

Etude réalisée avec l'appui du F3E pour SOLIDARITE LAIQUE

Report and annexes – 341Ev

*Evaluation of the Education and Governance
Programme in the Eastern Province of Sri Lanka*

(based on a mission to Sri Lanka from December 8-23, 2011)

February 1, 2012

by

Richard SACK

Muthu SIVAGNANAM

**Association pour le
développement de l'éducation
(Pro-Ed)**

12, rue Notre-Dame des Champs
75006 Paris, France
+33 1 4233-2899

office.proed@gmail.com
richardsack@gmail.com

Fonds pour la promotion des Etudes préalables, des Etudes transversales et des Evaluations

F3E • 32, rue Le Peletier 75009 Paris, France • T 33 (0)1 44 83 03 55 • F 33 (0)1 44 83 03 25 • f3e@f3e.asso.fr • www.f3e.asso.fr

Association loi 1901 • Organisme de formation professionnelle n° 1 175 33 664 75 depuis le 30 06 2000 • N° Siret : 410050678 00029 • Code APE : 913 E

Evaluation of the Education and Governance Programme in the Eastern Province of Sri Lanka

Richard SACK
Muthu SIVAGNANAM

Contents

Abbreviations and acronyms / Abréviations et acronymes.....	iii
Programme Fact Sheet / Données sur le Programme	iv
Executive Summary.....	v
Introduction: Overview of the Programme.....	1
Methodological approach of this evaluation	2
Programme strategy.....	3
Early Childhood Care and Development.....	5
Basic Education.....	7
South-South exchange.....	10
Contribution to inter-communal relations	10
Programme governance, management and coordination.....	11
Conclusions and recommendations.....	13
References	16
Annex 1. Persons interviewed.....	17
Annex 2. Graphical representations of implementation for components 1 and 2.....	20
Annex 3. Review of the ECCD Component.....	22
Annex 4. Review of Basic Education Component	24
Annex 5. Coverage of the ECCD Component, by District and Zone.....	26
Annex 6. Monthly salary levels (in LKR) of preschool teachers.....	26
Annex 7. Review of the Coordination, Governance and management component.....	27
Annex 8. Some ideas for the contents of a booklet on ECCD success stories and lessons learnt.....	29
Annex 9. Terms of Reference for this evaluation	30

Tables

Table 1. Summary of the Programme's financial requirements, by component	2
--	---

Abbreviations and acronyms / Abréviations et acronymes

ADE	Assistant Director of Education
AFD	Agence française de développement
AGR	Activités Génératrices de Revenus
CAD	Comité d'assistance au développement
CBO	Community Based Organisations – Organisations communautaires
CDO	Community Development Officers
CNDREAO	Comité National de Développement des Réseaux pour l'Education en Afrique de l'Ouest
CTTU	Ceylan Tamil Teacher Union
DEO	Division Education Office/Officer
ECCD	Early Childhood Care and Development
EFA	Education for All
EGPE	Education et gouvernance dans la province de l'est
EPT	Education pour tous
FEED	Federation of Economic and Environmental Development
Fisong	Facilité d'innovation sectorielle - ONG (AFD's Facility for innovation - NGO)
IGA	Income generating activities
IT	Information technology
KV	Kinniya Vision
LKR	Sri Lankan Rupee
NGO	Non-governmental organization
NPDF	National Preschool Development Foundation
NPTU	National Preschool Teachers Union
NWC	National Workers Congress
OBA	Old Boys Association
OCDE	Organisation de coopération et de développement économique
PMC	Preschool Management Committee
PRODERE AO	Programme de développement des réseaux pour l'éducation en Afrique de l'ouest
PSTU	Primary School Teachers Union
PTC	Preschool teacher committee
SDC	School Development Committees
SDS	School Development Societies
SL	Solidarité Laïque
TdR	Termes de Références
ZEO	Zonal Education Offices/Officers

