population of about 6 million people (2011), divided into 4 geographical regions which are subdivided into fourteen districts. The districts have their own directly elected local government known as district council, headed by a council chairman.

The population of Sierra Leone comprises about sixteen ethnic groups, each with its own language and costume, but being the Temne and the Mende the largest and most influential ethnic groups in the country.

Although English is the language of instruction in schools and the official language in government administration, the Krio¹ is the primary language of communication among Sierra Leone's different ethnic groups, and is spoken by 90% of the country's population which unites all the different ethnic groups, especially in their trade and daily interaction.

Sierra Leone became independent in 1961 under the regime of the Sierra Leone Peoples Party (SLPP), but lost power in 1967 to All Peoples Congress (APC), after the first multi-party elections. In 1971 the country became a republic under the APC regime, who introduced one-party rule in 1978 and abolished local government administration. In 1992, the APC was overthrown in the wake of a rebel - civil war already initiated in 1991 up until 2002 either under this devastating dual APC or SLPP rule, leaving over 50.000 dead, much of the country's infrastructure destroyed, and over two million

1 Krio derives from English and several indigenous African languages.

people displaced in neighbouring countries as refugees; mainly to Guinea, which was home to over 600,000 Sierra Leonean refugees.

After 11 years of civil war, and roughly estimating about 70% of its population in poverty within the period comprising 2002-2012, Sierra Leone is one of the poorest countries in the world² still in the process of reconstructing its nation, from the restoration of security up to delivery of basic public services. At this regard, Sierra Leone continues to receive direct budget support by key donors as well as investment lending encouraging key policy reforms as well as higher recurrent spending on the social sectors, comprising basically health, economic services and education.

Government has gradually shown greater commitment on education³ and therefore favourable resource allocation. The rationale behind is partly due to the affirmation that since education has proved to be critical for the promotion and improvement of social equality, health, participation in the economic sector and democracy and consequently a comprehensive and effective way to tackle poverty and contribute to economic growth and sustained human development⁴.

a. International Development agenda on Education

The 1990 World Conference on the International goal of Education For All – EFA held in Jomtien and the subsequent 2000 Dakar Framework Action as a result of the Dakar World Education Forum as well as the Millennium Development Goals – MDG - in the 2000 New York Millennium Summit resulted in a progressive formal commitment by the majority of the International Community to achieving the EFA goals and their two education related MDG by 2015 as well as the recognition and promotion of the role of Civil Society Organizations in ensuring the EFA goals at national level with a clear, measurable and thus monitorial and accountable road map.

Broadly speaking and among other factors, the conjunction of the former rather stable post-conflict scenario, and the International community statements and commitments made by both Developing aid-recipient countries and the International donor countries together with the processes initiated together with the Civil Society at global, regional, national and local level led to **a major focus on education issues as far as the Government of Sierra Leone is concerned in terms of education policies, increased education budget allocation and Sierra Leonean CSO' recognition, involvement and thus active formal participation⁵ of the latter.**

At this particular regard, the Government of Sierra Leone has made quite remarkable progress in revising and later revisiting and updating its either legal, governance, financial, conceptual and operational education framework in order to meet the requirements towards the achievement of the EFA goals, still in the making. Some key policies such as the initiated policy of free education at the primary education level in 2000 (providing teaching and learning materials and core textbooks to all children) with the support of local NGO, the Education Act 2004 (particularly focusing on community participation, mutual accountability and ownership and now being reviewed), the

² Sierra Leone was ranked 180 out of 187 countries in the 2011 UN's Human Development Index.

³ PRSP II – Sierra Leone Poverty Reduction Strategy: AGENDA FOR CHANGE 2008-2012 clearly points at education as one of the core components within the human development priority (together with Health and HIV/Aids, Youth Employment and Gender Empowerment).

⁴ There is abundant theoretical material and empirical evidence showing the linkage between Access to education and poverty.

⁵ Government recognised in 2002: "Government's essential counterpart must be Civil Society, which has a fundamental participatory role to play in support of reconciliation, security, promoting good governance and policy development" (National Recovery Strategy, 2002-2003, p12). Recognition and support again stated explicitly in the Poverty Reduction Strategy Paper - PRSP I and II.

Decentralization process & Local Government Act 2004 (devolving policy decision making and implementation functions to Local Councils), the Sierra Leone Education Sector plan 2007-2015 endorsed by the donor community, or even the Sierra Leone second poverty-reduction strategy 2008-2012 – PRSP II (prioritising and ensuring sustainable human development through the provision of improved education services) are some of these evidences as a result of the process already mentioned. However, and despite the process already depicted, the EFA goals still constitute a complex challenge to meet in the country⁶.

b. The Rome and Paris Declarations on Harmonization and Aid Effectiveness (2003 and 2005) and the Accra Agenda for Action (2008)

The former Declarations and statements made by the development community resulted in an added commitment to effectively **coordinate aid in developing countries** based on these countries' priorities and to harmonize donor policies and priorities around country systems. **This particularly led to the creation, consolidation or alignment of multiple bilateral and multilateral education partnerships, multilateral funding mechanisms or adhoc multilateral coordination instruments in Sierra Leone such as the:**

- **Education Sector-Wide Approach – SWAp** – which brings together Government, Bilateral and Multilateral Development donors and other stakeholder around a common education agenda led and managed by government with the participation and assistance of the donor community

- **Education Development Partner Group** in Sierra Leone, with UNICEF as the lead partner since the launch of the Education Sector Plan – ESP - in 2007 (the Ministry of Education led the ESP process, with strong financial and human support from the Education for All Fast Track Initiative (EFA-FTI), UNICEF and the World Bank.

- **Multilateral Education Partnership** such as the Global Partnership for Education (former EFA-FTI), comprised of 46 developing countries, and over 30 bilateral, regional, and international agencies, development banks, the private sector, teachers, and local and global civil society groups aiming at providing their developing country partners the incentives, resources, and technical and financial support to build and implement sound education plans.

c. Creation and consolidation of Global Civil Society Networks

This has been a major enabling factor contributing to the achievement of the EFA goals and the MDG by 2015 by the formal and fully recognition of Global Civil Society Networks as a **non-state actor to basically hold governments to account for their promises repeatedly made** such as the Global Campaign for Education bringing together concerned parties, such as NGOs, teachers' unions, parents' groups and community organisations, to function as National Education Coalitions acting as national voices representing civil society in political forums and contributing to push the EFA agenda and the MDG.

d. Civil Society Organizations in Sierra Leone

Generally speaking, in conflict affected countries or humanitarian context, Civil Society Organizations (CSOs) - in the absence of a strong Government – have played rather a service-delivery role either complementing or even replacing public institutions and thus becoming “*de facto*” primary providers

⁶ The 2009 EFA progress report claims that girl school drop-out rate, early childhood care, teacher-pupil ratio in rural areas or gender disparity in primary or secondary schools continue lagging far behind towards the achievement of the EFA goals by 2015.

of basic social services, with the acquiescence, alignment and funding support of the international donor community. Sierra Leone can claim to be part of the former group and context but several studies⁷ also identify two other groups with a significant role in community development and internal cohesion: traditional civil society groups (socially-consolidated structures created as a result of the daily interaction and intermediation between local population, chiefdoms and public local governance structures) and neo-traditional groups (groups with formal organizational structures but where eligibility is based mainly on ascription identities (ethnic and locative basically)).

Regarding the CSO as we have conceived them, Sierra Leonean CSO have been contributing to the consolidation of peace and security, the improvement of economic growth, governance and accountability and the promotion of human rights to ensure the equitable distribution of the sustained benefits of growth and human development to the entire population thus leading to poverty reduction. This has been a critical factor to gradually gain donor recognition of the importance of partnership with civil society, both local and international as well as ensure political space vis-à-vis the Government within the country.

However, and trying to wrap-up with the current international development scenario and despite the former enabling factors, it is crystal clear that in light of ensuring transparency and accountability in the government and civil society settings, one of the biggest challenge for the international bilateral and multilateral donor community to deal with nowadays is to maintain the “ever-fragile” balance between keeping on strengthening national CSO without delegitimizing the government, and empowering the government without threatening the participative and influenced-role of civil society in decision-making processes.

3.2. Institutional setting

a. Origin / nature, baseline and process up to CSEF: an analytical approach

The Education For All Sierra Leone Coalition - EFASL -was formed in 1999⁸ by 15 founder organizations in order to domesticate the 1990 Jomtien Declaration and later on the 2000 Dakar World Education Forum as well as the 2000 Millenium Declaration Goals, which settled the Dakar Action Framework entitling Coalitions to effective advocacy work to hold their government to account for delivering on Education for All - EFA goals along the lines of the Millennium Declaration Goals - MDG . During the period up to its legal registration in 2004 when it became fully operational and until 2006 the coalitions’ was run by the SLTU whereby its mandate was mainly a teachers union matter, with a very small unit serving the teachers’ agenda mainstream, with funding coming from the Commonwealth Education Fund. In 2006 the coalition was still facing some challenges such as capacity and financial resources inadequacy mainly due to its structural weakness in terms of membership, networking support and advocacy capacity.

However, in 2006 the EFASL Coalition gained its independence⁹ in order to be consistent with its vision and mission towards the EFA goals and consolidated its first Strategic Plan 2006-2009, but yet

⁷ *The Civil Society Landscape in Sierra Leone Understanding Context, Motives and Challenges, Africa Region External Affairs Unit (AFREX), World Bank, 2007.*

⁸ *The CEF clearly states otherwise the creation of the EFASL in November 2011, after the 2000 Dakar Forum but all evidence-based documents consulted agree on the creation of the EFASL in 1999.*

⁹ *Despite the fact that the Coalition is no longer within the SLTU structure and mandate, we have to bear in mind however that the SLTU is still a subset of the EFASL Coalition and a substantial pillar of the governance structure with a critical role in determining the coalition’s agenda regarding teaching issues.*

the coalition had not an inclusive and common education agenda or solid communication strategy on the EFA goals.

In terms of its Governance structure it was already settled (Annual General Meeting / National Executive Committee - Board / National Secretariat / Members of the coalition) but the coalition lacked structural stability due to inadequate financial, technical and logistical resources leading to weak organizational management – a well-planned coordinating and implementing organization – and an ineffective leadership drive¹⁰.

Its structure comprised 2 paid staff: national coordinator and finance officer, both unable to respond to local demands and provide effective assistance and coordination (membership increased significantly with nearly 40 new organizations joining the coalition up to 2009 before the CSEF funding).

Its membership comprised initially few civil society organizations, teacher union, education research institutions, and other actors but with low commitment and profile in terms of active participation. In addition the coalition had not a truly national character in terms of territorial representation within regions and districts (just 2 Districts within the Western Area conceived as subsets of the EFASL at national level), nor an inclusive agenda comprising main sensitivities represented consistent with the overall EFA agenda (youth, special education, gender-focused in terms of agenda and related-organizations underrepresented as opposed to a clear teacher oriented vision).

The main coalition's activities revolved basically around the Global Action Week since there was not a clear political opportunity agenda with the Government or strategic alliances and strong long-lasting synergies with bilateral and multilateral development partners, Local Civil Society Organizations and Networks as well as relevant Education-focused International NGO and other regional and global supporting structures.

The Commonwealth Education Fund¹¹ in 2007¹² was a milestone turning point in gaining leadership and gradual recognition, addressing research and advocacy capacity gaps, focusing on an advocacy agenda with a right-based approach rather than a service-delivery focus as a national civil society coalition and enhance district local creation, development and coordination with the coalition as well as local communities and NGO capacity in research, advocacy and monitoring at local level. This process also led to technical assistance and support from relevant INGO originally being part of CEF management structure, in order to address key administrative and financial gaps. As a result of the CEF programme they started focusing gradually on strategic processes, such as Policy / Budget research and policy/budget advocacy for quality basic education for all in SL by 2015, and Institutional capacity building by strengthening partnerships, locally, nationally and internationally for the attainment of education for all.

The second turning point in terms of the Coalitions' networking capacity was partly initiated in 2009 with the newly appointed national EFASL coordinator as well as the commencement of a new coalition strategy draft (initially 2010-2012 strategy but being then validated in the period 2011-2013) and the late 2009 EFASL Coalitions' proposal submitted to GCE/CSEF as a bridging process with

¹⁰ *During 2010 and 2011 there were not any Annual General Meetings.*

¹¹ *Commonwealth Education Fund: Since 2002 run by Action Aid, Oxfam GB and Save the Children supporting education advocacy work in 16 countries across Africa and Asia. In 2006 and after a Consultation process in 17 african / asian countries resulted in claiming at sustaining the education advocacy work supported by the Commonwealth Education Fund since 2002 by the creation of National Civil Society Education Funds.*

¹² *There is a contradiction with the CEF evaluation since the EFASL coalition states that the funding coming from the CEF started as of 2007 up until 2008 and not as of the period comprising 2005-2008.*

the former CEF programme with technical guidance and support from regional ANCEFA¹³, which contributed to stable partnership with these global and regional education advocacy bodies.

Other strong and recognized local Networks such as the National Accountability Group or the Budget Advocacy Network, together with CEF originally-related INGO such as Action Aid International and Save the Children or IBIS consolidated their alignment to the coalitions' advocacy strategy. And later on Action Aid International and IBIS became active members of the coalitions supporting the coalition's capacity building and organizational institutional development, financial management, programme development and grant seeking processes.

However, the coalition was still coping with two major challenges yet to be fulfilled before the CSEF programme, namely, the coalitions' institutional and social sustainability and its fully formal recognition as a non State actor before International development community and SL Government. This was supposed to be gradually met with the GCE / CSEF programme, aimed at contributing to this goals by establishing a stable funding process through which National Civil Society Coalition could be effectively strengthened, fully operational and thus being able to gain political space and recognition with a clear advocacy road map towards the achievement of the EFA goals in the country.

"It is only after the intervention of the CSEF that Government actually started looking at the coalition to be a serious body".

NEC Board

4. PROCESSES

Note that since some primary processes had already been defined prior to the CSEF funding with the CEF programme, we are about to emphasize mainly the key contribution of CSEF (2009-2011) within the overall process, which encompasses the period comprising 2002-2008 and 2009-2011¹⁴, and including particularly some processes already initiated in 2010 contained in the EFASL Coalition strategic plan 2011-2013.

4.1. Primary process and initial outputs

4.1.1. Capacity Building

Core component within the EFASL coalition based on the situational assessment and baseline already mentioned as well as within the main strategy 2006-2009 of the coalition during the CEF programme, namely, the achievement of institutional capacity building by strengthening partnerships, locally, nationally and internationally for the attainment of education for all.

At this regard, the 2009-2011 CSEF proposal clearly contributed to this overall internal process using different medium and long-term approaches:

¹³ ANCEFA - Africa Network Campaign on Education For All was born in May 19 th 2000 in Abuja and following the acknowledgement of African civil society lack of preparation for contributing effectively and in an organized way to the Education For All (EFA) process.

¹⁴ Note that the CSEF programe has covered 75% of the total external and internal funding support of the EFASL – coalition during 2009-2011.

1. Consultation, feedback and participative approach of the coalitions' members regarding the CSEF proposal and development process up to the point of its submission becoming a consolidated internal process within the organisation.
2. Evidence-based diagnose: Baseline on the state of the coalition and actor mapping in order to address critical gaps regarding women rights, the youth or special education.
3. Process of revising and upgrading its governance, financial and management structure and profile to be able to drive its education advocacy agenda with proper operational bodies, administrative and financial management systems, staff capacity Building plan consistent with the their strategic plan or effective information management systems.
4. Capacity building mechanisms within the coalition in order to effectively engage with education policies and budget at national, regional and district - local level through trainings on coordination skills, advocacy skills, reporting and M&E Systems, on-going technical support and guidance from ANCEFA (regional coordinating management structure within the CSEF programme) and other mentoring partnerships with local INGO being part of the newly created EFASL Technical Committee¹⁵ as well as technical assistance from other evidence-based local Networks like de Budget Advocacy Network – BAN.

.....we provided the technical support to the EFA members in terms of budget allocation, budget analysis and its edition, and EFA as a network will use these support to advocate EFA using their various strategies...”.

Local Network (NEC member)

5. Overall consistent process of consolidating effective representation, governance and coordination mechanisms with all regions and its District Education Networks - DEN down to the School Management Committees. At this particular regard there are significant examples like the series of regional consultative meetings seeking for participation, involvement and common approach with the regions and districts as well as CSO capacity building to undertake advocacy and monitoring of education financing at school and community level with the funding support of Save the Children as well as the technical support of IBIS with the introduction of the Organizational Development Process to the staff and members of the coalitions.

It is also crucial to mention here that the CSEF has helped and contributed to expand the Network and alliance Building of the coalition through specific meetings with key stakeholders in order to establish a common ground and vision for the partnership work as to attain joint objectives, coordination and identifying capacity needs.

4.1.2. Advocacy component

The coalitions' capacity to gradually raise and articulate advocacy demands on Governments' education policy / budget and ally with relevant advocacy members within the Coalition to support and complement the coalitions' capacity and influence regarding issues such as early child education, gender or quality education have been core elements initially developed during the CEF funding since it was clearly focused on the creation and operationalization of an advocacy agenda.

“So like for EFASL our relationship- of course BAN alone can not do it all, so therefore we rely on partners that have national character and what we do is we identify those that are working in

15 Composed of prominent and highly reputed independent development organizations as well as the University of Sierra Leone being also some of them members of the EFASL Coalition's National Executive Committee with an advice and assistance technical mandate / role.

relation to our social sectors like education, health and water and sanitation. So EFASL basically they are strategic partners not full members of BAN but they are strategic partners in terms of education. So whatever issues we want to do in terms of education we allow them to take the lead since they are nationally recognized to be the advocate of Education for All, and then so like in terms of coordination in relation to education budgetary issues EFA took the lead”.

Local Network (NEC member)

“CSEF wanted to see national coalitions being able to advocate on behalf of the country’s educational development, and our national agenda aligned to that of the CSEF”.

NEC Secretariat

At this particular regard, the 2009-2010 CSEF proposal has further contributed to focus the advocacy agenda on expecting to influence the education budget with a final budgetary allocation to 20% by 2010 through a clear advocacy strategy aimed at gaining political space in national budget cycle by lobbying meetings with Finance and Education ministry, parliament and key members of parliament, District Budget Oversight Committee, Working meetings with local councils or mobilization strategies with key education allies and stakeholders.

As a result of this initial process, core demands and messages were stated and further disseminated with a clear eye on transparency and accountability regarding government Budgetary processes at national and district level, capacity Building of all stakeholders in budgetary issues (comprising parliamentary members, DBOC and CSO) and credible research as primary evidence-based material for campaign and lobbying engagements with specific target groups such as National and local government, Civil Society stakeholders in education or the media.

Regarding the 2010-2011 CSEF proposal the EFASL coalition kept on focusing more on tracking Governments’ Governance, Transparency and Accountability mechanisms regarding access and utilization of Universal Primary Education – UPE – funds with specific research aimed at providing evidence on this particular issue leading to subsequent lobbying campaign for increased investment and improved transparency and accountability in education services delivery at district - local level.

In terms of advocacy activities effectively implemented, it is important to identify and describe several key advocacy momentums which broadened up the coalitions’ political space on budget and resource allocation at national and district level contained in their opportunity planner / calendar of events:

- Meetings with the 19 Local Councils to understand their structure, functions, role, achievements, challenges so far (2007-2010) and recommendations on the way forward in the education sector.
- Engagement meetings with DBOC to understand their structure, functions, role, achievements, challenges so far (2007-2010) and recommendations on the way forward in the education sector.
- Engagement Meeting with the Local ministry of Education, Science and Technology and the MTEF Committees on Education and Finance.
- Round table discussion with 32 member parliamentary committee and stakeholders held in July 2010 to be equipped with the necessary advocacy knowledge and analytic skills on the

status of education, the effective advancement on girls education and other education-related issues.

- School monitoring in the Western Urban and Rural addressed to members of the parliamentary committee on education, within the “Keeping girls in School” Campaign.

In terms of advocacy Campaign Agenda there were significant commitment on behalf of Government on financing education as a result of the Global Action Week Celebrations as well as the stakeholders Meeting with the EFASL Coalition on the 2011 budgetary allocation to education – with the funding support of Action Aid International.