Programme Fact Sheet / Données sur le Programme

Location	Eastern Province, Sri Lanka
Lieu du Programme	Province de l'Est, Sri Lanka
Timing	January 2009 - December 2011
Période du Programme	Janvier 2009 - Decembre 2011
Implementation Partners	Kinniya Vision, NPDF, FEED, NWC, Solidarité
Partenaires pour la mise en œuvre	Laïque
Total budget	273 546 €
Budget total	
Financing partners	AFD (64.3%), Solidarité Laïque, F3E, CRIF
Partenaires pour le financement	

Executive Summary

The Programme under evaluation is *ambitious* in its objectives, *modest* in its financial requirements, and *complex* in its implementation modalities. And, it has been mostly successful in meeting its immediate, specific objectives, as well as providing the impetus for what appears to have a good probability of enduring outcomes related to the Programme's longer-term, more diffuse objectives. The Programme experimented several novel ideas, in its three programmatic components (ECCD, primary education, and South-South exchanges) whose implementation (for at least two of the three) tend to confirm their utility and potential viability for scaling-up.

The Programme's objectives cover three principal components

- (i) Strengthening dialogue, consultation and coordination in the area of Early Childhood Care and Development (ECCD). Specific activities included: the publication of a trilingual newsletter; the organization of PTCs and PMCs; training preschool teachers and government officers; promotion of IGAs; and support for the creation and development of a union for preschool teachers (the NPTU) with the overall goal of improving the professional and material status of preschool teachers.
- (ii) Improving divisional-level governance in the primary and sector education. Specific activities include: training of local educational officers; study tours to model schools with SDS/SDCs; community mobilization for involvement in the SDS/SDC; the creation of networks at the divisional level; and furnishing small incentive funds (seed money) to be managed by the SDS/SDCs for school improvement activities.
- (iii) Exchanges with five West African countries on issues related to attaining EFA. Three Sri Lankans traveled to West Africa and three West Africans traveled to Sri Lanka in order to study each other's experiences in ECCD.

There is also a component for governance and coordination of the project. Because of the innovative nature of this project, this component takes on special importance. Basically, this component was designed to ensure: (i) a high level of participation by all of the partners through coordination and feedback from all participants; and (ii) a monitoring capability designed to provide information on project activities. The large number of indicators (around 210) testifies to both the ambition and complexity of the Programme.

The Programme had three overriding, diffuse objectives: (i) contribute to the improvement of inter-communal relations in Eastern Province — whose social fabric had been stressed by both the tsunami and, especially, the civil war; (ii) sub-sectoral development based on greater civil society expectations for ECCD and basic education; and (iii) higher levels of professional and social consideration for preschool teachers. These, rather diffuse, objectives were something of a subtext in the ECCD and the basic education components and are another example of the ambitiousness of the overall Programme.

Programme activities closest to the grassroots — those that directly concerned the schools, parents, and teachers — were impressively successful and have every probability of being sustained and scaled-up. The preprimary school PTCs, the primary/secondary school SDS/SDCs, the IGAs in the preprimary schools, the primary/secondary school incentive funds were all well implemented and highly appreciated. There is also evidence that these activities resulted in benefits to the students. These innovative activities initiated and financed by the Programme have every probability of continuing into the coming years (sustainability) and of being scaled-up. Indeed, within the preprimary sector, the school clusters, which were initiated by the ADEs, were formed around the school that received Programme support. This had a demonstration effect on the other schools thereby spreading the core message promoted by the Programme. In addition to extending the impact of the Programme, the setting-up of clusters demonstrates a high degree of ownership of this aspect of the Programme by local education officials. Also, the Programme has enhanced cooperation between the local authorities and civil society.

However, the further the Programme went from these core, grassroots activities, the less effective it was: DEO capacity building did enhance somewhat their service delivery capacities, but was not fully effective; the ECCD committees did not operate; the newsletter has not been published; the South-South exchange had little direct applicability to the work of its participants; and the monitoring system was of marginal direct utility. Nonetheless, the Programme was an unmitigated success. Clearly, these grassroots activities were the essence of the Programme, with the non-grassroots activities playing a supporting role. In other words, the Programme's essence — and the Programme as a whole — thrived in the absence of several of its supporting activities and functions. This paradox merits critical thought on the relative value and importance of the supporting activities found in such a Programme. Several avenues should be explored:

- (a) Critical analysis of the need for elaborate monitoring for such a small project where all actors are well aware of results and targets not met.
- (b) Conflation of monitoring and coordination. The coordination function informally assumed by the monitoring officer was useful and the information gained from the monitoring activities contributed to this. However, the official status of the person responsible for this needs to be such that s/he can fully play that role.
- (c) The importance of more explicit coordination with national policies and policy-makers.
- (d) Along with this is the need for more continuous outreach and advocacy in the direction of these policy-makers, as well as other NGOs.

Coordination beyond Eastern Province was one supporting role that was absent from the Programme. This could be understandable for an experimental or pilot project. However, given the success of the grassroots activities, it becomes reasonable to think about scaling-up these activities. This would require prior advocacy work so that the results become better known throughout the country or, at least, within government. For this to be done, it would also be necessary to begin active coordination with national authorities. Scaling-up beyond Eastern Province would require that national authorities buy into the philosophy and overall approach experimented so successfully by the Programme.

The following recommendations are made in full recognition that the current Programme has been closed. These recommendations, therefore, may be of use in the event of a subsequent programme that would go beyond the experimental stage and aim (i) at scaling up the documented successes, and (ii) gaining greater recognition of these successes at the national level.

Recommendations concerning the preschool component

- (i) Publish a booklet on success stories and lessons learnt. The ECCD component of the Programme has an accumulated wealth of success stories and lessons learnt. A booklet with attractive layout and colorful content could be published as a Programme completion document in English so that the replicable innovative strategies and outcomes could be disseminated throughout the country, to all concerned institutions and organizations in Sri Lanka, as well as in other countries. Such a booklet could prime the policy pump through the use of anecdotal stories. Along with publication, there should also be a strategy for making known the booklet and the messages it contains. Unused funds allocated for the publication of the trilingual newsletter could be used for this purpose. (Annex 8 provides some ideas for the contents of the booklet).
- (ii) Forge and foster links with the Preschool Education Bureau, which has undertaken the vital tasks of: improving the status of preschool teachers; capacity building of preschool teachers; preparing an integrated curriculum for preschools; sensitizing the parents on ECCD; and establishing model preschools. However the Bureau reaches only to the district level with a top-down approach. The PTCs, which have a bottom-up structure, can complement the Bureau to create a forceful structure and system to enhance the education service delivery in relation to preschool education.
- (iii) Establish professional partnerships between preschools and schools with primary grades in close proximity. Many preschool teachers were of the opinion that a formal

professional partnership between the preschools and primary schools would contribute to enhancing their professional competence. Primary school teachers can provide significant inputs as mentors.

(iv) Encourage and enable networking. Focus on strengthening the PTC network at Zonal and District levels because preschool teachers can't afford to travel far distances to participate in provincial meetings. The provincial PTC network is sustainable if two or three representatives from each zone are selected for this network and the expense involved is met by some organization.

(v) Focus on follow up activities in connection with the mass meeting. The organizer and the president of National Preschool Teachers Union informed us that they have not seen anything emerging from the provincial authorities after the mass meeting. Responses to the memorandum submitted at the mass meeting are yet to be seen. Using the mass media for greater sensitization could be useful.

(vi) Work on national-level coordination through outreach to the Children's Secretariat and other actors such as NGOs involved in ECCD. Benefit of this would include avoidance of overlapping and the generation of synergies.

(vii) Develop a mechanism for the expansion of the IGAs (provision of seed money) to other preschools.

Recommendations concerning the basic education component

(i) Creation of networks of SDC / OBA at DEO level should be further strengthened and consolidated. Schools not covered by the Programme in the divisions need to be brought into the network to sustain this innovative approach. This would pave a better path for platform coordination of SDS/SDCs.