4.1.3. Research component

The EFASL coalition has been specially keen in being able to coordinate research studies through consultants from its very inception phase, during the CEF period and particularly over the CSEF project funding, leading to key research and publications such as the Progress Report on Meeting the EFA goals with an emphasis on Adult Education, the EFASL Mapping study of education stakeholders in Sierra Leone, Budget tracking Research into Resource allocation and FTI money in Sierra Leone, The Baseline Situational Assessment of girl Education within the “Keeping girls in school” Campaign, and the Study on resource utilization in the education sector, Investigating the devolution of education in Sierra Leone, or the Assessment on transparency and accountability in school governance.

It is also remarkable the research work conducted and implemented in the Kono District around the Girl Child Education with the funding support of IBIS in the deliberate attempt to reach district and local level with unambiguous evidences.

4.1.4. Training initiatives

In terms of Capacity Building through specific training the CSEF project implementation in Sierra Leone focused on Staff and coalition members training on education financing, advocacy and campaign, a second course on public finance, project management and organizational development targeting coalition members, networks and partners, training of parliamentary committee and other stakeholders in education budget analysis, and finally mention a significant training in education advocacy in Kailahun and Pujehun Districts with the funding support of Save The Children.

It is also worth pointing the EFASL progress on effective coordination with District Education Networks through a more horizontal relation in terms of DEN autonomous decision-making on its capacity needs, criteria for nomination and participation in the coalitions training thus leading to major ownership and capacity building at district level.

4.1.5. Knowledge Management / Learning

The coalition has been particularly keen in keeping documentation, publication and maintenance of database of best practices in updating education for all and the MDGs as well as creating a webpage (in process), using facebook or even offering the coalition as a hub space for its members to be able to access this information when needed. However, it has not been a priority for the coalition as far as the CSEF proposal is concerned.

Despite their 2011-2013 Strategic Plan focusing on knowledge Analysis & Management as one of its 5 key priority areas, it is clearly envisaged as a weakness of the coalition. Access to information both

from Government, state actors, donors or other regional advocacy bodies makes it difficult for the secretariat to provide timely information to its members, which together with the incapacity of the coalition to produce, analyse and process information countrywide constitutes a very key challenge for effective and efficient advocacy work. In conclusion, the problem logic goes two ways: from local to national and from international to national and local levels.

The coalitions future prospect clearly focuses on seeking GCE / ANCEFA support for knowledge management, analysis and information sharing techniques but there is not foreseen to have a comprehensive approach on knowledge and learning sharing as a coalition.

4.2. Financial management

Key component within the coalition and prerequisite / condition for all funding donors in order to grant EFASL Coalition' proposals. At this regard, the National Executive Committee provides oversight of financial disbursement, National coordinator is responsible for budget implementation and the finance officer assists the coalition and reports to donors and auditors.

The finance officer is also assisting the national coordinator as a broader project manager since there is an imbalance proportion of the current structure with the effective implementation of the coalitions strategic plan. In terms of financial management, there is regular assistance coming from CSEF regional secretariat (ANCEFA as a coaching / bridging element between EFASL and the funding manager) and OXFAM (as funding manager) as well as on going strategic partnership with INGO following a financial management manual still in the process of being effectively operational within their finance backup system¹⁶.

As a result of the former process, the EFASL coalition is currently managing funds directly coming from different INGO such as IBIS, Action Aid International, Plan International, UNICEF or even Save The Children UK after asserting the finance management, institutional and operational capacity of the coalition.

"...with the CSEF we are now able to control huge amount of money and donors are now convinced that we can manage their funds because we have the requisite staff and skills to manage such funds".

NEC Board

4.3. Human Resources Management

Due to the already mentioned imbalance between the coalitions current structure and their capacity to effectively implement their 2011-2013 strategic plan, Human resources management as an internal process is envisaged to lag behind as an evidence of weakness and therefore a challenge to be addressed in the future, although there is a draft administrative manual embodying the codes of conduct at the work place, from hiring of a staff member, resignation, termination of services, other contract terms and codes of discipline and recognition yet to be fully internalized and implemented by the coalition. Besides, and in terms of Organizational and Human Resources needs, two major-driven areas are being prioritise: Organizational development and internal strengthening and Capacity building and Knowledge analysis of the coalition staff.

¹⁶ It has to be said however that the finance manual, although being not fully enshrined with proper backup systems, it is currently fully operational within the EFASL Coalition.

At this regard and bearing in mind the Coalition 2011-2013 strategic plan already elaborated in 2010, the staff capacity required and proposed here demands specific expertise in campaign and communication, policy research and documentation office, a programme Officer and an administrative assistant.

4.4. Gender perspective

Although document-based evidences on the coalitions gender-oriented agenda¹⁷, the coalition admits lack of effective expertise and staff focal point within the EFASL structure other than its members in order to make it relevant, consistent with the coalition and fully operational. The primarily focus is on gender presence within governance structure of the coalition rather than gender-oriented agenda.

Just to mention a few capacity-building on gender budgetary issues as well as some research conducted around the issue of gender-sensitive budget and increase access to education for the girl child nation wide.

4.5. Monitoring & Evaluation

EFASL is in process of having an overarching, comprehensive and fully operational M&E framework system (other than the commonly used project-related M&E procedures such as the CSEF plan template) based on the developed Strategic Plan Implementation Matrix and budget to ensure the relevance, efficiency, and effectiveness in project implementation as well as assess progress regarding sustainability, impact and consistency with its strategic plan 2011-2013. Within the future framework, the system includes regular monitoring and evaluation, periodic programme and financial reviews, a robust documentation and communication system and ongoing capacity strengthening strategies as a cross cutting component. In terms of the Framework, the monitoring has defined indicators, verifiable sources, frequency of data collection and overall responsibilities attached to each components of the M&E framework (activity, output, outcome and goal level).

In terms of the Evaluation it is envisaged to be participatory and external on an annual basis review. At this particular regard, IBIS and Action Aid are currently assisting the coalition on this issue through technical support on procedures, templates and training when needed.

However, it is important to note here two example of a consolidated operational internal process of the EFASL coalition:

1. The M&E plan regarding the Secretariat work including measures such as regular two-ways feedback by coordinating activities with EFASL Secretariat and membership, periodic follow-up visits by to project areas, progress report reception and validation, participation in selected activities, Monitoring and debriefing meetings on a quarterly basis, interaction with the board chair for regular update quarterly, and a midterm evaluation and external final Evaluation.

2. A sort of joint EFASL Secretariat - DEN coordination monitoring plan already stated during the CEF programme to effectively monitor and engage these regional networks on campaign and advocacy issues, comprising registration of DEN with the national EFA coalition, DEN identify issues or campaigns in their localities and feed back into EFA for harmonised action, periodic national

¹⁷ Evidence-based documents on gender such as the Study on the Girl Child Education Support Fund in the Kono District, advocacy in gender-related violence issues in schools (Stop Violence Against Girls) and other Campaigns and advocacy together with the local Gender and Women local organizations and networks are proved to be crucial. However, a more gender focused agenda or even within the EFASL Coalition is advisable.

meetings and review of programmes or activities, regular updating on activity plan on both sides, organising dialogue forums, peer review and reflection processes, training to build the capacity of networks, invitation of networks to national project planning by EFASL coalition as to avoid duplication and open room for dialogue between the coalition and networks and sharing of reports.

4.6. Communication (internal & external)

Apart from constant power blackouts as a structural hindering factor leading to an unstable working environment, coalition uses on a daily basis both hard and soft copies to manage its information, but commonly relying on soft copies since most documents shared both received or delivered are provided in soft copies, but however the coalitions claims the urgent need to have a solid backup system.

Besides, the coalition does not either have an institutionalized online or off line supporter list to ensure efficient networking with its partners and other coalitions around the world having in mind the developing of a webpage as a window of opportunity to showcase the coalitions' work, successes and challenges as well as network, knowledge sharing and learning.

In terms of expected outcome in internal communication the coalition is currently developing coordination and communication channels to ensure information flow between districts, regions, the national secretariat and the executive committee.

4.7. Regional Coordination

As already said and stated, EFASL coalition is currently benefiting from a long-awaited sustained strategic partnership across local, regional, national, supranational / regional and international levels as well as reliable and sustained funding sources. With the CSEF funding and the CSEF regional secretariat, the coalition could make ends meet: a regional advocacy body endorsed with a technical assistance role – ANCEFA – and a regional funding structure, managed by OXFAM.

The different evidence-based documents and interviews held with ANCEFA and the EFASL Secretariat show strong commitment on both sides regarding reporting deadlines, annual regional officials visit, regional training initiatives with ANCEFA and further financial assistance.

However, the EFASL coalition is in need of further advocacy work in regional workshops other than the ones related to the GCE/ANCEFA as well as major interaction and influence in global advocacy and lobbying initiatives other than the 2010 GAW on "Education Financing. Advocacy Campaign in Sierra Leone" such as the policy forum on 1 GOAL campaign which was held as a key momentum with greater impact within the 2010 GAW.

5. RESULTS: Outputs / Outcomes

5.1. Theory of Change¹⁸

5.1.1. What changes were made as a result of the CSEF project and why ?

From the report and data available, the following Theory of Change Scheme show EFASL expectations of results from the CSEF at national level and government key related-assumptions, it is

¹⁸ *Theory of change is an individual, group of individuals, or organization's belief about how to positively change conditions or behaviours. It is based on assumptions about what is needed to make these changes. Sound theory should be based on experiences and logical judgments about what works.*

more a framework diagnosis based on the CSEF proposal rather than a thorough attempt to explain what changes were actually made and why, for which a more in-depth analysis might be done.

However, in order to understand this project (conceptually conceived as Advocacy Networks), as well as donors' effective contribution and alignment to the former, this logical causal framework is complemented with an overarching major ultimate goal, since the CSEF is supposed to attain its mid-term objectives through the strengthening of national civil society coalitions (see yellow legend mark) but with two *a priori* substantive assumptions:

- 1) The GCE/CSEF is a key contributing actor, since is aligned with the long-term goal here developed (see ToC attached below) with a triple nature / role: key changing and transformative agent (regional advocacy network through UNCEFA), technical assistance regional body for national advocacy coalitions, and third, as a funding support-structure.
- 2) The CSEF is part of the process but is not the process itself since the CSEF proposal here developed – strategies – is more project implementation-based than totally-aligned strategy with the EFASL coalition mainstream strategy in terms of sustained institutional and financial effects consistent with their capacity gap assessment needs.

2009-2011 CSEF programme scope in SL– causal attribution Framework (ToC)				GCE / CSEF contribution PROCESS to long term impact	
PROBLEM	STRATEGIES	ASSUMPTIONS	MID-Term GOAL	ASSUMPTIONS	LONG-term GOAL
<p>Governments absorption incapacity regarding decentralised UPE Budget allocation</p> <p>Governments' lack of transparency and accountability in budgetary procedures</p>	<p>Year 2:</p> <p>1. Provide evidences of effective UPE utilization</p> <p>2. Advocacy campaign on transparency and accountability in education service delivery at local level with School Management Committees</p> <p>3. Membership capacity building on advocacy and monitoring</p> <p>4. EFASL internal M&E and audit</p>	<p>- Awareness raising leads to multiple action and influences political and institutional changes</p> <p>- Evidences influence decision-making processes and behaviours</p> <p>- Capacity Building empowers for effective national and local advocacy and monitoring</p>	<p>Improved Access to UPE and effective UPE Budget Utilisation</p>	<p>- Donor community and CSO consolidate strategic partnership and common political strategy vis-à-vis Government</p> <p>- Favourable Political environment conducive to policy reforms, transparency and accountability / capacity development plan fully operational</p>	<p>EFASL contributes towards the attainment of governments' commitment / towards the EFA goals in Sierra Leone</p>
Contribution of CSEF to EFASL Coalition objectives, mission and vision (met)					
<p>Education Budget does not meet the EFA goals / performance indicators</p>	<p>Year 1</p> <p>1. Budget tracking research on resource allocation</p> <p>2. Evidence Dissemination strategy and validation</p>	<p>Evidences and research form the basis of advocacy and campaign</p>	<p>Equitable resource allocation across key areas within the education sector</p>	<p>Sierra Leonean population are aware of the education status at national / local level and influence Govern. Decisions</p>	<p>EFASL contributes towards the attainment of the EFA goals in Sierra Leone</p>
<p>Education Budget does not meet the EFA goals / Sierra Leone education needs</p>	<p>Year 1.</p> <p>Lobbying meetings with policy decision-making actors at national and local level</p> <p>2. Mobilization rally with stakeholders – CSO – Gov – Dev. Partners</p>	<p>Political space and recognition influences behaviours and changes in decision-making</p>	<p>Increased 2010 Nat. budgetary allocation to 20%</p>	<p>Donor community, INGO, Global Regional advocacy bodies and CSO consolidate strategic partnership and influence education decision-making</p>	
<p>EFASL coalition not recognized as a non state</p>	<p>Year 1.</p> <p>Meetings with members / allies</p>	<p>Key stakeholders synergies influence political</p>	<p>Improved and extended political space for dialogue</p>	<p>Donor community, INGO, Global Regional</p>	

actor with political voice	2. Research / Advocacy material developed 3. Political opportunity plan 4. Media engagement	<i>environment</i> <i>Capacity building and an effective use of resources (human, technical, knowledge and methodological) enhances the credibility of CSOs</i>	<i>(GCE/CSEF key strategic goal – primary process)</i>	<i>advocacy bodies and CSO consolidate strategic partnership and influence education agenda</i>
EFASL coalition without a national character and a strong advocacy voice	Year 1. EFASL Baseline / Actor mapping 2. EFASL Capacity Building 3. Stable Governance / management EFASL structure	<i>EFASL consolidates as 1 strong national advocacy voice may lead to social legitimacy and recognition</i>	EFASL internal and policy / Budget advocacy capacity strengthened and gradually sustained <i>(GCE/CSEF key strategic goal – primary process)</i>	<i>EFASL becomes an effective, independent and sustained social transformative and behavioral change agent in SL</i>

5.1.2. Box: EFASL’ expectations on CSEF is about to bring about their effects ?

Generally speaking and from an implementation-oriented vision, the EFASL coalition has well adapted its work and mission to the CSEF governance architecture, management structure, mandate¹⁹, and complied with the quality assurance requirements and strict reporting deadlines of the CSEF whereby the day-to-day operations of the CSEF in Africa are devolved to a Regional Secretariat (ANCEFA), a regional Fund Manager (Oxfam GB West Africa Regional Management Centre) and a regional Funding Committee.

The EFASL coalition’ understanding of the CSEF rationale has had a project-based approach, since the grant received covered 2 annual phases and was allocated to some key strategic areas such as the strengthening of the Coalition policy engagement, increasing CSO engagement and tracking resources in the education for evidence advocacy and campaign.

In terms of funding transfer and budget allocation, it is important to assess the transfer flow in order to understand management and operational issues as well as their consistency with the overall 2011-2013 strategic plan of the EFASL coalition.

During Year 1 EFASL Coalition received the sum of USD \$ 36,922.00 in November 2009 as first disbursement at a rate of SLL. 3,500.00, making the total sum of SLL. 129, 227, 000,00 received (one

¹⁹ CSEF **Mandate:**

Regional Secretariat: oversees administrative functions, and supports grantee coalitions in their work and organizational development; has a reserved seat on the Funding Committee.

Regional Fund Manager: manages the disbursement of grants and oversees financial reporting by grantees; has a reserved seat on the Funding Committee.

Regional Funding Committee: makes all decisions regarding the allocation of grants to national coalitions, subject to eligibility criteria agreed with GCE and the overall agreed budget ceiling.

hundred and twenty nine million two hundred and twenty seven thousand Leones). In the second disbursement, March 2010 EFASL received the sum of USD \$ 31,980.00 at a rate of SLL. 3,500.00 making the total sum of SLL. 111,930,000.00 (one hundred and eleven million, nine hundred and thirty thousand Leones). The final disbursement for the project was made in July 2010 with a sum of USD 19,980.00 at an exchange rate of SLL 3, 650.00 making the total sum of SLL. 72,927,000.00 (seventy two million, nine hundred twenty seven thousand Leones).

In terms of expenditure analysis of Year 1, 57% was spent on program cost (included are 2% on governance, membership and capacity building, 8% on CSEF establishment, 30% on advocacy and campaign, 14% on research and media publication and 3% spent on monitoring of program). Thirdly, in the area of technical and institutional support 38% was spent for staff training (provided either internally and externally) and finally, 5% of the fund not utilized at the end of the reporting period was committed to activities for the commencement of the next phase/schedule.

During Year 2, EFA-SL received USD \$ 25,980.00 in the first disbursement at a rate of 1USD to 3,500 SLL making the first amount received at SLL. 90,930,000.00 (ninety million nine hundred and thirty thousand Leones). In the second disbursement, EFASL received USD \$ 14,990.00 of 1USD to SLL. 3500.00, making the second amount received with a total sum of SLL. 52,465,500.00. The final disbursement/transfer received was USD \$ 19,102.00 making the sum of SLL. 66,857,000.00.

Of the funds regarding Year 2, 47% was spent on Program Costs related (of which 14% was on Governance, membership and capacity building, 6% on CSEF establishment, 13% on advocacy, lobby and campaign, 12% on research and media publication and 1% on monitoring), In the area of technical and institutional support, 41% was spent for staff training (provided either internally and externally). Finally, 10% of the fund not utilized at the end of the reporting period was committed for approved activities as a result of delay in fund disbursement.

In terms of the EFASL expectations these have been met to a certain extent since it was understood that ANCEFA and OXFAM' would "*de facto*" operate in accordance with their mandate, being ANCEFA's role to oversee and ensure the coalitions' quality administrative and financial function in order to meet GCE requirements as well as providing technical assistance and feedback on their organizational development and daily management work. OXFAM' regional manager has also developed his mandate in terms of managing the disbursement of grants and overseeing financial reporting of the EFASL coalition.

However, in the CSEF life span it is important to just mention some strategic, conceptual, operational and logistic key issues as critical aspects likely to be addressed which may have surely hindered and thus affected the effective implementation of the project compared to the initial understanding and expectation of the CSEF project:

1. CSEF originally expected to cover a 3 year-funding process turned out to be a 2 year programme with annual-based project funding, which weakened expectations on expanding EFASL work and capacity development plan based on further extension of CSEF grant.
2. Delays in funding flow and transfer but yet tight deadlines to be met have affected planning, effective coordination and implementation at national, regional and local levels in terms of meeting the reporting deadlines.
3. The process initiated on the creation of a National CSEF as a pillar component of the CSEF has led to an on - going extensive and intensive literature and debate either at global, regional and

national levels which also affected the 2 year proposal as well as the 2011-2013 strategic plan of the EFASL coalition in terms of how to cope with such dual-body scenario in terms of the coexistence, nature, added-value and comparative role of such bodies as sustained funding mechanisms.

4. Providing timely and significant feedback at regional level on broader issues regarding national and regional concerns on organizational, methodological, knowledge and information sharing mechanisms or communication issues²⁰ contained in the CSEF reporting mechanisms.

5.1.3. How does EFASL frame diagnosis and strategy of education – related issues in the country

The EFASL coalition has conducted since its inception several situational assessments, mapping exercises and progress reports in order to assess basically the baseline of who is who in the education Sierra Leonean context, the local mapping of CSO working in education or the EFA progress status in the country.

Critical education issues are not manufactured at the coalition secretariat but involve the district networks in the selection of pressing education issues peculiar to the district or issues that have a national character. To do this coalition secretariat calls a consultative and planning meeting of its networks and members who present district network plans in which issues, specific objective, strategies and activities are set for implementation. Out of this plan from the district the coalition selects and design study, research work for evidence-based advocacy.

The coalition uses as well the services of consultants to conduct EFASL studies, surveys and research an academic and professional touch (for data analysis purposes mainly). Consultancies include in their methodology training of enumerators / data collectors largely removed from the coalition membership and network in order to increase their capacity in the process and major ownership of the project.

This process has led to a rather holistic understanding of the state of education in the country in terms of policy, budget, governance, accountability, transparency and decision-making process road map at national and district level and their governance structure and coordination bodies / instruments. It has also been conducive to a thorough analysis of the main stakeholders, education-related actors, interests, influence-capacity and risks involved which has resulted in a strategy as a coalition. At this regard, relevant research studies have been conducted lately on the following issues:

1. Situational assessment of girls' education.
2. Effective resource utilization in the education sector & procurement in the education sector.
3. Transition of girl child from primary to junior secondary school.
4. The teacher management system in Sierra Leone- the teaching service commission.
5. Girls education movement survey.
6. Girl child education support fund monitoring at national level.
7. Status of EFA implementation and adult literacy in Sierra Leone.
8. Baseline study on school subsidy allocation and utilization.
9. Study on education decentralization in Sierra Leone - devolution of basic education responsibilities to the local council.
10. Mapping survey of education stakeholders in Sierra Leone.

20 Its is important also to assess the response capacity of the regional structure given the huge regional portfolio they are currently managing

The different advocacy proposals analysed so far (covering also 2011 and 2012 proposals) generally show consistency in formulation, deep knowledge of education issues with a clear context setting, rationale, and work plan as well as an advocacy strategy with core messages, well coordinated political opportunity calendar as well as key strategic partnership and alliance momentum likely to influence change in the political environment.

5.2. Main outputs²¹

At this particular point and since primary processes already depicted led to important CSEF- related outputs already mentioned, this part would try only to complement the vision with some core relevant processes and related-outputs.

EFASL Strategic Plan 2011-2013

Important to assess the valuable work of the EFASL Coalition with the process already initiated in late 2009²² leading to a final 2011-2013 Strategic Plan document which contains a 3-year strategy as well as a M&E overall framework and a capacity development plan in order to fully achieve the strategy with the appropriate human, technical and methodological inputs / assets.

It is important to mention here for the sake of consistency that both the EFASL Strategic Plan 2011-2013 and the CSEF were clearly aligned in terms of its main core areas (Advocacy and Campaign, Networking and coalition building, Knowledge analysis and Management, Organizational Development and Internal strengthening, Resource mobilization, and Monitoring and Evaluation).

However, and due to obvious so called “management, financial and operational gaps”, it is being partly followed and implemented since donor alignment with such strategic framework is not compatible with current funding mechanisms based on a 1-year project / activity-based approach and thus pose a threat to the performance and sustainability of the strategy.

5.3. Key “intermediate”²³ Results: EFASL intermediate results vis-à-vis membership and coalitions funding stakeholders.

- **EFASL governance structure and leadership strengthened** in order to be gradually more consistent with the comprehensive EFA agenda.
- **EFASL coalition capacity Building at national and local level improved and reinforced**, given the different performance indicators and evidences on training courses delivered as well as EFASL members effectively trained.

“Trainings that we have benefited through the CSEF, in policy analysis and the like has built some capacities in us, for example to address policy issues on the girl child on school fees, promotion for teachers, teacher’s absorption and delivery”.

²¹ See also “primary processes” as to identify some initial outputs.

²² Draft reviewed by a collaborative and proactive team of partners in 2010 -Action Aid, World Vision and Save the and member representatives of the coalition.

²³ “Intermediate” results is conceived to be appropriate with such nature of project – advocacy network - , since primary processes and outputs leading to major results and substantive impact are a long on-going process much broader than this project and thus yet to be fully accomplished in the long run.

NEC Secretariat

"Today you can discover that the Networks all by themselves articulate issues and at the same time advocate independently in their own respective regions / Districts just because the kind of training delivered".

NEC Secretariat

- **Research and Advocacy Capacity at national and local level improved**, according to the indicators and verifiable evidences on research, surveys, advocacy campaigns and budget tracking and public expenditure work conducted.

"We have a position that you don't advocate on issues you don't have fact about so because we have facts, we say right things even if they are contested but we stand by them because we know we have the facts that that we discovered".

NEC Secretariat

- **EFASL internal Network and coordination / implementation mechanisms improved and strengthened** given the results indicators in terms of ownership, joint advocacy and monitoring capacity at district level (Moyamba district as an evidence of such work).

"Interestingly, we are the only youth lead organization in the coalition. And we have been able to represent people as far as that level. We have also been able to bring out issues affecting young people, when it comes to education so EFA itself can put it part of whatever they are doing in their campaign, because we believe even though we are advocating but these kind of structures like education for all coalition are bigger structures wherein we think they were able to take the attention of young people and they too can take this campaign to policy stakeholders and they can see the change".

Local Network (NEC member)

"... you know in Sierra Leone networks are networks. EFASL is also a part of the Sierra Leone girls network. So the coalition is represented there. And when they are there at that level FAWE co-chair with the Ministry of Education. So we sit together around the table and we discuss what the agenda of girls education country wide should be ".

Local Network (NEC member)

"At district level while government is paying attention to girl child education, we are trying to make the education budget gender sensitive. That is one of our advocacy drive, because if council could make the budget allocation gender sensitive then we would address the problems of the girls".

DEN

"We at the budget we have been engaging the central government to monitor how the finances are being spent. Together with EFASL we are monitoring procurement procedures in this district, how schools are being built if they are using the proper materials for the structure, if the teaching and learning materials are reaching the appropriate schools, and also how the head teachers are utilizing the school subsidies. Presently we are monitoring schools just because schools are now close, we

make head counts, some head teachers made false statements. Some will say they have 300 pupils when you go there you meet 90-100...”.

DEN

“At times the monitoring methodology is very good. At the beginning council will just say we have done this and that in the district, but when you go there it is just a ghost by the implementation of the DBOC, we will go on spot check, ask the community people, interview them make a record and then we come and interview the procurement officer at the council. We ask the chief administrator this is what the community people have said what is your own view. We record also the chief administrator’s voice and then we compare. We make our findings and then send it to the national level”.

DEN

- **EFASL partnership broadened up**, given the number of agreement collaboration with INGO’s as a result of their commitment with the institutional capacity building process of the EFASL coalition.

“We support their strategy; we have a common objective that is why we are like partners. We believe in what they believe in as well, the Millennium Development Goal (MDG), the JOMTIEN Declaration, and we support Education for All. We have been supporting projects that work on governance, and accountability issues on education sector at all levels”

INGO (NEC member)

“First of all their networks (EFASL) at local level are not strong, some areas don’t have networks. So they needed to be strengthened. They needed to establish networks in some areas. So when once these gaps were identified based on their strategies - they wrote proposals, concepts - we supported them”.

INGO (NEC member)

“In terms of EFASL supporting National Education Agenda, the advocacy components of our national agenda or the areas where government is falling short in terms of providing rights to education, the coalition has been at hand in terms of reminding our parliamentarians in office to actually leave their comfort of parliament to reach out the school communities and see for themselves”.

INGO (NEC member)

- **Quasi-Comprehensive national character of the EFASL coalition at district level accomplished**, given the current figures on EFASL membership regarding local organizations / DEN coverage.
- **EFASL Financial Management Capacity developed**, regarding the different performance indicators and evidence-based documents on financial management and reporting capacity as well as audit statements.

5.4. Recognition

- **EFASL’ recognition expanded as a strong legitimate actor by their membership and strategic partners actor**, given the number of members (nearly 100) recognising the role and impact of the EFASL with evidence-based documents and sources showing the results of the EFASL

coalition either raising awareness, representing the membership or with bilateral strategic advocacy at district level on specific education issues.

“We have a whole column that comes out twice a week that talk about education. Even now that we have examinations ongoing, Standard Times continue to report on the preparation and the issues within the education sector. So we place value on the educational sector in Sierra Leone”

Media Organization (NEC member)

“From Civil Society aspect we have been able to understand that most donor agencies that are coming, they are not coming here to do us a favour. They are just here to help. In developing our country, it lies in our hands. These are some of the things I have been able to understand over the years while working with Civil Society. Working with Civil Society as a media person, you build your strength, you build your capacity. It empowers you also.”

Media Organization (NEC member)

“So that is a challenge. I think Education for All is where we have to involve the media, sometimes they have to be given training for media guys to understand these issues, not only for reporters but also for editors. In Sierra Leone all the media houses have their agenda. The ownership of media in Sierra Leone is a very big challenge”

Media Organization (NEC member)

- **EFASL’ recognition expanded as a non state actor with political space in decision-making processes**, according to the indicators and evidences on the presence, participation in the Education Local Group – LEG, education review process, influence and impact of the EFASL in decision-making processes regarding education budget, budget equitable allocation, or budget expenditure and sound budget utilization at district level.

“For the past four years this is the only Ministry that has Annual Education review and EFASL Coalition has been invited to attend the Annual Education review, and he has been attending or taking part in the review, so he is benefiting because if there is a review nothing is hidden everything is revealed about the challenges, the successes in the Ministry of Education and inviting him to attend the annual Review which is not carried out by any other Ministry that is a plus for the Ministry of Education, he is in a position to know most of our achievements and our problems in the Ministry”

Policy decision-maker

“By the girl child education support fund we did pilot study and we presented that to the Anti Corruption Commission. The result was that the commissioners did trust in these areas to see that there is sanity. When that happened, we saw most of the utilization of the girl child support fund being put into good use. Good practices started showing in the area just because the noise, we caused the intervention of the Anti Corruption Commission. So is like the more space we get as a result of civil society support makes the coalition to ask government to improve on its accountability”

NEC Secretariat

“And also again for the first time in the country the Minister of Finance has recognized in the national budget speech the role Civil Society played in the budgetary process. If you take our budget speech for 2012 you will see that clearly wherein they acknowledge the role of the non state actor, in terms of improving public scrutiny in the use of resources”.

Local Network (NEC member)

“...this year Cobinah (EFASL national coordinator) and I had this training for members of parliament. We had this with UNICEF - you can ask him - he presented a paper on statistics and he did a very good job. Is like these people never knew about these things. So this should be our role always. They have very good statistical data, bring it to the forefront and – we should always be engaging them, because we know what we want them to see...”.

Local Network (NEC member)

5.5. Substantive intermediate impact

As already stated and developed in this report, we are about to identify key substantive intermediate impacts using a contribution framework approach since advocacy networks can not isolate and establish causal linear attributions only to the CSEF project at this particular regard. On the other hand the impacts envisaged so far are also regarded as processes leading to the ultimate goal which is the achievement of the EFA goals in the country, so we can only claim to identify substantive “intermediate” impact as contributing factors.

- **2010 Education Budget allocation increased reaching 20%** as a result of the EFASL’ influence and contribution through mobilization campaign, media engagement, research and advocacy work and political influence and recognition based on its core evidence-based documents and verifiable indicators.
- **Policy revision / reform on Sierra Leone 1995 Education Policy, Early Childhood care, Girl Child education, quality education and education financing policies.**

“Policies have changed. For example Financing education policy has changed in handling disability issues in Sierra Leone, policy has changed in handling Girl Child education and their support”.

NEC Secretariat

- **Policy decentralization process enhanced** devolving functions to Local Councils, improving service delivery, transparency and accountability and **ensuring local community participation and influence on issues such as free primary education, Girl Child Education, enactment of the disability Act, or review of the Sierra Leone audit.**

“Another achievement is that the school management committees have now taken ownership of schools rather than waiting for government to do everything due to our advocacy roles. We orientated them that they have the schools in terms of decision- making, building structures, and even purchasing certain school materials....”.

DEN

“Also we have established what we call complaint mechanism for those Human Rights violation against girls, they make referrals. Some communities have also established “bye –laws” on the violations against girls. Also solidarity clubs are being established manned by boys, as a kind of solidarity team to coach and mentor their colleague girls not to fall on the way in terms of teenage pregnancy or go into lives that could have adverse effect. These clubs have been established in some schools now. They do schools and community visitation, raising awareness on the girl child education. And also we have the existence of children’s model...”.

DEN

“...people are now sending their children to school. It is compulsory as long as the child is of school going age; you don’t leave him/her at home it is a problem. People are sending their children to school because of the education, the sensitization and the focus group meetings we had at those communities. The enrolment of the girl child in school is high and we are seeing girls improving in public exam”.

DEN

- **EFASL involvement and participation in budget-related Governance and Oversight Instruments / bodies** such as the Education Sector Review Plan, the Gbamanja Commission on education reform, Integrated Public Financial Management Reform Project (IPFMRP), Teacher Service Commission review process, Anti Corruption Commission, the District Budget Oversight Committee.
- **EFASL Coalition capacity to influence Education and Finance parliamentarians’** perception through evidence-based facts, monitoring visits, observation and appropriate awareness training on Education issues.

“...for example, with the education sector review plan, EFA coalition was part of that committee. And also other sub committees at Ministry level where the EFA is involved with setting up some agenda, designing plan for community sensitization on behalf of the Ministry and all the rest of it. So we are now being involved, we participate a lot in government and other non state actors when it comes to implementing education advocacy plan. Then with Commissions, we are designing plans with Anti Corruption Commission for us to be part of the Commission’s membership when it comes to look into transparency and accountability thing, so we are trying to develop a memorandum of understanding between EFASL and the Commission”.

NEC Secretariat

“.....and also with the enactment of the Teachers Service Commission we contributed a lot. We played a part in the production of that document: the Teachers Code of Conduct”.

NEC Board

“...like for example the Anti Corruption Commission set up by government is working in line with civil society groups to monitor activities undertaken by Ministries, department and agencies. And that group formed by the Commission is called Civil Society Monitoring Group..”.

5.6. Key Challenges

- **EFASL data information and Knowledge sharing / communication / learning with appropriate backup systems.**
- **EFASL' final revision of its governance structure and mandate of National Executive Committee members²⁴.**
- **Donor and stakeholders alignment' to the EFASL strategy in order to ensure institutional capacity as well as social, political and financial sustainability.**

“Another challenge would be supporting the strategy of EFASL. The strategy that has been developed is a good one, quite focused, contemporary, quite comprehensive and we need to also help the coalition or the coalition also needs to shout whether in the region or to the global body to be able to finance their strategies...”.

INGO

“We have come a long way in building bridges, in working a long distance to the point where we think we can build on the gains we have made in the past, but if we don't develop in their organizational development we tend to allow those gains to wane. That is why I think the efforts of the Global Campaign for Education in providing the CSEF for the coalition should be a lifelong issue rather than a project specific intervention. Otherwise it will come to a time when you come back here in Sierra Leone five years down the line after this grant has ceased, you won't find issues like this remaining because these are challenging contexts, poverty-stricken contexts. These are contexts that oppose to civilized values, if you like, but if we sustain them in our advocacy intervention definitely we will come to a stage where we will all say: yes, we have done it”.

INGO

6. CONCLUSIONS

6.1. Main findings (based on extensive literature reviewed, interviews conducted and observation)

- Organizational, capacity Development and internal strengthening reveals to be prior and thus a foundation pillar for the effective attainment of other key strategic areas such as Advocacy & Campaigning, Networking & Coalition Building, knowledge Analysis & Management, Organizational Development & Internal Strengthening.

- Advocacy Networks provide evidences as to gain support, alliances and influence sustained policy and budget change, but political environment processes involved are long, dynamic and evolving

²⁴ Process yet to be discussed during the 2012 Annual General Meeting through electioneering

through time. With such volatile context, advocacy strategies need long sustained appropriate funding mechanisms in order to gain and consolidate political space and influence changes.

- Political recognition and influence vis-à-vis the Government needs strong alignment and strategic and sustained partnership with Key donors and stakeholders in order to gain presence and visibility at local, regional, national, supra-national and international level.

- Research has repeatedly proved to be crucial in attaining substantive results with a multiplying effect since social mobilization, media engagement and awareness raising based upon facts and evidences are far more effective at local level.

- Media engagement towards education has proved to be key in disseminating research, raise awareness and advocate for the EFA goals and further involve other relevant local media and therefore generating social conscience and political awareness.

- Political Decentralization in decision-making at district level and District capacity building in research, advocacy and monitoring has proved to be paramount in order to raise awareness and influence political space.

- EFASL's financial portfolio has depended basically on CSEF funding (including the current bridging fund with Australian Aid) since 2010, yet without a proper stable fundraising and Resource Mobilization Strategy to address this issue accordingly.

- There is inconsistency between EFASL current staff capacity and the due implementation of its Strategic Plan, being a major risk factor the lack of proper human, technical, logistical, operational and methodological resources to respond to its strategic and M&E framework and meet expectations²⁵.

- Substantive Gender mainstreaming constitutes a serious gap and challenge to be properly addressed in the EFASL coalition.

- Human-Rights Based mainstream lacks proper approach as cross-cutting the Education portfolio in terms of analysis and subsequent assessments and core messages leading to the advocacy work of the EFASL coalition.

- Strong operational structure, Internal cohesion, common vision and comprehensive agenda with a focused message and road map, political opportunity calendar and key multi-level partnership are some critical enabling factors to attain sustained advocacy influence.

6.2. Discussion: Has the coalition used the CSEF effectively? Can the initiative be considered 'successful'? Why? What did work for whom under what circumstances?²⁶

As continuously said and stated, and regarding the "triple nature" of CSEF Regional Secretariat, it makes it difficult to assess and evaluate components such as "effectiveness" and "successful" with an unambiguous final statement given the limitations and constraints already mentioned in the introduction. Moreover, the EFASL is an advocacy Network "in progress" in terms of results and sustained impact achieved so far.

²⁵ In this view, the EFA SL Coalition is envisaged to consolidate a rather stable staff structure with the appointment of a Project Officer as well as annual internship with university volunteers coming from Europe by September 2012

²⁶ See also "Box: EFASL' expectations on CSEF is about to bring about their effects ? as to complement this question.

In addition to this, the construction and validation of the theory of change with appropriate participatory methodologies has not been possible, so the added value here would just further contribute to the discussion and debate made by either CSEF and EFASL staff during the field work²⁷ as well as the (re)construction of the Theory of Change.

Box: Key issues raised during interviews with ANCEFA Secretariat and EFASL Coalition

EFASL: Consistent and effective technical assistance and guidance during design, formulation and submission of proposal on behalf of ANCEFA.

EFASL: Coordination and reporting mechanisms well established and implemented throughout the CSEF project.

EFASL: Annual technical visits (CSEF Secretariat – ANCEFA) to Sierra Leone but few regional training.

EFASL: Late financial disbursement resulted in serious organizational, logistical and operational constraints affecting the normal implementation of the project as initially expected.

EFASL: In terms of activities, outputs and outcomes, high level of accomplishment of performance and result indicators in terms of capacity building in research, advocacy, financial management, national character of the coalition, and political space and influence gained.

EFASL: Some intermediate results achieved (as mentioned above) but still structural capacity gaps within the coalition to be addressed.

EFASL: Need to promote a more regional approach in terms of knowledge management, resource mobilization, advocacy agenda, communication strategy etc...

CSEF Secretariat - ANCEFA: Well – based and solid governance and management structure, with clear portfolio and mandates.

CSEF Secretariat - ANCEFA: Important to have a regional baseline / regional overview of NEC as to identify trends, key components, gaps or challenges (nature, profiles, progression in operational issues, funding resources and political constraints / risks, international development position,..).

CSEF Secretariat – ANCEFA – Main results achieved

- Main initial constraint: CSEF had no initial baseline so it has been difficult benchmark accordingly.
- Contributed to CSO participation and recognition as a non-state actors in regional forums thus having increased political influence as a voice to be heard.
- Increased knowledge sharing and data as a regional network.
- Increased regional training (education financing,..).
- Attracted regional donors to come on board (OSISA,..).
- Contributed to political recognition and influence at national level.

CSEF implementation in Sierra Leone

- Major result: DEN created, empowered and operational in the country (9 out of 14

²⁷ Due to power constraints in Sierra Leone, Conference calls with CSEF staff were done while conducting the Evaluation of the CSEF implementation in Malawi. Regarding the EFASL Workshop it was not recorded since it was agreed to be more internal.

Districts in 2011).

CSEF Secretariat – ANCEFA – Opportunities / Challenges

- Sustained results and impact need time.
- Capacity building is also volatile since staff come and go.
- Resource mobilization strategy and financial sustainability is crucial.
- Need to keep on supporting national coalitions at early stages of internal cohesion, representativeness, institutional and operational capacity as to broaden political space and influence and gradually become recognized as non state actors for the Government.
- Need for a CSEF capacity assessment on what they can effectively deliver as to manage and address coalitions expectations.
- Come to a final strategy-approach regarding the debate on National Civil Society Education Funds.
- Advocacy structures / processes and sustained impact need appropriate frameworks and funding mechanisms.