(ii) Revisiting the capacity building of 3 DEOs is essential because the Programme has lost 2 of the 3 DEOs trained. The remaining DEO could be used to train the other two DEOs through contact sessions. This would not cost much as the geographical locations of the 3 divisional offices are not far apart. The other DEOs in the Kinniya, Kantale and Trincomalee education zones could also be involved in the capacity building programme if it does not have extra cost implications.

(iii) Extend the innovative activities of the Basic Education Component to other zones and districts on a pilot basis if financial resources could be found.

Recommendations concerning the management and governance component

(i) Programme monitoring mechanisms (if maintained) should be conceived so that: communication between the monitoring officer and field officers is not hampered by language barriers; the monitoring outputs represent a clear and agreed value-added that is understood by all; results of the monitoring exercise should be presented in a very accessible and attractive manner.

(ii) Programme monitoring and coordination should be linked. The information obtained through monitoring along with the interactions between the monitoring officer and field coordinators argue for a conflation of the two functions.

(iii) For more in-depth evaluative purposes, it would be useful to collect baseline data in the schools directly concerned by the a new Programme. Data could be collected on the following variables: school attendance; selected teacher attitudes (job appreciation, integration into the community, professional expectations, etc.) and turnover; primary school outcomes; parents' attitudes (concerning school-community relations, expectations for their children, etc.); frequency of contacts with colleagues or peers from other ethnic groups. The variables to include should be related to the broad objectives of the Programme and the subject of a small meeting or seminar that would be attended by direct and indirect beneficiaries.

Introduction: Overview of the Programme

1. The Programme under evaluation is *ambitious* in its objectives, *modest* in its financial requirements, and *complex* in its implementation modalities. And, it has been mostly successful in meeting its immediate, specific objectives, as well as providing the impetus for what appears to have a good probability of enduring outcomes related to the Programme's longer-term, more diffuse objectives. The Programme experimented several novel ideas, in its three programmatic components (ECCD, primary education, and South-South exchanges) whose implementation (for at least two of the three) tend to confirm their utility and potential viability for scaling-up.
2. The Programme is an outgrowth of Solidarité Laïque's experience in implementing a post-emergency reconstruction programme in Eastern Province during 2007 - 2008. At the conclusion of the emergency period (characterized by civil conflict and tsunami destruction), SL's strategy was to move from a post-emergency, rehabilitation mode into a more developmental mode. For this, the Programme followed an integrated approach that included investment and social consolidation, rather than civil works for infrastructure rehabilitation.
3. The Programme's objectives cover three principal components
 - (i) Strengthening dialogue, consultation and coordination in the area of Early Childhood Care and Development (ECCD). Specific activities included: the publication of a trilingual newsletter; the organization of PTCs and PMCs; training preschool teachers and government officers; promotion of IGAs; and support for the creation and development of a union for preschool teachers (the NPTU) with the overall goal of improving the professional and material status of preschool teachers.
 - (ii) Improving divisional-level governance in the primary and sector education. Specific activities include: training of local educational officers; study tours to model schools with SDCs; community mobilization for involvement in the SDC; the creation of networks at the divisional level; and furnishing small incentive funds (seed money) to be managed by the SDCs for the development of income generating activities.
 - (iii) Exchanges with five West African countries on issues related to attaining EFA. Three Sri Lankans traveled to West Africa and four West Africans traveled to Sri Lanka in order to study each other's experiences in ECCD.
4. There is also a component for governance and coordination of the project. Because of the innovative nature of this project, this component takes on special importance. Basically, this component was designed to ensure: (i) a high level of participation by all of the partners through coordination and feedback from all participants; and (ii) a monitoring capability designed to provide information on project activities. The large number of indicators (around 210) testifies to both the ambition and complexity of the Programme.
5. The Programme had three overriding, *diffuse* objectives: (i) contribute to the improvement of inter-communal relations in Eastern Province — whose social fabric had been stressed by both the tsunami and, especially, the civil war; (ii) sub-sectoral development based on greater civil society expectations for ECCD and basic education; and (iii) higher levels of professional and social consideration for preschool teachers. These, rather diffuse, objectives were something of a subtext in the ECCD and the basic education components and are another example of the ambitiousness of the overall Programme.
6. The financial requirements of the Programme are shown in Table 1. At 273,545 Euros, 54% of which is for direct programmatic activities (components 1-3), this is a relatively small project.