However, and coming to the national level and reproducing literally what it's been already said, there were critical issues and thus challenges yet to be properly / urgently addressed in the near future:

1. CSEF originally expected to cover a 3 year- funding process turned out to be a 2 year programme with annual-based project funding, which weakened expectations on expanding EFASL work and capacity development plan based on further extension of CSEF grant.
2. Delays in funding flow and transfer but yet tight deadlines to be met have affected planning, effective coordination and implementation at national, regional and local levels in terms of meeting the reporting deadlines.
3. The process initiated on the creation of a National CSEF as a pillar component of the CSEF has led to an ongoing, extensive and intensive literature and debate either at global, regional and national levels which also affected the 2 year proposal as well as the 2011-2013 strategic plan of the EFASL coalition in terms of how to cope with such dual-body scenario in terms of the coexistence, nature, added-value and comparative role of such bodies as sustained funding mechanisms.

“We all at the initial stage look at the idea and it was good, but we were like challenged with upholding parallel bodies running advocacy activities. Because all we needed initially was a coalition highly capacitated to implement advocacy activities that would bring change in education, and that we are gradually achieving. So the national Civil Society Education Fund, we questioned it a lot because how is it going to be functional ? How should it operate alongside the national coalitions ?”.

NEC Secretariat

4. Providing timely and significant feedback at regional level on broader issues regarding national and regional concerns on organizational, methodological, knowledge and information sharing or communication issues contained in the CSEF reporting mechanisms.

7. General Recommendations

- Need for an appropriate knowledge management mechanisms in order to move towards members' ownership and complement capacity-building processes.

- Need for adequate funding mechanisms aligned with the coalitions’ strategy rather than an activity or Project-based approach in the view of institutional and social sustainability.
- Have a common approach on behalf of the donor community towards CSO and Networks, specially focusing on financial issues and advocacy issues and stakeholders position & vision on that.
- Need for a sustainability plan with a fundraising and resource mobilization component as part of their exit strategy paper regarding the future of NEC.
- Revisit and further debate on the process of creation of national civil society and the different alternative / scenarios already envisaged and debated.
- Evaluate nature / profiles / stage processes of National civil society coalitions in order to identify ensure CSEF relevance, efficiency and effectiveness.
- Strengthen EFASL structure in order to meet expectations and effective members’ coordination and implementation.
- Further enhance capacity building with a dual parallel approach – training initiatives addressing EFASL / member needs and training of trainers in order to ensure future multiplying effect with EFASL members and meet DEN’ expectations and capacity needs / demands.
- Enhance strategic partnership and alliances with key stakeholders – UNICEF, IMF, WB as to broaden visibility, influence and political space.

8. Lessons learned

Devolvement of education competences to Local Councils through effective decentralization governance structures in budget decision-making, resource allocation, transparent and accountable management and procurement procedures at district level

□

Stable coordination / participation instruments / inclusive processes with local community

□

Cross-cutting capacity-building of key local education actors (DBOC, DEN, School Management committees) reaching chiefdoms, sectional and village levels in advocacy and budget monitoring

?

????

Enabling factors conducive to evidence of tangible transformative and sustained changes

GOOD PRACTICE

Box 1: The citizen's budget manual – a simplified version of the National Budget – CONTRIBUTION FRAMEWORK APPROACH

For the first time in the history of Sierra Leone and due primarily to the long-standing intensive and extensive research and joint advocacy work of Sierra Leonean CSO Networks, grass-root movements, traditional organizations as well as key development stakeholders, the Ministry and Finance and Economic Development has published a simplified version of the National Budget of Sierra Leone 2012. The rationale behind lies on the Governments' commitment in improving transparency and accountability mechanisms in the management of public resources as well as strengthening civil society's understanding, interpretation and oversight of it.

In addition, the document is clearly addressed to the Sierra Leonean population as "public monitors"²⁸ with a non-technical language as to reach out to wider segments of their population, as well as a human-right approach since the Government as a duty-bearer clearly states that the public as tax payers have a fundamental right to be fully aware of the mobilization and use of public resources.

However, major challenges coping with Budget-disaggregated data or absorption capacity of the government in budget utilization are still in the process of being fully achieved since Government has not been able to fully implement the 2011 Education budget in terms of resource allocation and expenditure.

Box 2: Moyamba District Development Plan - CAUSAL FRAMEWORK APPROACH

The Moyamba District Education Network – DEN – has been actively engaged in the conception, management and implementation of the Moyamba District Development Plan 2011-2012 through various consultation, focus group discussions or research work. At this particular regard, the Moyamba DEN together with other local CSO were asked by the Local Council to conduct a situational / perception survey on governance school system and effective procurement and delivery management in the District.

As a result of the research there were identified structural gaps in the governance and management structure leading to recommendations in terms of capacity-building and coordination of the School management Committees down to village levels.

Some months later, the DEN focal point conducted some field visits as to track progress and evidenced the added value of local community involvement and coordination with the Local Council as to gradually influence changes and progress in the educational development of the District.

²⁸ contained in the H.E. President Koroma's declaration at the 50th Independence Anniversary Adress where he made every Sierra Leonean citizen a "public monitor".

Appendix 1: CSEF architecture in terms of management (some inputs regarding EFASL / regional secretariat (ANCEFA) / Regional funding manager (OXFAM) / GPE at global level (through GPE SL coordinator)?

Since we have already assessed some key strength, opportunities and challenges regarding the CSEF management structure I'll just add some key reflections or suggestions out of the individual Workshop conducted with the participation of the EFASL Coalition National Coordinator and the Finance Officer.

Reflections / Recommendations:

- CSEF ideal architecture: CSEF long-term sustained support in advocating for policy / budget at national / regional / global level and alignment with EFASL Coalitions' strategy (3-year basis).
- CSEF Secretariat lacks capacity in effectively monitoring / giving timely feedback to ad hoc national reports or ad hoc demands as well as timely financial disbursement.
- CSEF should conduct a coalitions mapping in order to identify and establish or sort out stage / levels of recognition, ownership, capacity building, advocacy and financial management capacity and institutional, political, social and financial sustainability assessment at national level. This would be key elements in terms of organizational learning and subsequent decision-making for CSEF / GCE on technical, financial, institutional or advocacy support based on this evidence.
- CSEF needs also to focus on regional information and knowledge sharing mechanisms and enhance a more South-South approach among coalitions on advocacy and how to gain political space.

ANNEX 1

FIELD AGENDA (17-29 July)

16	17	18	19	20	21	22
	<i>10:00 am EFASL initial meeting</i>		<i>12:00 am EFASL Board Chairman</i> <i>16:00 pm EFASL Secretariat</i>	<i>12:00 pm Director Basic Education - MEST</i>	<i>13:00 pm SLTU Western Region</i>	
23	24	25	26	27	28	29
<i>12:00 am BAN</i> <i>14:00 pm DBOC – Western Region focal point</i>	<i>14:30 Im Action Aid International SL education policy advisor</i>	<i>13:00 pm Media</i> <i>14:00 pm FAWE director</i>	<i>12:30 pm YACAN</i> <i>17:00 pm IBIS education advisor</i>	<i>14:00 pm MOYAMBA District Workshop</i> <i>16:30 pm MOYAMBA DEN</i>	<i>15:00 pm EFASL Workshop</i> <i>16:00 pm EFASL Secretariat</i>	

ANNEX 2

LIST OF INTERVIEWEES

Agenda EFASL CSEF Evaluation

Date	Stakeholders	Schedule	Interviewee / Position	Remarks	
17-07-2012	EFASL	10:00 am	Joseph Cobinah / National Coordinator	Work plan	1
19-07-2012	EFASL	12:00 pm	Moses o. Kamara / Board Chairman		2
19-07-2012	EFASL	16:00 pm	Secretariat		3
20-07-2012	MEST	12:00 pm	Nelson-Williams / Basic Education Director	Government	4
21-07-2012	SLTU Western Region	13:00 pm	Augustine Karim / SLTU Western coordinator	Union organization	5
23-07-2012	BAN	12:00 pm	Abu Bakar Kamara / Coordinator	Advocacy Network	6
23-07-2012	DBOC Western Region	14:00 pm	Jonathan Pearce / DBOC Western Coordinator		7
24-07-2012	AAI - SL	14:30 pm	Patrick Zombo / Policy Advisor	INGO	8
25-07-2012	Media	13:00 pm	Mohamed Konneh		9
25-07-2012	FAWE	14:00 pm	Director	Gender Network	10
26-07-2012	YACAN	12:30 pm	Alfred Kanu / Director	Youth Organization	11
26-07-2012	IBIS	17:00 pm	Mr. Nuri-Deen / Education Advisor	INGO	12
27-07-2012	Moyamba District	14:00 pm	DEN, LC, DBOC and DEN organizations	Workshop	13
27-07-2012	Moyamba DEN	16:30 pm	Georges Gbenga, DEN Coordinator		14
28-07-2012	EFASL	15:00 pm	Joseph Cobinah / Augustine Kambo (finance officer)	Workshop	15
28-07-2012	EFASL	16:00 pm	Joseph Cobinah / National Coordinator		16
	GEP		GEP / LEG coordinator	REJECTED	
	UNICEF –		LEG leading agency / Linda Evans	REJECTED	
	Finance / Education MP		MP representatives / members of ad hoc Commissions	FORCE MAJEUR	

ANNEX 3

OUTLINE INTERVIEWS & MAIN TEMPLATES

3.1. INTERVIEW OUTLINE FOR EFASL SECRETARIAT

BRIEF INTRODUCTION

1. **Scope of evaluation - CSEF**
2. **CSEF Evaluation team presentation and Sierra Leone's scope and purpose of evaluation**
3. **Interview (semi-structured): main question components**

1	<p>ORIGIN of coalition and process up until 2009 ?</p> <p>MAIN DIAGNOSIS / CHALLENGES IDENTIFIED on EDUCATION ISSUES in Sierra Leone before CSEF project ?</p> <p>EFASL as a COALITION Before CSEF project: inclusive in terms of organizations, profiles, ? representativity ? districts ? democratically-run ? internal legitimacy and cohesion ?</p>
2	<p>STRATEGY AND VISION – Process of constructing AGENDA ?</p> <p>What are the priorities of your agenda as a coalition and how does it relate to your CSEF project ?</p>
5	<p>Global Campaign for Education / CSEF role in supporting NATIONAL CIVIL SOCIETY COALITIONS ?</p> <p>Understanding of the GLOBAL – REGIONAL structure and coordination at national level ?</p>
6	<p>GCE / CSEF PROJECT / main results (2009-2011 and 2012 partly – not including the Bridging Fund)</p> <p>To what extent do you think REGIONAL CSEF has strengthened the EFASL internal capacity ? To what extent do you think REGIONAL CSEF has strengthened the EFASL policy advocacy role ? To what extent do you think REGIONAL CSEF has contributed to the EFASL policy research capacity ? To what extent do you think REGIONAL CSEF has contributed to the improvement of government's governance, transparency and accountability ?</p>
7	<p>Which activities and strategies of the CSEF project have contributed to build women's capacity in terms of participation within the EFASL, organization leadership, management skills, ...?</p>
8	<p>What are the main changes made as a result of the implementation of the CSEF Project in Sierra Leone – as a result of your activities ? Why ?</p>
9	<p>What are the enabling / hindering factors you may think that contributed to achieving the objectives ?</p> <p>Have there been any specific challenges that have affected the implementation and results of the project (Financial, Logistical, security related, personal, organisational at different levels ...) ?</p>

Can you identify them?

CREATION OF FULLY OPERATIONAL NATIONAL CSEF ACHIEVED ?

CSEF attraction of additional funding at global / national level ACHIEVED ?

IMPACT chain (substantive outcomes) of CSEF project in Sierra Leone

EFASL research & findings led to what ?

Government's recognition of EFASL ? leading to participation in formal committees / commissions ? leading to government's decisions ? any influence in setting the agenda ?

10 EFASL contributed to increased **education budget** ? new education policies / acts ?

EFASL' contributed to decentralization processes in education governance ?

EFASL contributed to improve **government accountability** ?

Inclusion of EFA goals and specific budget allocation ?

11 Any **substantive impact with a gender perspective** ?

12 Any **impact at the LOCAL LEVEL** ?? in terms of capacity-building, monitoring, budget tracking, coordination, accountability ?

13 Are there any **testimonies and evidence-based documents** that can assess the impact of the CSCQBE project policy outputs **at LOCAL LEVEL** ?

14 **To what extent do you think the project achievements and SUSTAINED EFFECTS / changes are going to continue after the project?** To what extent are you (CSCQBE) willing to **CONTRIBUTE** to these achievements? **SUSTAINED EFFECTS** from an institutional, political, social, financial and environmental perspective ?

15 **ANY OTHER QUESTION / DEMAND / CONCERN RAISED DURING INTERVIEW (...)**

4. Closing

THANK YOU VERY MUCH FOR YOUR CONTRIBUTION !!

3.2. WORKSHOP OUTLINE FOR EFASL SECRETARIAT .

EFASL Sierra Leone SWOT analysis

1) EFASL - As a coalition: Weaknesses / Strengths / Threats / Opportunities

Financial management

Human Resources Management

**Gender
Monitoring & Evaluation
Communication (internal / external)**

2) EFASL Strategic Plan 2011-2013

Expected outputs

O1: Credible and acceptable research data used by the coalition to influence policy and practice in the education sector

O2: A broad based membership with strategic partnership effectively coordinated across local, national and international levels

O3: EFASL coalition positioned to plan and implement advocacy activities

O4: An effective governance and management structure driving the education advocacy agenda

O5: Reliable and sustained funding sources for EFASL

3) EFASL' initial expectations on CSEF role?

EFASL as CSEF funding recipient

EFASL as a CSEF technical-assistance recipient

EFASL as and Advocacy Network in partnership with ANCEFA

CSEF governance structure and funding systems

EFASL Vis-à-vis ANCEFA ?

OXFAM as a regional funding coordinator ?

Has the coalition used the CSEF effectively? Why?

What did work for whom under what circumstances?

What did not work ? Why?

4) CSEF expected role vis-à-vis national coalitions ?

Co-existence National CSEF / EFASL ?

If so, what is the expected role of National CSEF with CSO in Sierra Leone ?

NCSEF role and vis-à-vis EFASL Coalition ?

5) Looking beyond 2012..... ? EFASL expectations on CSEF' future support

Advocacy & Campaigning

Networking & Coalition Building

Knowledge Analysis & Management

Organizational Development/ Internal Strengthening

Resource Mobilization

3.3. WORKSHOP OUTLINE FOR CSEF REGIONAL SECRETARIAT - ANCEFA

BRIEF INTRODUCTION

1. Scope of evaluation - CSEF
2. CSEF Evaluation team presentation. Evaluation scope and purpose of evaluation
3. Interview (semi-structured): main question components

1	<p>ANCEFA'S ORIGIN AND NATURE ?</p> <p>ANCEFA'S MAIN MANDATE & mission / vision ?</p> <p>ANCEFA'S GOVERNANCE STRUCTURE WITHIN CSEF / GCE architecture ? CSEF' staff required ?</p>
2	<p>ANCEFA'S MAIN SPONSORS/FUNDING SOURCES ?</p> <p>ANCEFA's role & function vis-à-vis National Civil society Coalitions ?</p> <ul style="list-style-type: none"> - Any difference between those already existing coalitions and newly created Coalitions as a result of the CSEF Project? - Comparative overview of different coalitions – nature / agenda / demands / needs / weaknesses identified ? <p>ANCEFA's agenda:</p> <ul style="list-style-type: none"> - Main components - regional agenda / national agenda ?
3	<p><u>EFASL – Sierra Leone</u></p> <p>Expected role of ANCEFA vis-à-vis EFASL needs assessment:</p> <ul style="list-style-type: none"> - ANCEFA's role: funding / technical assistance / any other ? - Main results / outputs ? at regional / national level covering the period 2009-2011 ? - Any examples of good practices at regional / national level ?
4	<p><u>Overall assessment on the architecture: effective / efficient ?</u></p> <p>Any specific demands on behalf of national coalitions ?</p> <p>Any SWOT conducted on ANCEFA's architecture and CSEF regional coordination ?</p> <p>Any internal evaluation at this particular regard ?</p> <p>Main challenges yet to be met ?</p> <p>Main lessons learnt / recommendations?</p>
5	<p>ANY OTHER QUESTION / REMARK / CONCERN RAISED DURING INTERVIEW (...)</p>

4. Closing

THANK YOU VERY MUCH FOR YOUR CONTRIBUTION !!

3.4. INTERVIEW OUTLINE FOR STAKEHOLDERS - INGO

BRIEF INTRODUCTION

- 1. Scope of evaluation - CSEF**
- 2. CSEF Evaluation team presentation and Sierra Leone's scope and purpose of evaluation**
- 3. Interview (semi-structured): main question components**

	XXXX ' VISION AND MISSION? XXXX PLAN IN SIERRA LEONE? MAIN COMPONENTS !!
1	XXXXXXXXX' PARTICIPATION IN SETTING EDUCATION AGENDA / EDUCATION SECTOR IN Sierra Leone ? XXXXXXXX ' PARTICIPATION IN GPE'S COORDINATION GROUP ? AND IN THE EDUCATION REVIEW PLAN CYCLE ?
2	XXXXXX' role and assistance with regard to CSO and CSO Networks ? (implementing partners) and vis-à-vis the Government ?
3	<u>EFASL</u> XXXXX ' statement / opinion on EFASL strategy / agenda / action plan / results ? implementing partners ? Any evidence-based document on EFASL research / advocacy capacity ? Any examples at local level ?
4	OVERALL ASSESSMENT ON EFASL CONTRIBUTION TOWARDS EDUCATION AGENDA / EFA GOALS IN SIERRA LEONE? MAIN CHALLENGES IN EDUCATION AGENDA YET TO BE ACHIEVED ? at LOCAL LEVEL ?
5	ANY OTHER QUESTION / REMARK / CONCERN RAISED DURING INTERVIEW (...)

4. Closing

THANK YOU VERY MUCH FOR YOUR CONTRIBUTION !!

3.5. INTERVIEW OUTLINE FOR STAKEHOLDERS - Education Ministry

BRIEF INTRODUCTION

1. Scope of evaluation - CSEF
2. CSEF Evaluation team presentation and Sierra Leone's scope and purpose of evaluation
3. Interview (semi-structured): main question components

1	EDUCATION OVERVIEW IN SIERRA LEONE (basic education-focused in terms of evidence-based policy and budget figures / allocation & expenditure)
2	MAIN EDUCATION PARTNERS IN SETTING THE EDUCATION AGENDA IN SIERRA LEONE Role & Mission of Development partners' / Donor Group ? Status vis à vis Government & Parliament ? Role of Sierra Leone's Civil Society Organizations ? Status vis à vis Government & Parliament ? Main ad hoc instruments / bodies in order to manage and implement GOVERNMENT'S EDUCATION PLAN ?
3	<u>EFASL Coalition in Sierra Leone</u> Main role / achievements of EFASL vis-à-vis PARLIAMENT & EDUCATION MINISTRY ? Formal participation in Education and Finance Committees / Commissions ? Any other evidence-based document on EFASL' advocacy capacity ? Any examples at local level ?
4	OVERALL ASSESSMENT ON EFASL' CONTRIBUTION TOWARDS EDUCATION AGENDA ?
5	ANY OTHER QUESTION / REMARK / CONCERN RAISED DURING INTERVIEW (...)

4. Closing

THANK YOU VERY MUCH FOR YOUR CONTRIBUTION !

ANNEX 4

BIBLIOGRAPHY (and EVIDENCE-BASED DOCUMENTATION)

EDUCATION SECTOR

- PRSP- II – Agenda for Change.
- PRSP-III – Draft Agenda for Prosperity.
- Education for Change B Phase document 2011-2014 (have not seen yet).
- Sierra Leone Education Budget 2012.

EFASL Coalition

- Memorandum of agreement between Action Aid International SL – EFASL (january-december 2012) – promote and support education rights for sustainable development) – sub-contracted for AAISL to ensure AAISL greater impact (ACTION AID as an implementing partner).
- Partnership Agreement EFASL including Kailahun / Pujehun DEN and Save the Children (31st August 2011 – 30th July 2014). Advocacy and campaigns / networking and coalition Building / knowledge analysis and management, organizational development and internal strengthening, resource mobilization, enhance partnership process / basic financial Systems for district networks.
- Agreement of Collaboration between IBIS – Save the Children and EFASL (1 april 2012 – 31 december 2013) – 40.000 \$ - promote and ensure quality education for all by working with other stakeholders to influence education policies, promote accountability and enhance meaningful learning in communities).
- M&E Template 2009-2011 – indicator – baseline and 2009, 2010 and 2011 milestones.
- EFASL leaflet – Motto: Safeguard quality EFA.
- EFASL Strategic Plan 2011-2013.
- EFASL ORGANOGRAM (updated).
- EFASL Financial Policy Manual 2011.
- NCSEF registration - 14 august 2008 – business registration Act.

EFASL / CSEF Project

- ANCEFA's partners' relation policy document.
- NCSEF – Briefing Paper.
- CSEF narrative proposal form 2009-2011.
- CSEF narrative proposal form Year 1.
- CSEF narrative proposal form Year 2.
- CSEF narrative report format – (Sep. 2009 - June 2010).
- CSEF narrative report format (January 2011-June 2011).
- CSEF Project Completion Results Framework (January 2010 – October 2011).

Malawi CSEF Evaluation Report

Alex Garcia-Alba

5th September 2012

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LIST OF ACRONYMS AND ABBREVIATIONS

ACRONYM	MEANING
AAIM	Action Aid International Malawi
ANCEFA	African Network Campaign for Education for All
CBOs	Community Based Organizations
CIDA	Canadian International Development Agency
CSCQBE/CSEC	Civil Society Coalition for Quality Basic Education/Civil Society Education Coalition (renamed as such in 2011)
CEF	Commonwealth Education Fund
CSEF	Civil Society Education Fund
CSOs	Civil Society Organizations
DfID	Department for International Development
DEN	District Education Networks
ECD	Early Childhood Development
EDM	Education Division Manager
EFA	Education for All
ESWAp	Education Sector Wide Approach
FAWEMA	Forum for Women Educationists in Malawi
GAW	Global Action Week
GCE	Global Campaign for Education
GTZ	German Development Cooperation
GPE	Global Partnership for Education
HIV/AIDS	Human immunodeficiency virus infection/acquired immunodeficiency syndrome
IDASA	African Democracy Institute for Southern Africa
INGO	International NGO
LEG	Local Education Group
MC	Management Committee
MDG	Millennium Development Goals
M & E	Monitoring and Evaluation
MEHN	Malawi Health Equity Network
MEJN	Malawi Economic Justice Network
MGDS	Malawi Growth and Development Strategy
MoEST	Ministry of Education, Science and Technology
MoF	Ministry of Finance
MP	Member Parliament
MPRSP	Malawi Poverty Reduction Strategy Paper
MWK	Malawian Kwachas
NAC	National AIDS Commission
NCSEF	National Civil Society Education Fund
NEC	National Education Coalition
NGO	Non Governmental Organization
MEJN	Malawi Economic Justice Network
NSCPPSM	National Strategy for Community Participation in Primary School Management
OSISA	Open Society Initiative for Southern Africa
PCE	Parliamentary Committee on Education
PTA	Parent Teachers Association
RMEO	Research, Monitoring and Evaluation Officer

SMC	School Management Committees
SNE	Special Needs Education
E-SWAp	Education Sector Wide Approach
SWOT	Strengths, Weaknesses, Opportunities and Threats
OSISA	Open Society Initiative for Southern Africa
T/A	Traditional Authority
TUM	Teachers Union of Malawi
USAID	United States Agency for International Development
UNICEF	United Nations Children’s Education Fund
VDC	Village Development Committees
ZSMC	Zonal School Management Commission

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1. INTRODUCTION

1.1. Purpose and objectives of the Evaluation

Country Case study and evaluation aimed at identifying and assessing how the CSEF implementation in Malawi over the 2009-2011 period through the strengthening of the CSEC Coalition has worked and how it was expected to achieve its objectives by (re-constructing) the theory of change effectively implemented.

2. METHODOLOGY AND SCOPE OF THE EVALUATION

A realistic, qualitative and systemic evaluation approach has been used in order to identify and assess the CSEF effective implementation in Malawi covering the period December 2009 - November 2011. The realistic and systemic approach allows a more holistic view, as to be able to use research-oriented methodologies to grasp the (previous) institutional setting, its strategic, primary and support processes as key organizational components in the NEC's and thus allowing the achievement of results and (intermediate) impact.

This results-oriented approach has been combined with 2 other methodological frameworks: the Theory of Change as the core-cutting causal framework methodology (organizational processes are generally the operational translation of this approach behind the overall strategy of the Coalitions) as well as the contribution-oriented approach, which is suitable for evaluating Advocacy Networks. The rationale behind such election is that since change in Advocacy programs is not linear and strategic, primary and support processes need to be isolated and identified as well, the contribution framework approach can complement, validate or address relevant attribution gaps.

2.1. Evaluation timeline and phases

The evaluation comprised 3 stages:

- 2nd-13th July: Desk phase: Conceptual and methodological approach to the evaluation, literature review and qualitative data tools.
- 1st-15th August: Field visit work in Malawi.
- 26th August -3rd September: Evaluation Report writing and deadline.

The evaluation includes a total of 14 interviews conducted with relevant stakeholders¹ as well as 2 focus group discussions conducted in Mponela village in Dowa District with the governance structure and main community stakeholders (School Management committees, Mother Groups, Local Dowa Council District Education Advisor, Dowa DEN focal point and relevant Dowa DEN organizations) as to ascertain the level of effective coordination and capacity of the DEN to monitor education service delivery, budget allocation and utilization at district level, which complements the study case evaluation.

In addition, a final Workshop has been conducted with the national coordinator and the finance officer on the situational assessment of the CSEC coalition status using a SWOT approach, the coalition's assessment and expectations on CSEF work, and future prospect in terms of its strategy, institutional and financial sustainability.

There have also been conducted several calls with ANCEFA Secretariat, UNESCO Education Advisor, DFID –LEG as well as an informal meeting with TROCAIRE as relevant stakeholders and currently major coalition-funding donor (TROCAIRE).

Finally and in terms of the inclusion of interviews/interviewees within this report, we've tried to put the focus on the stakeholders' perception on the contribution of the EFASL coalition towards to EFA goals in the country as an ultimate objective but with a more intermediate result-oriented or evidence-based approach, resulting from their research, lobbying and advocacy work both at national and district level.

2.2. Limitations

At this regard and with such tight deadlines regarding the nature (mixed evaluation and research-oriented case study) and scope of the evaluation, let me briefly state the report limitations and constraints faced:

- Time frame constraints regarding the implementation of such strict schedule during and after field work, which hindered the initial expectations on the ability to conduct some more workshops or focus group with relevant key actors other than just interviews.
- Logistical/Organizational limitations (power system leading to permanent shift in the coalition headquarters leading to changes of agenda).
- Unable to fully finalize the proposed agenda with two key stakeholders: Education and Finance MP and Teachers Union of Malawi (TUM).

As a result of the former facts but due primarily to the major constraint, which has been the tight deadline to be met, it has therefore hindered the quality, in-depth analysis and rigor of this evaluation.

3. ENABLING CONDITION FACTORS

3.1. Malawi's at a glance: administrative, social and political context

The Republic of Malawi is a landlocked country in southeast Africa that was formerly known as Nyasaland, separated from Tanzania and Mozambique by Lake Malawi. It has an estimated population of about 15 million people (2011), with 3 regions (northern, central and southern region) divided into 28 district, 250 traditional authorities (TA) and 110 administrative wards approximately. Around 85% of its population live in rural areas.

Malawi's population is made up of the Chewa, Nyanja, Tumbuka, Yao, Lomwe, Sena, Tonga, Ngoni and Ngonde native ethnic groups, as well as populations of Asians and Europeans. English is official in the country but 57% speak Chichewa, Chinyanja (12,8%), Chiyao (10,1%) and Chitumbuka (9,5%) and Lomwe, Kokola, Lambya, Ndali, Nyakyusa-Ngonde, Malawian Sena and Tonga spoken by local minorities.

In 1953 Malawi (then known as Nyasaland) became part of the semi-independent Central Africa Federation – CAF – but gained full independence in 1964 being renamed Malawi. Upon gaining independence under the presidency of Mr. Hastings Kamuzu Banda as a single-party state until 1994, when he was ousted from power. Ms. Joyce Banda is the current president after Mr. Bingu Mutharika's decease in 2012.

Malawi has a democratic, multi-party with the Democratic Progressive Party as the ruling party and the Malawi Congress Party and the United Democratic Front acting as the main opposition party in the unicameral National Assembly. There is no Senate although stated in the Malawian Constitution. Local Government is administered by regional administrators and district commissioners appointed by central Government

The Republic of Malawi has a clear pro-western foreign policy and active participation in several international organizations. Its economy is basically based in agriculture (currently around 70%) with a strong focus on economic growth and social services (education, health care and environmental protection basically), being heavily dependent on international aid.

Donors include the United States, Canada, Germany, Iceland, Japan, the Netherlands, Norway, Sweden, Ireland and the United Kingdom, as well as International Institutions such as the World Bank, the International Monetary Fund, the European Union, the African Development Bank, the African Union, the World Health Organization and UN organizations (UN women, UNDP, UNHCR, UNDP, UNESCO or UNICEF).

The poverty line rate has been decreasing lately from 54% in 1990 to 40% in 2006, and the percentage of “ultra-poor” from 24% in 1990 to 15% in 2007.

With regard to Education, primary education is not compulsory, but Malawian Constitution requires to at least five years of primary education and the Government established in 1994 free primary education. In terms of education figures, dropout rates are higher for girls than for boys, with a high prevalence of gender-based violence but primary enrolment rates increased from 58% in 1992 to 75% in 2007 as well as a substantive increase in youth literacy, retention and completion rates in primary.

a. International Development agenda on Education

The 1990 World Conference on the International goal of Education For All – EFA held in Jomtien and the subsequent 2000 Dakar Framework Action as a result of the Dakar World Education Forum as well as the Millennium Development Goals – MDG - in the 2000 New York Millennium Summit resulted in a progressive formal commitment by the majority of the International Community to achieving the EFA goals and their two education related MDG by 2015 as well as the recognition and promotion of the role of Civil Society Organizations in ensuring the EFA goals at national level with a clear, measurable and likely to be monitored and thus accountable road map.

In the Education sector the Republic of Malawi has slightly been progressing towards the achievement of the EFA goals in the country but the results of the EFA Goals assessment Report (2000-2011) clearly keep on claiming as one of the major compromising factors the so called “governance gap” understood as a holistic component in order to effectively implement well-conceived basic education development plans.

Malawi is still away from achieving targets in Early Childhood Care and out-of-school youth but however gender-parity has been attained in primary school and about to be fulfilled in secondary school. Regarding Universal Primary Education the Government is on the right way to attain it. However, only 30% aged between 6-14 years complete the cycle, so repetition, dropout and abandonment are still structural major challenges to cope with in the country.

In terms of illiteracy rates, around 5 million people have not the minimum writing and reading skills meeting the minimum standards internationally accepted and required. Quality education standards

are lagging far behind with high teacher pupil ratio of 1:90 for trained/qualified teachers and 1:78 for not trained/qualified teacher as well as a dramatic imbalances between rural and urban areas as well as alarming gender disparity at teacher education level. The EFA Goals assessment report also points out at ineffective monitoring and evaluation system, outdated procurement procedures, and Government's reluctance to engage in comprehensive decentralisation. The report finally states that there is a serious need for a new quality, equity, learning and teaching paradigms and greater balance between youth and adult education and foundational levels of education with the involvement of private sector partnerships for the former target group. Retention and completion are also key cross cutting issues as well as the already mentioned "governance gap" which is recommended to be partly addressed with effective devolution of services and adequate provision of capacities at the district level.

At the policy level, Malawi is well charged with educational literature mainly comprising the following key documents: National Education Sector Plan – NESP 2008-2017 (outlining government's priorities and objectives in line with the EFA goals), the Education Sector Implementation Plan- ESIP 2009-2012 of the NESP, the Education Act (1962), further reviewed in 2008 but not yet operational, the Special Needs Education Act (2007) with an operational setting as to enhance inclusive policies and qualified special needs teachers in the country, the Fast-Track Initiative to EFA goals (renamed as Global Partnership for Education) with a specific fund being part of the Education Sector Wide Approach of the country (SWAP), the Malawi National EFA Goals Action Plan in need for review, the National Strategy for Community Participation in School Management and education Governance in line with the decentralization process, the Education Decentralization/Devolution Policy (2007) and finally the Malawi Growth and Development Strategy – MGDS – aimed at enlightening the MDG within the Malawian development Agenda.

b. The Rome and Paris Declarations on Harmonization and Aid Effectiveness (2003 and 2005) and the Accra Agenda for Action (2008)

The former Declarations and statements made by the development community resulted in an added commitment to effectively **coordinate aid in developing countries** based on these countries' priorities and to harmonize donor policies and priorities around country systems. **This particularly led to the creation, consolidation or alignment of multiple bilateral and multilateral education partnerships, multilateral funding mechanisms or ad-hoc multilateral coordination instruments in Malawi such as:**

- **Education Sector-Wide Approach – SWAp** – which brings together Government, Bilateral and Multilateral Development donors and other stakeholder around a common education agenda led and managed by government with the participation and assistance of the donor community.

- **Multilateral Education Partnership** such as the Global Partnership for Education (former EFA-FTI), comprised of 46 developing countries, and over 30 bilateral, regional, and international agencies, development banks, the private sector, teachers, and local and global civil society groups aiming at providing their developing country partners the incentives, resources, and technical and financial support to build and implement sound education plans.

c. Creation and consolidation of Global Civil Society Networks

This has been a major enabling factor contributing to the achievement of the EFA goals and the MDG by 2015 by the formal and fully recognition of Global Civil Society Networks as a **non-state actor to basically hold governments to account for their promises repeatedly made** such as the Global Campaign for Education bringing together concerned parties, such as NGOs, teachers' unions,

parents' groups and community organisations, to function as National Education Coalitions acting as national voices representing civil society in political forums and contributing to push the EFA agenda and the MDG.

d. Civil Society Organizations in Malawi

The Non-Governmental Organisation Act, which was introduced in 2001, requires that all international and national NGOs working in Malawi register with the Council for Non-Governmental Organisations in Malawi (CONGOMA) and the NGO Board of Malawi. CONGOMA is the NGO coordinating body in Malawi and is responsible for representing and promoting the collective interest of NGOs in Malawi.

Malawian Civil Society Organizations and CSO Networks have had a instrumental and visible role in terms of representing civil society, replacing the government in delivering public services (including local communities management structures), advocating for national policies and influencing budget allocation, developing relationships with policy-making structures across a wide variety of areas, including health, education, women's rights or rural development and therefore reaching the most vulnerable population whilst ensuring child and community participation. As a result of this, we can generally claim that Malawi has a strong independent voice that, must be said, Government has already recognized as well as its invaluable contribution towards poverty reduction, human development and social justice. However, and since Government and CSO are heavily dependent on international bilateral and multilateral aid, the magnitude and sustained effects of these contributions to the development process is a key issue now open to debate.

From a donors' perspective and following the current international development scenario as well as the previous enabling factors, it is evident that in the light of ensuring transparency and accountability in the government and civil society settings, one of the biggest challenges for the international bilateral and multilateral donor community to deal with nowadays is to maintain the "ever-fragile" balance between keeping on strengthening national CSO without delegitimizing the government, and empowering the government without threatening the participation and influence of civil society in decision-making processes.

3.2. Institutional setting

a. Origin/nature, and process up to CSEF: an analytical approach

The Civil Society Coalition for Quality Basic Education - CSCQBE was founded in July 2000 right after the Dakar Conference, with the aim of achieving measurable change in the quality of basic education through supporting and influencing the implementation and monitoring of government policies and budget resource allocation in Malawi as well as a long-term commitment to monitoring the achievement of Education for All (EFA) goals of Malawi.

The Civil Society Coalition for Quality Basic Education (CSCQBE) up until 2009, was already a coalition with diverse, independent and voluntary organisations (non-governmental organisations, community-based organisations, trade unions, religious based organisations, etc), well-established in 28 Districts with a medium-high involvement and participation profile of DEN and member organization in the daily work of the Coalition.

Its governance and organizational structure was gradually defined over a long process²³ shifting from

² *This long-standing process led to discussions and debate regarding the mandates / roles / terms of office of both the governance and management structure of the CSCQBE Coalition up to 2011.*

an Annual General Assembly/executive committee, Secretariat (headed by the national coordinator) and DEN structure up to 2009 ending up in 2011 with a classical hierarchical Network structure. This one comprised a CSEC council⁴ (supreme decision-making organ embodying all coalition member organizations, CSEC Board of Trustees (which mainly formulates policies and provides financial oversight and audit statements on the Coalition annual financial figures). The CSEC Executive Committee with its Executive Director (being the national coordinator and manager, appointed by the Council), the CSEC Secretariat (coordinating headquarters hub of the activities of the coalition) and the District Education Networks – DEN – as a subset of the coalition at the District level (with coordination/implementation mechanisms with the Secretariat such as research community mobilization, budget monitoring and advocacy).

Its secretariat staff before the CSEF comprised a rather stable organizational structure with 7 staff members mainly covering finance, research M&E, DEN, administrative work and driver vehicle, being thus consistent with its Strategic Plan 2007-2011.

However, and within all this parallel systemic processes, the support of the Commonwealth Education Fund - CEF - and Action Aid as the coordinating funding structure of the CEF (2003-2008) as well as the sustained funding structure of donors were the major enabling factors which allowed such process of consolidating the CSCQBE coalition in Malawi as the key education advocacy network by strengthening the coalition itself, its network operational structure, its regional and international partnership and funding, and its political influence with a clear focus on its advocacy agenda articulating government commitments and advocating for viable policies to achieve the national education plan goals, being the core area of the CSCQBE Strategic plan 2007-2011.

As a result of this early process and its intermediate results already mentioned, complementary efforts were put into a more implementation-oriented approach leading to greater visibility of the work of the CSCQBE on the EFA goals at local level with DEN's involvement,⁵ institutional and political recognition by both INGO (who became members and rather stable technical/funding-support structures⁶) and Government as well as broader social legitimacy and thus national character as a representative coalition of Malawian education-related CSO.

It is crucial to state here that the coalition had been the first initiative ever in the country to bring many CSOs in support of one cause recognized by both government and donors as an essential partner in basic education delivery as the "civil society voice on education issues" in parliament having a common platform for local NGO, teachers unions, parent associations, faith-based organizations and social movements who had not a clear advocacy mandate but needed to have a common umbrella⁷.

In terms of gaining political space and influence it was gradually achieved with the CEF programme, ending up with a clear political opportunity agenda, making presentations to relevant parliamentary committees, participating in the development of the Malawi Poverty Reduction Strategy Paper (MPRSP), Pro-Poor Expenditure (PPE) and Malawi Growth and Development Strategy (MGDS).

³ We can just talk about CSEF contribution here since this process had already been initiated and supported during the CEF programme.

⁴ CSCQBE became CSEC in 2011 after agreeing in broadening up their agenda, which was also consistent with its initial mandate.

⁵ As a result of the CEF there was also a significant increase in consolidating coordination and mobilization at district level enhancing community participation in school governance, enforcing the Code of conduct for teachers, and ensuring proper use of education resources.

⁶ The CSEC has been financially supported during the last years by: Trocaire Malawi, OSISA, Progressio Malawi, Idasa. as well as other significant partners of the Coalition such as CEF, DFID, UNICEF or OBI/CSBI.

⁷ CEF Evaluation Report (2003-2008).

However, and despite the CEF complementary drive towards the development of sustainability, fundraising and resource mobilization strategies which were supposed to be further complemented and enhanced with the CSEF structure, the CSEF proposal was more directed to programmatic and policy issues both at national and district level, with a clear advocacy-oriented approach, following the CEF mandate.