Table 1. Summary of the Programme's financial requirements, by component

Component	Budgeted	Percentage of total
1) ECCD	50,009 €	18.3%
2) Basic education	46,656 €	17.1%
3) South-south exchanges	50,975 €	18.6%
4) Coordination, monitoring & evaluation	100,656 €	36.8%
Administration, audit, contingencies	25,249 €	9.2%
<i>Total</i>	<i>273,545 €</i>	
Source. Dossier technique et financier, Fisong		

7. Programme implementation may *appear* to be complex, in particular for components 1 and 2. Four lead implementing partners are involved in activities that include: training and capacity building; the organization of large and small meetings; monitoring activities and outcomes; publication of and dissemination of a newsletter; advocacy activities; furnishing seed money for income generating activities; interactions between school-level beneficiaries; organization of a trade union for preschool teachers; and working with officials at the provincial and sub-provincial levels. The graphical representations in Annex 1 and Annex 2 (taken from the Solidarité Laïque's programme document) provide the *appearance* of complexity.

8. Nonetheless, our observations clearly point to the overall success of the Programme, in particular for components 1 and 2, which are most closely linked to the Programme's broader, more diffuse objectives. Although it is premature to come to any conclusions regarding the Programme's longer-term viability — its sustainability — and its potential for going to scale, our observations at this stage point towards optimism. This includes outcomes at both the school-level and the broader, more diffuse levels (mentioned in paragraph 5).

Methodological approach of this evaluation

9. Given the presence of extensive monitoring on numerous (over 200) indicators, this evaluation is able to go well-beyond examining the extent to which individual activity targets have been met.¹ The bulk of this evaluation, therefore, will focus on elaborating a more in-depth, qualitative and somewhat impressionistic understanding of the extent to which, and how, the Programme has addressed its broader objectives.

10. The information for this evaluation is based on existing documentation and, especially, in-depth, focused and open interviews with more than 110 people, including: provincial education officials; five Zonal Education Directors;² six Divisional Education Officers; four Assistant Directors of Education; 31 preschool teachers (18 of whom are PTC members); seven primary school teachers and three principals; seven primary school parents, including five SDC member parents; six SDS members; four In-service Advisors; and two NPTU leaders and several members. Interviews were held with teachers and parents from fourteen preschools (4 Sinhala, 5 Tamil, 5 Muslim) and three primary schools (1 Sinhala, 1 Tamil, 1 Muslim). The complete list of persons interviewed is in Annex 1.

¹ Annex 3 and Annex 4 make extensive use of the monitoring indicators, which were last updated in June 2011..

² On the six ZEOs selected to be interviewed, one was not available.

11. The Zones, Divisions and schools (where we interviewed teachers and parents) in which interviews were conducted were selected in order to assure representativity across several dimensions: socioeconomic status; rural/urban location; ethnicity; and relative wealth. Every effort was made to ensure representativity within the constraints of time and logistics.

12. This evaluation is structured around six families of evaluation topics:

- (i) Programme strategy. In particular, looking at:
 - Its consistency with public policies in Eastern Province.
 - Its efficacy.
 - Was it innovative?
 - The likelihood of its sustainability and the probability of going to scale.
- (ii) Early Childhood Care and Development. Looking at:
 - The coverage of the Programme.
 - The impact on the beneficiaries.
 - How the Programme is viewed by local officials.
 - The Programme contribution to improving the professional and material conditions of preschool teachers.
 - Whether or not the Programme's innovations spread to other preschools.
 - The effectiveness of the structures set up by the Programme.
 - The viability/sustainability of the approach.
- (iii) Basic education
 - The coverage of the Programme.
 - Whether or not the Programme contributed to governance and management capacities.
 - Whether or not the Programme contributed to improving educational effectiveness.
 - The sustainability of the Programme and the likelihood that it will extend to other schools.
- (iv) The South-South exchange programme
 - Coverage
 - The benefits of this component
- (v) Programme management and governance
 - The effectiveness of the Programme's management and governance approach and activities.
 - The effectiveness of the monitoring system.
- (vi) The Programme's contribution to inter-communal relations.