Consequently, the originally-conceived 3-year CSEF proposal was geared towards the enhancement of evidence-based advocacy by CSO in Malawi around EFA and MDGs by 2012, running parallel to the consolidation of NCSEF as its overall programmatic objective, and thus being fully consistent with the GCE/CSEF two core objectives⁸.

4. PROCESSES

Note that since all primary processes had already been defined prior to the CSEF funding with the CEF programme as well as complemented with the core donor funding structure, we are about to further develop them here trying to identify and emphasize mainly the key contribution of CSEF (2009-2011)⁹ as an implementation-oriented support of the CSEC within the overall process leading to significant outputs or key intermediate results/impact.

4.1. Primary process and initial outputs

4.1.1. Capacity Building

Capacity building of CSO and DEN is one of the key priority areas of the CSEC to be able to advocate on policy/budget issues. The main areas of capacity building are research, advocacy and lobbying, media communication, policy analysis, project management, monitoring and evaluation.

In terms of network capacity building, CSEC has placed significant efforts in enhancing participation of CSO and grass-roots communities in policy formulation implementation, monitoring and review as well as promoting coordination and involvement in community mobilization and raising awareness campaigns, specially targeting District Assemblies and School Management Committees (SMCs) and Parent Teacher Associations (PTAs).

At this regard, the 2009-2011 CSEF proposal has well evidenced how the coalition's institutional, management and operational capacities have been enhanced, revised, or addressed in order to effectively coordinate, manage and implement this proposal:

1. Consultation, feedback and participative approach of the coalitions' members regarding the submission of the CSEF proposal, validation of the board in terms of its alignment with the coalition's mission and vision and thus consolidated dialogue and synergy between Secretariat, member organizations and the CSEC board.
2. Evidence-based diagnose: Capacity Gap Assessment prior to the CSEF in order to identify areas to address for the sake of appropriateness and consistency with his strategic plan as well as complementarity with the CSEF proposal, ensuring effectiveness and efficiency. This was further

⁸ CSEF OBJECTIVES

1. To provide support to the core work of national education coalitions in over a three year period so that they can more fully engage with national governments and local donor groups in working towards the EFA goals .

2. To provide support to national education coalitions in so that they can put in place, by the end of the three year period, national civil society education funds that are legally registered and have the credibility to attract in-country donor support.

⁹ CSEF funding support has been around 15-20% of total anual funding of the CSCQBE/CSEC Coalition. The 2012 CSEF Bridging Fund by Australian Aid (June 2012-February 2013) is not included in the evaluation scope of the CSEF.

complemented with a CSEC Project Baseline Survey conducted by mid 2010 including additional templates such as the Coalitions’s collective capacity self-assessment tool, the Coalition’s Board member and key Staff capacity assessment and a final summary of capacity development needs by thematic areas.

3. Focus on the Annual General Meeting as core component of its institutional development strategy in order to promote good governance, transparency, knowledge sharing and ownership of its members, which led to a revision of constitution, mandate and terms of both the Board of Trustees and the Executive Committee as well as new overall policy direction for the coalition.
4. Capacity building mechanisms within the coalition in order to effectively enhance member organizations’ and DEN in lobbying and advocacy (through training budget analysis and tracking, budget monitoring, policy analysis and advocacy and project management skills) as well as adequate information management system as a resource center repository in the coalition’s Headquarters.
5. Technical assistance of Members of Parliament – MP – (on budget and educational developments in the country) and media (through training in positive education reporting and investigative journalism).
6. Process of gradually consolidating effective representation, governance and coordination mechanisms with its member organizations and District Education Networks around advocacy and political opportunity agenda at district and national level.

However it has also to be noted here as a contribution factor the funding support coming mainly from OSISA and PROGRESSIO regarding the CSEC capacity building process.

4.1.2. Advocacy component

This is one of the central areas of the Coalition, if not the main one, since it is an Advocacy Network Organization with a focused mission, vision and road map clearly stated in their advocacy Strategy for 2010-2015, which is to contribute to the improvement of the quality of basic education in Malawi as to facilitate poverty reduction and achieve sustainable development.

“We are aware that the government enacts a lot of policies, but putting forth a policy and implementing it are two different things. So it’s possible to have a government that is good at enacting policies but does very little in terms of putting resources towards those policies. So a big role is to follow up on those policies that the government enacts, and in terms of the coalition this has been done much in the education department. We know that education in Malawi is a challenge, and when you go into the villages is when you realise that there is really a great work on advocacy that needs to be done. Year after year government allocates a large amount of money towards the education sector, but at the end of the financial year you still find that the money has not been used as it should have been. And so, the coalition takes up the job of budget tracking to ensure that these resources trickledown to the areas where they are supposed to. So as a coalition, our main role is to advocate for the implementation of various policies in the education sector”.

NEC member

Initially the focus was on the EFA as well as the Millennium Development Goals but moved later on towards a broader education agenda, setting up a thorough road map with defined strategies

targeting specific groups, expected outputs, key alliances and partnership as well as a political opportunity calendar within its annual implementation plan 2010-2011.

The coalition's advocacy areas revolve around key education issues commonly identified by both key informants and other stakeholders' such as policy makers, donors or media as the core challenges to be addressed in the country, being the core objectives of their advocacy strategy:

- Inadequate funding towards Early Childhood Care - ECD - programmes.
- Inadequate resource allocation to the education sector, and especially towards Special Needs Education.
- High drop out in primary schools especially among girls.
- Limited involvement/participation of communities in school management.
- An outdated Education Act which does not respond to the current development and needs in the education sector.
- Lack of transparency and accountability on the use of resources allocated to the education sector.

At this particular regard, the 2009-2011 CSEF proposal has further contributed to focus on the advocacy agenda with a previous training package to its secretariat and selected coalitions member organizations in order to be able to harmonize advocacy coordination and implementation with districts and gradually gain political space and recognition vis-à-vis the Government, policy makers and development partners in order to influence education policy, education budget allocation and progress in line with the EFA goals.

As a result of this initial process, two budget tracking exercises were conducted, core demands and messages were stated (benchmark allocation of 20% of the national budget to education sector, free primary education and achievement of the EFA and Millennium Development Goals by 2015) and further disseminated to decision-makers and key stakeholders (Ministry of Education and Finance, members of Parliament, donor organizations, NGO as well as the private sector) as a result of the evidences found on budget transfer and expenditure disparities at district level with a clear focus on ensuring good governance, transparency and accountability.

Another important process here developed was gaining access to strategic spaces with government and donors, such as Local Education Groups (LEG), Technical working groups and the Parliament Education Committee, which has led to stable political space to advocate for policy changes, resource allocation and implementation at both high level (LEG) and low level meetings.

Finally, the Coalition's Secretariat has been able to coordinate several civil society advocacy campaigns for its members during several forums as well as raising awareness on policy and budget education issues in television and radio programmes.

In terms of concrete advocacy outputs, though already mentioned some as a process leading to some important milestones, some relevant advocacy momentum were:

- 2011 EFA report dissemination workshop, resulting in commitment to support and increase support and resources for Early Child Education – ECD – by development partners.
- 2010/2011 public expenditure engagement with Parliament and Ministry of Education, leading to funding to schools not targeted before coming from the Treasury funded District Education Offices.

- 2011/2012 Budget Advocacy Meeting, lobbying Members of Parliament and Government for continued financing support to Education.
- 2010/2011 and 2011/2012 Budget Lobbying leading to Government's commitment on consecutive increased resources as of 2010/2011 and 2011/2012 Education Budget .
- 2010 Global Campaign for Education – GCE – Global Action Week lobbying for increased education financing as of 2010/2011.
- 2011 Global Action Week for improved education for women and girls, resulting in a public commitment by Minister of Education to fast track girls education in Malawi and increased public awareness of the international education financing benchmark.
- 2011 media advocacy on education financing on national radio station as to raise awareness on this issue as well as focus the role of citizenry in budget formulation and implementation.

At this particular regard, we do have to acknowledge the core funding support and contribution of Trócaire as the main CSEC donor in line with CSEC advocacy goals at both national and district level, which not only complemented CSEF funding in advocacy-oriented activities but financed initially-conceived CSEF activities due to lack or shortage of funds or even untimely disbursement coming from GCE/Regional Secretariat to the CSEC Coalition.

4.1.3. Research component

The CSEC coalition in Malawi has always been particularly focused on conducting research studies as the basis for evidence-based advocacy and therefore has showed special attention to prioritise experienced and research-oriented profiles within the Coalition secretariat to undertake this task. There have been instrumental research studies on issues of access, equity, quality and relevance on enrolment of pupils, dropouts, absenteeism of both pupils and teachers, community involvement in school development work, HIV/AIDS, impact violence against pupils or teacher distribution, which has been critical for advocacy and political influence as we have already mentioned.

The CSEF has contributed in conducting 3 research publications here developed:

- 2009/2010 Budget monitoring as a need-assessment and identification in primary schools as basis for education financing advocacy.
- EFA status review in Malawi (April-July 2011) showing that Malawi is lagging behind in the achievement of the EFA goals due to lack of political will in order to follow the recommendations of the EFA Framework for Action.
- 2010/2011 Budget and public expenditure tracking report¹⁰, with unambiguous evidence-based facts on recurrent “leakages” in the transfer of funds from treasury to schools in the country.
- 2011/2012 Research on Justiciability of the Right to Education (yet to be published, with ANCEFA funding support).

4.1.4. Training initiatives

In terms of Capacity Building through specific training the CSEF project implementation in Malawi has mainly focused on a training package and workshops as to strengthen its advocacy capacity, with more than 40 members of the coalition being trained, representing 22 member organizations as well as 6 District Education Networks. Social accountability and mobilization, project management, policy

¹⁰ *This research was also financially supported by Trócaire*

analysis, advocacy and budget training were part of this package and trainees also assisted in the budget tracking exercise of data collection from the District Assemblies.

It is also important to mention here the training of Journalists in Education issues conducted in April 2010, targeting 30 media practitioners in order to raise their awareness and advocacy profile.

4.1.5. Knowledge Management/Learning

No specific knowledge management and learning procedures have been identified other than evidence-based documents such as the Resource centre development plan, the Newsletter (serving also as a platform for all CSEC members and other stakeholders on which to share views, experiences, best practices and general education issues) and the Coalition's webpage as support tools to facilitate coordination, knowledge and information sharing. Apart from this, it can be well noted the coalition's efforts in information dissemination/knowledge sharing among the coalition's membership and DEN resulting from their evidence-based research.

4.2. Financial management

This is a key component within the coalition and a precondition for all funding donors in order to grant CSEC Coalition's The CSEF is currently staffing two persons -finance officer and accounts assistant - to effectively cope with a sound financial management system with proper donor-oriented reporting deadlines to be met as well as audit procedures fully operational and internalised within the coalition. But in terms of appropriate backup systems, the coalition is still in need for more robust financial management system.

4.3. Human Resources Management

The coalition itself has not a person within its staff specially appointed for such task comprising team building and core human resource management skills, although explicitly stated in its Strategic Plan 2007-2011, which is revealed to be one of the challenges of the CSEC coalition.

However and as a result of the 2010 Project Baseline Survey, some concerns and recommendations were raised such as to maximize the productivity as well as retention of the Secretariat Staff. Different strategies were identified, such as enhancing Staff motivation beyond a monetary incentive system, managing Staff expectations vis-à-vis organizational goals through a comprehensive staff orientation and development programme, minimize conflict, suspicion and lack of trust between Management and Secretariat through clarifying roles and responsibilities of the Executive Committee and the Coalition's Secretariat as well as planned Team Building activities, or promote versatility in members of staff and cultivate their interest to combine responsibilities.

4.4. Gender perspective

The CSEC Coalition is formally committed to the promotion of gender equality both internally promoting women's involvement in its governance structures as well as effective participation of women within the CSEC as to attain gender-parity standards or providing gender-inclusive components in their projects. However, gender is not a cross-cutting substantive issue with and operational and strategic approach in the coalition.

But despite the abovementioned statements, great efforts have been made and progress is being attained together with the support of other funding donors such as Trócaire or Action Aid International at District level. Since girl's access to education has been a core concern of the whole

donor community and Government, there has been substantive progress as a result of research, advocacy and budget analysis at this particular regard, empowering Mother Groups as core components within the School Management Committees to act as counsellors to properly guide and assist women and girl child at school and community level.

4.5. Monitoring & Evaluation

The CSEC coalition does not have a comprehensive M&E framework but however has internalized and fully implemented M&E procedures and templates related to some projects and strategic documents within the coalition. With regard to the CSEF project, an M&E plan designed by ANCEFA Secretariat has been operational since the CSEF inception phase in order to monitor the CSEF project cycle. Apart from this, both its core strategic documents, namely, the Strategic plan 2007-2011 and his Advocacy agenda 2010-2015 have a M&E framework consistent with the work of the coalition. Regarding the latter, it has to be well-recognised the M&E procedures included in its strategy dealing with operational implementation plans as to be able to track progress at output level, and thus feeding the monitoring and evaluation framework for the advocacy strategy. This is also being complemented with a Questionnaire providing guidance and focus on M&E components of the advocacy strategy with short and long term questions-oriented approach.

Finally the coalition has appointed the research officer as to monitor and ensure compliance with M&E operational mechanisms put in place, with the guidance and oversight of the Executive Director.

4.6. Communication (internal & external)

No institutional communication plan has been established although there are quite abundant evidence-based documents that have well systematised what and how to communicate depending on the target audience to whom the coalition is likely to address education issues. However, the CSEC strategic plan 2007-2011 clearly states the necessity to enhance communication as a core component of the advocacy and lobbying agenda of the coalition, including a media strategy (in progress) and qualified staff structure in the secretariat to fully engage with media (not yet identified) as well as targeting key individuals in government and parliament as to seek commitment to basic education as part of the communication and lobbying strategy. In terms of internal communication, the coalition has focused on knowledge and information sharing mechanisms as to promote better understanding of what different organizations are doing and how they can complement each others' activities and advocacy work both at national and district level.

4.7. Regional Coordination

The CSEC has been consolidating partnership and effective coordination with other CSO Networks (dealing with health, Agriculture or Gender issues) in Malawi basically on policy advocacy, budget analysis and budget tracking. This has led to a consolidated network and effective political opportunity agenda, especially with the Ministry of Finance, Budget and finance committees of Parliament, development partners and donors.

5. RESULTS: Outputs/Outcomes

5.1. Theory of Change¹¹

5.1.1. What changes were made as a result of the CSEF project and why?

From the report and data available, the following Theory of Change Scheme (ToC) show CSEF expectations of results from the CSEF at national level and government key related-assumptions, it is more a framework diagnosis based on the CSEF proposal rather than a thorough attempt to explain what changes were actually made and why, for which a more in-depth analysis might be done.

However, in order to understand this project (conceptually conceived as Advocacy Networks), as well as donors' or other funding-oriented structures' effective contribution and alignment to such Coalition, this logical causal framework is complemented with an overarching major ultimate end of process-goal, since the CSEF is supposed to attain its mid-term objectives through the strengthening of national civil society coalitions (see **yellow legend mark**) but with two *a priori* substantive assumptions:

- 1) The GCE/CSEF is a key contributing actor, since is aligned with the long-term goal here developed (see ToC attached below) with a triple nature/role: key changing and transformative agent (regional advocacy network through UNCEFA), technical assistance regional body for national advocacy coalitions, and third, as a funding support-structure.
- 2) The CSEF is part of the process but is not the process itself since the CSEF proposal here developed – strategies – is more project implementation-based than totally-aligned strategy with the CSEC coalition mainstream strategy in terms of sustained institutional and financial effects consistent with their capacity gap and needs assessment.

2009-2011 CSEF programme scope in MALAWI– causal attribution Framework (ToC)				GCE/CSEF contribution PROCESS to long term impact	
PROBLEM	STRATEGIES	ASSUMPTIONS	MID-Term GOAL	ASSUMPTIONS	LONG-term GOAL
Contribution of CSEF to CSCQBE/CSEC Coalition strategic objectives, processes, mission and vision					
CSCQBE/CSEC and member Organizations/DEN lack financial sustainability with appropriate funding mechanisms	Consultation process on the creation of NCSEF	An independent, unique advocacy funding umbrella structure may lead to international resource mobilization and financial sustainability of CSO in the country	Independent NCSEF set up in the country (GCE/CSEF key strategic goal – primary process)	Donor community aligns with coalitions strategy and advocacy funding framework Donor community and CSO consolidate strategic partnership and common political strategy vis-à-vis Government Favourable Political environment	CSCQBE/CSEC contributes towards the attainment of governments' commitment /towards the EFA goals in Sierra Leone

¹¹ Theory of change is an individual, group of individuals, or organization's belief about how to positively change conditions or behaviours. It is based on assumptions about what is needed to make these changes. Sound theory should be based on experiences and logical judgments about what works.

				<i>conducive to policy reforms, transparency and accountability/ capacity development plan fully operational</i>	
Poor/weak Malawian CSO involvement and influence in regional and international policy dialogue fora on education issues	<i>CSCQBE/CSEC Coordination at regional/international level</i>	<i>Regional and international education policy dialogue with key education actors enhance and consolidate partnership processes and joint advocacy action on common grounds Network Coordination and members ownership at national/district level brings added value to CSCQBE/CSEC advocacy work and thus greater impact in terms of policy/resource allocation and expenditure on education issues at national/district level</i>	<i>Involvement and participation in regional and international education policy dialogue fora increased by 20% Effective coordination of CSO advocacy initiatives around education political agenda</i>	<i>Donor community, INGO, Global Regional advocacy bodies and Malawian CSO consolidate strategic partnership and influence education decision-making</i>	<i>CSCQBE/CSEC contributes towards the attainment of the EFA goals in Sierra Leone</i>
CSCQBE/CSEC lacks political opportunity agenda coordination on education policy formulation and implementation with its membership	<i>Coordination and networking Capacity Building</i>				
CSCQBE/CSEC lacks effective advocacy coordination with DEN and its membership	<i>Consultation process established and systematized</i>		<i>Enhanced CSCQBE/CSEC Effective implementation and multiplying advocacy effect with DEN and membership</i>		
CSCQBE/CSEC coalition lacks effective advocacy influence in decision-making processes	<i>Research – public expenditure tracking surveys in public primary schools in Malawi Mobilization and dissemination of findings Lobbying and advocacy Parliament raising</i>	<i>Evidence-based research and findings influence decision-making and raise CSCQBE/CSEC political profile</i>	<i>CSO influence Government, policy-makers and development partners on EFA Goals based on their evidence-based research</i>	<i>Donor community, INGO, Global Regional advocacy bodies and Malawian CSO consolidate strategic partnership and influence education agenda</i>	

	<i>awareness/capacity building on policy/budget education issues</i>			
CSCQBE/CSEC Member organizations/DEN with weak internal advocacy capacity at national/district level	Advocacy package training targeting Secretariat and selected member organizations/DEN Research and advocacy outputs Establishment of NCSEF	<i>Empowered and trained member organizations and DEN within the CSCQBE/CSEC may lead to sustained changes in education based on the coordination/implementation of their advocacy agenda as a result of evidence-based research</i>	CSCQBE/CSEC internal evidence-based advocacy capacity strengthened and gradually sustained with adequate financial support (GCE/CSEF key strategic goal – primary process)	<i>CSCQBE/CSEC becomes an effective, independent and sustained social transformative and behavioural change agent in Malawi</i>

5.1.2. Box: CSEC expectations of CSEF impact

Generally speaking, the CSEC coalition has well adapted its work and mission to the CSEF governance architecture, management structure, mandate¹², and complied with the quality assurance requirements and strict reporting deadlines of the CSEF whereby the day-to-day operations of the CSEF in Africa are devolved to a Regional Secretariat (ANCEFA), a regional Fund Manager (Oxfam GB West Africa Regional Management Centre) and a regional Funding Committee.

The CSEF coalition’s understanding of the CSEF rationale has had a 2-year project-based approach, since the grant received covered 2 annual phases and it has been allocated to some key strategic areas such as the strengthening of the CSEC Coalition policy engagement with the added value of their membership and specially DEN, building CSO and District capacities and tracking resources in the education sector for evidence research, advocacy and campaign.

In terms of funding transfer, it is important to briefly assess the transfer flow and budget allocation in order to understand management and operational issues as well as their consistency with the overall 2007-2011 strategic plan of the CSEC coalition.

During Year 1 (February 2010- December 2010) CSEC Coalition was expected to receive a sum of around 19 million MWK (128.816 \$), which was consistent with the proposal, budget submitted and grant finally approved. However, the CSEC Coalition got a final sum of 10 million MWK in two tranches (6 million MWK in December 2009 and 4 million MWK in June 2010).

¹² **CSEF Mandate:**

Regional Secretariat: oversees administrative functions, and supports grantee coalitions in their work and organizational development; has a reserved seat on the Funding Committee.

Regional Fund Manager: manages the disbursement of grants and oversees financial reporting by grantees; has a reserved seat on the Funding Committee.

Regional Funding Committee: makes all decisions regarding the allocation of grants to national coalitions, subject to eligibility criteria agreed with GCE and the overall agreed budget ceiling.

During Year 2 (January 2011 - October 2011) CSEC Coalition was expected to get roughly 21.7 million MWK (146.433\$) but finally it only got 14 million MWK disbursed in 5 tranches from December 2010 up to November 2011 (final disbursement tranche grant out of CSEF term contract), with an additional grant of 1.6 million MWK in order to conduct an additional research on Justiciability of the Right to Education in the country.

As a result of the former disbursement scenario CSEC had to revisit its programme, reformulate expected key activities or find other donors in order to complement some activities. However, some other activities could not be implemented (namely, some research, workshop, dialogue meetings with policy makers or interface meetings with membership and stakeholders).

In terms of CSEC expectations these have been met to a certain extent since it was understood that ANCEFA and OXFAM' would "*de facto*" operate in accordance with their mandate, being ANCEFA's main role to oversee and ensure the coalitions' quality administrative and financial function in order to meet GCE requirements as well as providing technical assistance and feedback on their organizational development and daily management work. OXFAM' regional manager has also developed his mandate in terms of managing the disbursement of grants and overseeing financial reporting of the EFASL coalition on a monthly basis.

However, in the CSEF life span it is important to just mention some strategic, conceptual, operational and logistic key issues as critical aspects likely to be addressed which may have surely hindered and thus affected the effective implementation of the project compared to the initial understanding and expectation of the CSEF project:

1. CSEF originally expected to cover a 3 year-funding process turned out to be a 2 year project/programme with annual-based project funding with uneven disbursement tranches, which together with continuous delays in funding flow and transfer but yet tight reporting deadlines to be met have affected planning, effective coordination and implementation at national, regional and local levels.
2. The process initiated on the creation of a National CSEF as a foundation pillar of the CSEF (already initiated during CEF project) as well as a core component within the CSEC proposal has led to an on - going extensive and intensive literature and debate either at global, regional and national levels yet to be further discussed as to ensure effective funding mechanisms leading to financial sustainability of the Coalition.
3. Providing timely and significant feedback at regional level on broader issues regarding national and regional concerns on organizational, methodological, knowledge and information sharing mechanisms or communication issues¹³ contained in the CSEF reporting mechanisms is strongly recommended.

5.1.3. How does CSEC frame diagnosis and strategy of education-related issues in the country?

The CSEC coalition has conducted since its inception relevant situational assessments, mapping exercises and progress reports in order to assess basically the baseline of who is who in the education context, the local mapping of CSO working in education or the EFA progress status in the country. With regard to the Government's policies and resource allocation, CSEC periodically reviews education status through the national education management information system EMIS which is

¹³ Its is important also to assess the response capacity of the regional structure given the huge regional portfolio they are currently managing.

produced annually by government.

But the foundation pillars of their advocacy work came with the participatory process conducted previous to the Advocacy Strategy 2010-2015 with all key informant education stakeholders. In this Workshop the core facts/issues that form the basis of their advocacy strategy¹⁴ and 2010/2011 implementation plan were identified.

At this regard both the coalition's strategic plan and the Advocacy strategy are interlinked within the implementation plan document as to meet programmatic objectives with clear long term advocacy goals combined with expected outcomes to be fulfilled with rather a short-term approach or on an annual basis. There are also identified primary audiences (policy makers and decision-makers), secondary audiences (groups or individuals likely to influence primary audiences, and allies with each single strategic intervention.

Beyond this, the Coalition carries out its independent research studies to examine various issues in the sector. Depending on the theme and issue under research, the Coalition either conducts the research by subcontracting independent consultants or does the research internally, making use of existing structures such the DENs and Membership Organizations.

At this regard, the coalition's understanding of research as the basis for any advocacy work has been instrumental in education leading to relevant evidence-based education issues able to be disseminated and discussed through high level meetings who have contributed to gain political space and influence change in education decision-making processes, being partly attributable to the coalition's research and advocacy work.

5.2. Main outputs¹⁵

At this particular point and since primary processes already depicted have led to important CSEF-related outputs already mentioned, this part would try only to complement the vision with some other core relevant processes and related-outputs.

National Civil Society Education Funds: NCSEF¹⁶

During the implementation of the CSEF in Malawi, there was formally established a NCSEF taskforce as to develop a NCSEF concept note, comprising a stakeholder and country analysis, a stakeholder mapping and an assessment on the viability of this NCSEF within the country.

The model proposed by the taskforce was that the NCSEF would be managed by the Civil Society Organizations with an independent grants committee. This concept note was also presented and further adopted by the coalition's members after holding a validation and consultation workshop

¹⁴ *Education advocacy agenda based on these findings/issues identified: Inadequate funding towards ECD programmes / Inadequate resource allocation to the education sector, especially towards Special Needs Education / High drop out in primary schools especially among girls / Limited involvement of communities in school management / an outdated Education Act which does not respond to the current development and needs in the education sector / Lack of transparency and accountability on the use of resources allocated to the education sector.*

¹⁵ *See also "primary processes" as to identify some initial outputs.*

¹⁶ *In 2006 and after a Consultation process in 17 African/Asian countries resulted in claiming at sustaining the education advocacy work supported by the Commonwealth Education Fund since 2002 by the creation of National Civil Society Education Funds.*

but special concerns were made regarding the revision of the governance structures of the NCSEF in order to have a major role as a coalition within the NCSEF newly-conceived structure.

5.3. Key “intermediate”¹⁷ Results: CSEC intermediate results vis-à-vis membership and coalitions funding stakeholders

- **CSEC coalition capacity Building in advocacy at national and district local level improved and reinforced**, given the different performance indicators and evidences on training courses delivered, number of CSEC members effectively trained, indicators and verifiable evidences on research, surveys, advocacy campaigns as well as budget tracking and public expenditure work conducted.

“In terms of research we have significantly contributed towards knowledge wealth. In addition to that, in terms of transparency, we have strengthened the capacity of DENS to follow through resources committed to programs which has reduced issues of mismanagement. And where issues of mismanagement arise, the DENS have been able to expose these and bring them to our attention. In terms of decentralisation, our advocacy has seen to it that we have meaningful decentralisation which had previously been good on paper and not on the ground. District networks now actively participate in education processes and in the development of SIPs – Sector implementation plans”.

NEC Secretariat

“Even if you go down to the district level, the District Education Networks are very active, although not in all districts, but where they are active, there are good reports of them influencing government policies and making issues of education popular through increasing awareness. So in that respect, the coalition has been very instrumental in pushing the agenda for education for all in the country”.

NEC member

- **CSEC internal Network coverage (membership and DEN) and coordination/implementation mechanisms improved and strengthened** given the performance and results indicators in terms of ownership, joint advocacy, mobilization and monitoring capacity at district level (being Dowa district an evidence-based example of such work).

“It has been consistent in the past three years, and this has led to there being high recognition for the existence of the coalition in Malawi. It is responsible for having established the DENS in different districts to ensure that there is visibility for advocacy work. So even though some DENS solicit their own funding, some of them are funded through the coalition and are able to identify education issues at that community level which then inform the national advocacy activities.”

NEC Member

- **CSEC political space enhanced** through formal participation in the Education Sector Group - SWAp¹⁸, technical working groups (such as the Education Sector Wide Approach Working Group

¹⁷ “Intermediate” results is conceived to be appropriate with such nature of project – advocacy network - , since primary processes and outputs leading to major results and substantive impact are a long on-going process much broader than this project and thus yet to be fully accomplished in the long run.

¹⁸ It has to be also noted that the Coalitions is currently participating in 7 out of 9 technical working groups of the E-SWAp

or the Basic Education Technical Working Group) and taskforces, committees, education meetings with the Ministries of Education and Finance and the Education, Budget and Finance Committees of the Parliament. This has resulted in monitoring closely the implementation of the National Education Sector Plan as well as the Annual Program of Works for the Education Sector.

“For example, we work with the members’ of parliament for the education committee, who can confirm that they get a lot of support from the coalition. Secondly, in terms of research, as a coalition we have commissioned a number of research studies in the education sector and have made the findings available to the policy makers themselves in particular the education committee. The idea is that the members of parliament have enough information when making decisions in parliament. In terms of influencing, we have done some capacity building work, of sectors in education, in particular again the parliamentary committee on education. We have drilled them in various aspects in terms of understanding the issue of the budget, specific issues like out of school youth, and disability as well. We have provided information in terms of the current statistics in each and how they would affect the welfare of particular groups. We believe that if they are empowered in terms of knowledge and information, their contributions on the floor will be well informed”.

NEC Member

“The Ministry of Education also makes it a point to involve the coalition in whatever education processes it may have because the coalition is recognised as a key stakeholder in the education sector”.

INGO

- **CSEC political influence vis-à-vis the Government enhanced**, leading to access to documents or data as an evidence-based material for advocacy and lobbying with Ministry, Parliament and development partners in education policies and resource allocation. This such influence has led to dissemination of findings and subsequent meetings with all relevant decision-makers and other key stakeholders, such as the meeting on the 2010 Budget tracking expenditure survey which allowed further pressure on behalf of local donors to effectively disburse all funds for Direct Support to Schools – DSS and some field visits by parliamentarians to ensure completion of disbursement procedures to schools.

“The coalition is very strategic in how it monitors the governments’ adherence to the EFA goals as well as the MDGS on education. They are renowned in their work on budget tracking as they have done a lot of work on this. Every year they produce a budget tracking report which they give to other CSOs, to members of parliament and to the Ministry of Education. This has helped in their advocacy for increased budget allocation to education. In the 1990’s we had a high allocation of budget to education, but then it dropped, and through the advocacy of the coalition, it has been increased again”.

INGO

“.....the government has come to recognise that CSEC is a crucial partner in terms of education development in Malawi and that is why CSEC is represented in all technical groups. We have also started presenting the CSEC budget as a civil society contribution to education budget of the national budget. We are also getting closer to the 20% of national budget of the EFA goals as we are now at 18%, because of this impact. The government has mainstreamed education as a priority because off

the advocacy that we have raised and this includes in the MGDS. There has also been recognition at the assembly level throughout districts”.

NEC Board

- **Government’s transparency and accountability on education enhanced** as a result of the advocacy work and budget tracking initiatives at district level as previously developed.

“... In Chitipa, the District Commissioner had misused K5, 000, 000 of direct funds from CSEF. So what the DEN did was generate adequate information for the affected schools and what it meant for a period of 6 months without direct support for these schools. Stakeholders were mobilised and they came up with a petition to the DEM. It was then discovered that the DC had redirected education resources to ministry of health. We then wrote the Ministry of Local Government which is the ministry responsible for all DCs. So a directive was sent from this ministry after further enquiries were made that the money be reimbursed to the ministry of education from the ORT of the district council and the DC was reprimanded. And for us this was an incredible result from that engagement”.

NEC Secretariat

- **CSEC regional coordination and partnership enhanced** through learning forums, regional policy and budget review meetings such as the Southern Africa Regional Education Financing workshop for Anglophone coalitions. This workshop resulted in a proposal on education financing campaign plans at national level through stable partnerships with the teachers union and Action Aid in the country.

“As far as the media is concerned, the reason why we may have something to talk about in the media with regards to education is because of the presence of the coalition. [Pause]...and these challenges are across the board, from primary, secondary and tertiary education...”

NEC Member

- **CSEC regional influence and institutional profile strengthened** through participation in global advocacy and lobbying initiatives such as the Yellow card Education Financing Campaign during the Soccer World Cup Tournament targeting Heads of State to consider increasing education resource allocation in line with the EFA financing benchmarks.

5.4. Recognition

- **CSEC’ internal legitimacy and recognition expanded at national level** given the number of members, partners, networks, donor alignment-based support recognising the role and impact of the CSEC with evidence-based documents and sources of the coalition either representing the membership or with bilateral strategic advocacy at district level or with specific education issues.
- **CSEC’ external legitimacy and recognition expanded at national level, regional and global level as a strong legitimate non state actor by the Government, their membership and strategic partners members**, given the verifiable indicators and evidence-based instruments and documents showing CSEC influence in decision-making processes regarding education

budget, budget equitable allocation, or budget expenditure and sound utilization at district level.

“I’ll give an example using the ‘Access to Information Campaign’. Over the years, both government and people in general have viewed the access to information as a media issue, as a tool that the media uses to antagonize the government. But the coalition has also been working on access to information as far as education is concerned. And that has helped change the minds of people and even the government, to start thinking of access to information as a developmental issue and not just an issue of the media, and that is mostly due to the work of the coalition. So with that as an example, I’d say yes the coalition has been very instrumental in changing the mindsets of people...”

NEC Member

5.5. Substantive intermediate impact

As already stated and developed in this report, we are about to identify key substantive intermediate impacts using a contribution framework approach since advocacy networks cannot isolate and establish causal linear attributions only to the CSEF project at this particular regard and bearing in mind that some “impacts” are still in progress.

- **2010/2011 Education Budget allocation increased reaching nearly 19 % from 15,6% as of 2009/2010 Education budget** as a result of the CSEC influence and contribution through mobilization campaign, media engagement, research and advocacy work and political influence and recognition based on its core evidence-based documents and verifiable indicators.

“They have done a lot. They teamed up a couple of years back with the parliamentary committee of education to fight for the increased allocation of the national budget to the education sector and it was increased”.

Development Agency

“...in the past two national budgets, we have seen the education sector get the biggest chunk of the budget and is probably even beyond the international recommended standard. It calls for 15% of the national budget to go to education, but we have given 22% of our current budget to education, which is an achievement on our part....”

NEC Member

- **Policy revision/reform** on the 1962 Education Act and deployment policy as well as the inclusion of the EFA goals in the 2009-2012 National- ESIP – National Education Sector Implementation Plan, Special Needs Education Act (2007) including an operational setting as to enhance inclusive policies and qualified special needs teachers in the country as well as increased resource allocation.
- **CSEC Coalition’s capacity to influence Education and Finance parliamentarians’ perception** through evidence-based facts, monitoring visits, observation and appropriate awareness training on Education issues.

5.6. Key Challenges

- **CSEC effective resource mobilization strategy supported by both local and development partners/stakeholders** with a more strategic-oriented support covering administration costs rather than a recurrent project-based funding support, in order to ensure institutional capacity, donor complementarity and coordination as well as social, political and financial sustainability.

.....we didn't receive adequate funding to achieve all that CSEF intended. This is against the backdrop of that CSEF expected us to mobilised complementary funds from other donors, and where this has not happened, implementation has been limited. One example is that when CSEF was established, we ended up losing one of our key donors – OSISA - on the understanding that they are contributing to CSEF. So that had negative implications. Another example is that for some other donors like OBI in New York, we were no longer a priority area and thus stopped receiving funding from them. The implication is that our ability to carry out certain programs and activities is hindered".

NEC Secretariat

- DEN advocacy capacity to conduct research (budget research, analysis and monitoring) lobbying and budget advocacy activities within all Districts in Malawi.
- DEN capacity to directly access funding-support structures/frameworks in the country.
- CSEC Advocacy capacity to influence resource allocation to 20% (so far around 16-18 in the period 2009/2010 and 2010/2011)¹⁹.

Learning and Innovation (as a substantive challenge)

- CSEC' capacity to have systematic documentation of the activities of the CSEC secretariat and its members as a basis for advocacy and resource mobilization.
- Proper systems of information sharing among CSEC members, and between CSEC and other stakeholders in the education sector.
- Adequate dissemination and information sharing system on CSEC member activities and the general public.
- Consistency in the production of CSEC Newsletter (Umodzi).

6. CONCLUSIONS

6.1. Main findings²⁰

6.1.1. Organizational, capacity Development and internal strengthening has revealed to be a foundation pillar for the effective implementation and attainment of its programmatic, organizational and governance objectives as agreed and stated in its Strategic Plan.

6.1.2. Advocacy Networks provide evidences as to gain support, alliances and influence sustained policy and budget change, but political environment processes involved are long, dynamic and evolving through time. With such volatile context, advocacy strategies need long

¹⁹ The current 2011-2012 education Budget has reached the expected 20%.

²⁰ Based on extensive literature reviewed, interviews conducted and observation.

sustained appropriate funding mechanisms in order to gain and consolidate political space and influence changes.

6.1.3. Political recognition and influence vis-à-vis the Government needs strong alignment and strategic and sustained partnership with Key donors and stakeholders in order to gain presence and visibility at local, regional, national, supra-national and international level.

6.1.4. Research has proved to be crucial in attaining substantive results with a multiplying effect since social mobilization, media engagement and awareness raising based upon facts and evidences are far more effective at local levels.

6.1.5. Media engagement towards education has proved to be key in disseminating research, raise awareness and further involve other relevant local media and therefore generating social conscience and political awareness.

6.1.6. Political Decentralization in decision-making at the district level and District capacity building in research, advocacy and monitoring has proved to be paramount in order to raise awareness and influence political space and government's accountability and transparency.

6.1.7. Gender mainstreaming constitutes a serious gap and challenge to be properly addressed in the CSEC coalition.

6.1.8. Strong operational structure, internal cohesion, common vision and comprehensive agenda with a focused message and measurable road map, political opportunity calendar and key multi-level partnership have proved to be critical enabling factors to attain sustained advocacy impact.

6.2. Discussion: Has the coalition used the CSEF effectively? Can the initiative be considered 'successful'? Why? What did work for whom under what circumstances?²¹

It is difficult to assess and evaluate components such as "effectiveness" and "successfulness" of this project given the limitations and constraints already mentioned in the introduction as well as the nature of an advocacy Network "in progress" in terms of intermediate results and sustained impact achieved within a much more complex, dynamic and comprehensive process and context like this. In addition to this, the construction and validation of the theory of change with appropriate participatory methodologies has not been possible, so the added value here would just further contribute to the discussion and debate made by CSEF and/or CSEC staff individually during the field work²² phase.

Box: Key issues raised during interviews with ANCEFA Secretariat and CSEC Secretariat

CSEC: ANCEFA Technical assistance and guidance during design, formulation and submission of proposal perceived as very helpful.

CSEC: Coordination and reporting mechanisms well established and implemented throughout the

²¹ See also "Box: CSEC expectations of CSEF Impact to complement this question

²² Conference calls with CSEF staff were done while conducting the Evaluation of the CSEF implementation in Malawi but here we reproduce literally general questions / comments that both complement and feed the CSEF implementation in Sierra Leone

CSEF project.

CSEC: Late financial disbursement resulted in serious organizational, logistical and operational constraints affecting the normal implementation as initially expected. OXFAM envisaged having a rather funding controller role rather than just an advisory role.

CSEC: In terms of activities, outputs and outcomes, high level of accomplishment of performance and result indicators in terms of capacity building in research, advocacy, effective coordination of advocacy agenda at national and district level.

CSEC: Satisfactory level of compliance with CSEF Regional Secretariat reporting deadlines.

CSEC: Need to promote a more regional approach in terms of knowledge management, resource mobilization, advocacy agenda, etc...

CSEF Secretariat - CSEC: Well – based and solid governance and management structure, with clear portfolio and mandates and coordination between Board, Executive Committee, Secretariat and Membership organizations/DEN.

CSEF Secretariat - ANCEFA: Important to have a regional baseline/regional overview as to identify trends, key components, gaps or challenges (nature, profiles, progression in operational issues, funding resources and political constraints/risks, international development position,..).