13. The remaining sections of this report will treat each one of these six families, with supporting evidence in the Annexes. A concluding section will propose recommendations that could be of use in a follow-up project.

Programme strategy

14. Consistency with public policies in Eastern Province. The provincial authorities we interviewed are well aware of the Programme and unanimously support it. According to them, the Programme has:

- filled a considerable void. One reason for this is that the Provincial education budget has very little allocation for ECCD and that “the province is in desperate need of such programmes” (according to the Eastern Provincial Director of Education).
- provided a model that could spread;
- contributed to some extent in improving the competence of the serving preschool teachers by supporting the teachers to follow the Diploma in Preschool Education programme.

15. However, they also noted that the compartmentalized approach by different donor agencies and NGOs makes their respective interventions less productive. Indeed, the need for greater coordination was pointed out by the one national-level official interviewed (in Colombo) who was not aware of the Programme and was particularly concerned with overall coordination. She referred to the *National Policy on ECCD* (2004) which is likely to become enshrined in law in the very near future. There is no contradiction between the policies in this paper and the SL Programme in Eastern Province. However the policy paper stresses the need for overall coordination, the need to “clarify the relationship between governmental, non-governmental agencies, the private sector, communities and families in the provision of ECCD services” (p. 11), and points to national-level policies of regulation.

16. This policy paper also states that ECCD implementation is devolved to the local levels³ — a point stressed by several of the local officials we interviewed, along with representatives of the implementing partners (KV in particular). It appears likely, therefore, that although the locus of ECCD operations will be at the provincial levels, there will be national pressures to ensure policy and operational coordination between providers, funding, standards, standardization, and monitoring and evaluation.

17. Efficacy. Programme implementation for Components 1 and 2 (preschools and basic education) had a multi-pronged strategy that revolved around: three school-based structures (SDS, PTC, PMC); training of teachers and officials; development of a preschool teachers’ union (NPTU); and outreach and advocacy activities. This approach appears to have been most effective. Parents and teachers concerned by the Programme were mobilized around educational objectives and, in many cases, reached out to other schools where many of the Programme activities were replicated. The SDS, PTCs and PMCs were highly appreciated and appear to be effective. This is also the case for the workshops associated with these structures.

18. Innovative. Interviewees all agreed on the innovative aspects of the Programme. Examples of this include:

- the consultative processes between parents and teachers, PTCs and PMCs that led to improved management in the schools;
- the links with civil society organizations (such as the three partner NGOs and the NPTU) aimed at improving ECCD;
- a strategy of diffusion of innovation implemented through networking between schools that took the form of (i) study tours to model schools, (ii) clustering of preschools where the apex school was that in which the Programme was actively engaged, and (iii) the organization of exhibitions involving several schools;
- the child-centered approaches, most evident in the preschools;
- the income generating activities, which often leveraged greater, in-kind resources from the community

³ The policy paper states “ECCD work shall be a recognized function of local government institutions...” (p. 16).

19. Sustainability. It is too soon to come to any firm conclusion about the sustainability of the Programme. It would be more reasonable to address this issue in 2-3 years. This said, our interviews clearly suggested that participants and beneficiaries intend to continue with the structures and practices put in place and, in many cases, work towards extending them to other schools. It is interesting to note that, in all of our interviews (but one) with people at the grassroots of the Programme, we were told that had every intention of continuing with the Programme's innovations beyond the end of the Programme. There was no request for continuing assistance in order to ensure continuity.⁴ The mechanisms that appear to promote a high probability of sustainability are: the clustering of preschools; the IGAs; the networking and mobilization of key stakeholders; the various efforts aimed at promoting improved preschool teacher recognition, and parental involvement. Development of the NPTU began in August 2011; it already has 1200 dues-paying members (dues are 30 LKR per month). This is an auspicious beginning, but, here too, only time will tell if the initial momentum is sustained.