CSEF Secretariat – ANCEFA MAIN RESULTS

- Main initial constraint: CSEF had no initial baseline so it is difficult to benchmark.
- Contributed to CSO participation and recognition as a non state actor in regional forum thus having increased political influence as a voice to be heard.
- Increased knowledge sharing and data as a regional network.
- Increased regional training (education financing).
- Contributed to political recognition and influence at national level.

CSEF implementation in Malawi.

- Major result: DEN empowered in terms of its advocacy capacities and political opportunity agenda at district level.

CSEF Secretariat – ANCEFA – Opportunities/Challenges

- Sustained results and impact need time.
- Capacity building is also volatile since staff come and go.
- Resource mobilization strategy and financial sustainability is crucial.
- Need to keep on supporting national coalitions at early stages of development: representativeness, institutional and operational capacity can hinder political space and influence as recognized non

state actors.

- CSEF assessment on what they can effectively deliver as to manage and address expectations.
- Come to a final strategy-approach regarding the debate on National Civil Society Education Funds.
- Advocacy structures/processes and sustained impact need appropriate frameworks.

However, and coming to the national level and again reproducing literally what it's been already said, there were critical issues and thus challenges yet to be properly/urgently addressed in the near future:

1. CSEF originally expected to cover a 3 year- funding process turned out to be a 2 year programme with annual-based project funding with uneven disbursement tranches, which together with continuous delays in funding flow and transfer but yet tight reporting deadlines to be met have affected planning, effective coordination and implementation at national, regional and local levels.

2. The process initiated on the creation of a National CSEF as a pillar component of the CSEF and core component within the CSEC proposal has led to an on - going extensive and intensive literature and debate either at global, regional and national levels yet to be further discussed as to ensure effective funding mechanisms leading to financial sustainability of the Coalition.

3. Providing timely and significant feedback at regional level on broader issues regarding national and regional concerns on organizational, methodological, knowledge and information sharing mechanisms or communication issues contained in the CSEF reporting mechanisms is strongly recommended.

7. General Recommendations

- Appropriate knowledge management mechanisms in order to move towards members' ownership and complement capacity-building processes.
- Adequate funding mechanisms aligned with the coalitions' strategy rather than an activity or Project-based approach in the view of institutional and social sustainability.
- Have a common approach on behalf of the donor community towards CSO and Networks, specially focusing on advocacy issues and stakeholders' position & vision on that.
- Need to have a sustainability plan with a fundraising and resource mobilization strategy component at both national and district level as part of their exit strategy paper regarding the future of NEC.
- Revisit and further debate on the process of creation of national civil society and the different alternative/scenarios already envisaged and debated.
- Evaluate nature/profiles/stage processes of National civil society coalitions in order to identify and ensure CSEF relevance, efficiency and effectiveness.
- Further enhance capacity building with a dual parallel approach – training initiatives addressing CSEC/member needs and training of trainers in order to ensure future multiplying effect with CSEC

members and meet DEN' expectations and capacity needs/demands.

- Enhance strategic partnership and alliances with key stakeholders – UNICEF, IMF, WB as to broaden visibility, regional/international influence and political space.

8. Lessons learned/final recommendation

- National Civil Society Education Funds can bring about sustained changes in the country but have to be further discussed and revisited at national level by the whole donor community and INGO, Government and Malawian CSO. There are parallel funding structures in the country (*Tilitonse*²³, an existing basket fund structure for CSO in Malawi on governance issues) as well as local CSO who are not member organizations of the Coalition but funding recipients from the donor community or relevant INGO, so in case the NCSEF was intended to be directly linked with the CSEC Coalition, it would be advisable to revise mandates, strategies, coordination mechanisms and implementation instruments for the sake of aid effectiveness, in line with the Paris Declaration process or taking the SWAp as a model with a common and unique coordination and implementation instrument in the country.

GOOD PRACTICE

Box 1: Chitipa District Education Network - CONTRIBUTION FRAMEWORK APPROACH example (with Trócaire and Action Aid funding)

As a result of trainings conducted in all five T/A (Traditional Authorities) on the roles of School Management Committees and Parent Teachers Association with regard to school management there has been great progress on the ability of SMC, PTA and local community to effectively address school issues, with a gradually enhanced involvement of the community throughout the school management cycle, leading to greater influence and engagement of the community in education issues at both T/A and District level.

Box 2: Media advocacy and engagement - CONTRIBUTION FRAMEWORK APPROACH example

The Coalition has held several media advocacy initiatives in 2011 in live in order to stimulate public debate on compulsory education, education financing, teacher welfare, and Academic freedom, raise awareness among the general public and to solicit the view of the public on those issues for advocacy. Beyond radio programs the Coalition also initiated supported news features and press statements in the print media on Education issues as well as continued support to the Education Category Award of the NAMISA Journalist of the year Awards.

As a result of this ongoing advocacy work, there has been a substantive increase in the print and electronic media on education issues as well as major commitment and engagement of Malawian Media houses with the Coalition, either as member organizations or as strategic partners joining a common political advocacy agenda.

²³ *Tilitonse is a grant making facility jointly funded by the UK Department for International Development (DFID), Royal Norwegian Embassy, Irish Aid and the European Union. In line with the Government of Malawi's Policy Frameworks, especially the Malawi Growth and Development Strategy, Tilitonse will support civil society to play a role in promoting democratic governance. The overall goal of the fund is to support governance in Malawi that is increasingly inclusive, accountable and responsive to citizens.*

Appendix 1: CSEF architecture in terms of management (some inputs regarding CSEC/regional secretariat (ANCEFA)/Regional funding manager (OXFAM)/GPE at global level?)

Since we have already assessed operational issues and challenges regarding the CSEF management structure we'll just add some key reflections or suggestions out of the individual Workshop conducted with the participation of the CSEC Coalition National Executive Director as the national coordinator of the CSEC Coalition as well as the Research M&E Officer.

Reflections/Recommendations:

- CSEF ideal architecture: CSEF long-term sustained support in advocating for policy/budget at national/regional/global level and alignment with CSEC Coalitions' strategy (3-year basis).
- CSEF role with a quadruple nature: funding structure, capacity building and technical guidance, oversight function regarding the implementation of the CSEF towards sustainability in the country and raise and support CSEC advocacy voice as a regional advocacy network.
- CSEF Secretariat lacks capacity in effectively monitoring/giving timely feedback to ad hoc national reports and demands and timely financial disbursement.
- CSEF should conduct a coalitions mapping in order to identify and establish or sort out stage/levels of recognition, ownership, capacity building, advocacy and financial management capacity and sustainability assessment at national level for CSEF learning and decision-making in terms of technical, financial, institutional or political support based on coalitions need assessment.
- CSEF regional Secretariat needs also to work as a learning platform, focus on regional information and knowledge sharing mechanisms with a more South-South approach.

ANNEX 1

FIELD AGENDA (3-14 August)

30	31	1	2	3	4	5
				9:00 am CSEC Meeting - Director		
6	7	8	9	10	11	12
12:00 pm FAWEMA – CSEC 15:00 pm Media House – MISAMA – CSEC	10:30 am CEYCA – CSEC 15:00 pm MEJN – CSEC	9:00 am TROCAIRE Meeting 10:30 am National Commission for UNESCO CIDA-LEG Transcript Meeting and contract	10:00 am SMC – Dowa District – Mponela Local Council and Dowa DEN 14:00 pm Action Aid MALAWI 15:30 pm Director Basic Educ. Ministry of Education	9:00 am ANCEFA call 10:30 am UNESCO SL call 12:00 pm CSEC Workshop		
13	14	15	16	17	18	19
8:00 am CSEC Director 11:30 am CSEC finance officer 13:00 am DFID – local basket fund - call 15:00 pm Sight Savers 16:00 pm ANCEFA regional call	8:30 am CSEC Board					

ANNEX 2: LIST OF INTERVIEWEES

Agenda CSEC/CSCQBE CSEF Evaluation

Date	Stakeholders	Schedule	Interviewee/Position	Remarks	
03-08-2012	CSEC	9:00 am	Benedicto Kondowe/Executive Director	Work plan	1
06-08-2012	FAWEMA	12:00 pm	Hendrina Givah/Director	Gender INGO	2
06-08-2012	MISAMA	15:00 pm	Aubrey Chikungwa, National Coordinator	Media House	3
07-08-2012	CEYCA	10:30 am	Rogers Newa/Executive Director	Youth local NGO	4
07-08-2012	MEJN	15:00 pm	Mike Banda/Regional Coord. South Freency Mapanga/Reg. Coord. North	Local Economic and Justice Network	5
08-08-2012	TRÓCAIRE	9:00 am	David Smith/Country Representative	Irish INGO – Meeting	6
08-08-2012	UNESCO National Commission	10:30 am	David Mulera/Education Programme Officer	UNESCO assist local NGO	7
08-08-2012	CIDA - LEG	12:00 pm	McPherson Jere/Education Advisor	Canadian Dev. Agency	8
09-08-2012	Dowa District focus group	10:00 – am 13:00 - pm	Mr. Chidatha/Education Advisor LC Mr. Darlington Harawa/DEN coordinator DEN local NGO	Meetings with Dowa DEN, local council, SMC and MG	9
09-08-2012	Action Aid Malawi	14:00 pm	Julie Juma/Education Coordinator	CSEC Member	10
09-08-2012	Ministry Education	15:30 pm	McNight Kalanda/Director Basic Education		11
10-08-2012	ANCEFA	9:00 am	ANCEFA program manager	International Call	12
10-08-2012	CSEC	12:00 am	Kalako Mondywa/RMEO	Workshop	13
13-08-2012	CSEC	8:00 am	Benedicto Kondowe/Executive Director	Interview	14
14-08-2012	CSEC	8:30 am	CSEC Board Members		15
	Finance/education MP			REJECTED	
	TUM		Unable to meet agenda with TUM	Teacher's Union	

ANNEX 3

OUTLINE INTERVIEWS (MAIN TEMPLATES)

3.1. INTERVIEW OUTLINE FOR CSCQBE/CSEC SECRETARIAT

BRIEF INTRODUCTION

1. **Scope of evaluation - CSEF**
2. **CSEF Evaluation team presentation and Malawi's scope and purpose of evaluation**
3. **Interview (semi-structured): main question components**

1	<p>ORIGIN of coalition and process up until 2009 ?</p> <p>MAIN DIAGNOSIS/CHALLENGES IDENTIFIED on EDUCATION ISSUES IN MALAWI before CSEF project ?</p> <p>CSCQBE as a COALITION Before CSEF project: inclusive in terms of organizations, profiles, ? representativity ? districts ? democratically-run ? internal legitimacy and cohesion ?</p>
2	<p>STRATEGY AND VISION – Process of constructing AGENDA ?</p> <p>What are the priorities of your agenda as a coalition and how does it relate to your CSEF project ?</p>
5	<p>Global Campaign for Education/CSEF role in supporting NATIONAL CIVIL SOCIETY COALITIONS ?</p> <p>Understanding of the GLOBAL – REGIONAL structure and coordination at national level ?</p>
6	<p>GCE/CSEF PROJECT/main results (2009-2011 and 2012 partly – not including the Bridging Fund)</p> <p>To what extent do you think REGIONAL CSEF has strengthened the CSCQBE internal capacity ?</p> <p>To what extent do you think REGIONAL CSEF has strengthened the CSCQBE policy advocacy role ?</p> <p>To what extent do you think REGIONAL CSEF has contributed to the CSCQBE policy research capacity ?</p> <p>To what extent do you think REGIONAL CSEF has contributed to the improvement of government's governance, transparency and accountability ?</p>
7	<p>Which activities and strategies of the CSEF project have contributed to build women's capacity in terms of participation within the CSCQBE, organization leadership, management skills, ...?</p>
8	<p>What are the main changes made as a result of the implementation of the CSEF Project in Malawi – as a result of your activities ? Why ?</p>
9	<p>What are the enabling/hindering factors you may think that contributed to achieving the objectives ?</p> <p>Have there been any specific challenges that have affected the implementation and results of the project (Financial, Logistical, security related, personal, organisational at different levels ...) ? Can you identify them?</p> <p>CREATION OF FULLY OPERATIONAL NATIONAL CSEF ACHIEVED ?</p>

	CSEF attraction of additional funding at global/national level ACHIEVED ?
	IMPACT chain (substantive outcomes) of CSEF project in Malawi CSCQBE research & findings led to what ? Government's recognition of CSCQBE ? leading to participation in formal committees/commissions ? leading to government's decisions ? any influence in setting the agenda ?
10	CSCQBE contributed to increased education budget ? new education policies/acts ? CSCQBE' contributed to decentralization processes in education governance ? CSCQBE contributed to improve government accountability ? Inclusion of EFA goals and specific budget allocation ?
11	Any substantive impact with a gender perspective ?
12	Any impact at the LOCAL LEVEL ?? in terms of capacity-building, monitoring, budget tracking, coordination, accountability ?
13	Are there any testimonies and evidence-based documents that can assess the impact of the CSCQBE project policy outputs at LOCAL LEVEL ?
14	To what extent do you think the project achievements and SUSTAINED EFFECTS/changes are going to continue after the project? To what extent are you (CSCQBE) willing to CONTRIBUTE to these achievements? SUSTAINED EFFECTS from an institutional, political, social, financial and environmental perspective ?
15	ANY OTHER QUESTION/DEMAND/CONCERN RAISED DURING INTERVIEW (...)

4. Closing

THANK YOU VERY MUCH FOR YOUR CONTRIBUTION !!

3.2. WORKSHOP OUTLINE FOR CSCQBE/CSEC SECRETARIAT .

CSEC Malawi SWOT analysis	
1) CSEC - As a coalition: Weaknesses/Strenghths/Threats/Opportunities	
<ul style="list-style-type: none"> Financial management Human Resources Management Gender Monitoring & Evaluation Communication (internal/external) 	
2) CSEC Strategic Plan (2007-2011) – Strategic Plan Draft	

Expected outputs

3) CSEC' initial expectations on CSEF role?

CSEC as CSEF funding recipient
CSEC as a CSEF technical-assistance recipient
CSEC as and Advocacy Network in partnership with ANCEFA

CSEF governance structure and funding systems
CSEC Vis-à-vis ANCEFA ?
OXFAM as a regional funding coordinator ?

Has the coalition used the CSEF effectively? Why?
What did work for whom under what circumstances?
What did not work ? Why?

4) CSEF expected role vis-à-vis national coalitions ?

Co-existence National CSEF/CSCQBE ?
If so, what is the expected role of National CSEF with CSO in MALAWI ?
NCSEF role and vis-à-vis CSEC Coalition ?

5) Looking beyond 2012..... ? CSCQBE expectations on CSEF' future support

Advocacy & Campaigning
Networking & Coalition Building
Research
Capacity Building
Community Mobilization
Budget Work Monitoring

3.3. WORKSHOP OUTLINE FOR CSEF REGIONAL SECRETARIAT - ANCEFA

BRIEF INTRODUCTION

1. Scope of evaluation - CSEF
2. CSEF Evaluation team presentation. Evaluation scope and purpose of evaluation
3. Interview (semi-structured): main question components

ANCEFA'S ORIGIN AND NATURE ?

ANCEFA'S MAIN MANDATE & mission/vision ?

1

ANCEFA'S GOVERNANCE STRUCTURE WITHIN CSEF/GCE architecture ? CSEF' staff required ?

ANCEFA'S MAIN SPONSORS/FUNDING SOURCES ?

2

ANCEFA's role & function vis-à-vis National Civil society Coalitions ?

- Any difference between those already existing coalitions and newly created Coalitions as a result of the CSEF Project?

	<ul style="list-style-type: none"> - Comparative overview of different coalitions – nature/agenda/demands/needs/weaknesses identified ? <p>ANCEFA’s agenda:</p> <ul style="list-style-type: none"> - Main components - regional agenda/national agenda ?
3	<p><u>CSEC/CSCQBE – Malawi</u></p> <p>Expected role of ANCEFA vis-à-vis CSEC needs assessment:</p> <ul style="list-style-type: none"> - ANCEFA’s role: funding/technical assistance/any other ? - Main results/outputs ? at regional/national level covering the period 2009-2011 ? - Any examples of good practices at regional/national level ?
4	<p><u>Overall assessment on the architecture: effective/efficient ?</u></p> <p>Any specific demands on behalf of national coalitions ?</p> <p>Any SWOT conducted on ANCEFA’s architecture and CSEF regional coordination ?</p> <p>Any internal evaluation at this particular regard ?</p> <p>Main challenges yet to be met ?</p> <p>Main lessons learnt/recommendations?</p>
5	<p>ANY OTHER QUESTION/REMARK/CONCERN RAISED DURING INTERVIEW (...)</p>

4. Closing

THANK YOU VERY MUCH FOR YOUR CONTRIBUTION !!

3.4. INTERVIEW OUTLINE FOR STAKEHOLDERS - INGO

BRIEF INTRODUCTION

1. Scope of evaluation - CSEF
2. CSEF Evaluation team presentation and Malawi’s scope and purpose of evaluation
3. Interview (semi-structured): main question components

1 XXXX MALAWI VISION AND MISSION? XXXX PLAN IN MALAWI MAIN COMPONENTS

	<p>XXXXXXXXX MALAWI' PARTICIPATION IN SETTING EDUCATION AGENDA/EDUCATION SECTOR IN MALAWI ?</p> <p>XXXXXX MALAWI' PARTICIPATION IN GPE'S COORDINATION GROUP ? AND IN THE EDUCATION REVIEW PLAN CYCLE ?</p>
2	<p>XXXXXX MALAWI' role and assistance with regard to CSO and CSO Networks ? (implementing partners) and vis-à-vis the Government ?</p>
3	<p>CSCQBE – CSEC</p> <p>XXXXXX MALAWI' statement/opinion on CSCQBE'/CSEC strategy/agenda/action plan/results ? implementing partners ?</p> <p>Any evidence-based document on CSCQBE'/CSEC research/advocacy capacity ? Any examples at local level ?</p>
4	<p>OVERALL ASSESSMENT ON CSCQBE'/ CSEC CONTRIBUTION TOWARDS EDUCATION AGENDA/EFA GOALS IN MALAWI ?</p> <p>MAIN CHALLENGES IN EDUCATION AGENDA YET TO BE ACHIEVED ? at LOCAL LEVEL ?</p>
5	<p>ANY OTHER QUESTION/REMARK/CONCERN RAISED DURING INTERVIEW (...)</p>

4. Closing

THANK YOU VERY MUCH FOR YOUR CONTRIBUTION !!

3.5. INTERVIEW OUTLINE FOR STAKEHOLDERS - Education Ministry

BRIEF INTRODUCTION

1. Scope of evaluation - CSEF
2. CSEF Evaluation team presentation and Malawi's scope and purpose of evaluation
3. Interview (semi-structured): main question components

1	<p>EDUCATION OVERVIEW IN MALAWI (basic education-focused in terms of evidence-based policy and budget figures/allocation & expenditure)</p>
2	<p>MAIN EDUCATION PARTNERS IN SETTING THE EDUCATION AGENDA IN MALAWI</p>

	<p>Role & Mission of Development partners'/Donor Group ? Status vis à vis Government & Parliament ?</p> <p>Role of Malawi's Civil Society Organizations ? Status vis à vis Government & Parliament ?</p> <p>Main ad hoc instruments/bodies in order to manage and implement GOVERNMENT'S EDUCATION PLAN ?</p>
3	<p>CSEC – Malawi</p> <p>Main role/achievements of CSEC vis-à-vis PARLIAMENT & EDUCATION MINISTRY ?</p> <p>Formal participation in Education and Finance Committees/Commissions ?</p> <p>Any other evidence-based document on CSEC' advocacy capacity ? Any examples at local level ?</p>
4	<p>OVERALL ASSESSMENT ON CSEC' CONTRIBUTION TOWARDS EDUCATION AGENDA ?</p>
5	<p>ANY OTHER QUESTION/REMARK/CONCERN RAISED DURING INTERVIEW (...)</p>

4. Closing

THANK YOU VERY MUCH FOR YOUR CONTRIBUTION

ANNEX 4

BIBLIOGRAPHY (and EVIDENCE-BASED DOCUMENTATION)

EDUCATION SECTOR

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