20. Implementation arrangements were structured around the three NGO partners (KV, FEED, NPDP), plus the NWC for development of the preschool teachers union. Seen from the perspectives of the results of the Programme, this strategy appears to have been fruitful. However, the lack of national visibility of the Programme, along with the advent of a more active national policy for ECCD, points to the need for improved coordination beyond the provincial level.

Early Childhood Care and Development⁵

21. Annex 2 provides a graphical overview of the elements and interactions that structured this component; the results are presented in detail in Annex 3 (based on both the monitoring results and our observations) for each of the component's sixteen activities; and Annex 5 shows the coverage of this component. Monitoring of this component involved 120 indicators. This component has reached ten preschools per Zone, covering about 9% of all preschools in the Province. However, the direct beneficiaries of the component were the 150 preschool teachers trained by the Programme; the aim was to empower them through organization of PTCs, leadership training, and unionization of the teachers. In addition, the Programme focused on parents and government education officers.

22. On paper, this component appears complex. However, the outcomes are impressive and go beyond the simple fulfilling the numerous indicators monitored by the Programme.⁶

- Parents and teachers responded most positively when asked about the benefits of this component.
- Parents have become active partners in the management of the preschools in affected by this component.
- The PTCs have opened horizons for preschool teachers, pooled experience from several schools and, thereby, helped improve the professional status of preschool teachers who have now gained the recognition of parents, community members and officials.

⁴ However, the Programme's monitoring officer reports in her "Note for the final evaluation" that participants in the Advisory Committee (composed of the Programme's broad constituency: representatives of beneficiaries and implementing partners) meetings were "mainly asking for more funds or an extension of the Programme."

⁵ Preschool enrollments are high in Sri Lanka at somewhat above 60% (according to http://www.childinfo.org/files/ROSA_Sri_Lanka.pdf, using UNICEF statistics). The average for Africa is 17% (according to UNESCO's 2011 EFA Global Monitoring Report).

⁶ The most recent set of indicators we have are those for June 30, 2011.

- The IGAs have helped preschool teachers to earn an income, which has improved their morale. In most cases, PMCs/PTCs were able to develop profit generating activities and reimburse the loan.

23. Two of the five ZEOs we visited were not aware of the programme (they were both recent appointments). Nonetheless, those who are aware of the Programme were very positive and would like to see it extended throughout the Province.

24. This component has had a significant multiplier effect. Programme capacity building training directly targeted 150 preschool teachers, which amounts to 3.9% of the 3791 preschool teachers in the Province. However, the component has indirectly reached more preschool teachers as most Zonal authorities have made outreach a priority (hard data are lacking on this).

25. Indeed, probably the most impressive accomplishment of this component is the formation of clusters of 10-12 preschools led by a preschool teacher directly targeted by the Programme. Clusters were formed in 13 of the 15 Zones in the Province. These clusters were initiated by the ADEs (for preschool education) who sought to improve the capacity of preschool teachers who were not PTC members. The ADEs recognized that the Programme's PTC activities provided a viable springboard for this. These clusters also facilitated communications between the ADEs and all the preschool teachers in their zones.

26. This means that in these 13 Zones, the innovations brought by the Programme are spreading to a majority of the preschools. This speaks volumes to the sustainability of the Programme. Three other factors that point towards the sustainability and viability of the Programme are:

- All interviewed expect to continue with the PTCs, PMCs and the IGAs.
- In addition to the clusters, study tours to model schools were helpful in creating a network of preschools and preschool teachers that should be helpful in sustaining the Programmes innovations.
- Parents claimed that the children in the preschools with PTCs are performing better than their elder siblings who were in the same school before the advent of the PTC.

27. However, it was also pointed out that it is increasingly necessary to establish links with the national level in order to share success stories and find ways to replicate these innovative strategies beyond Eastern Province. In addition to this, it was felt that linkages with first grade primary school teachers would be useful for sustainability. This would reinforce the articulation and continuity between preschools and primary schools.

28. The unionization of preschool teachers in Eastern Province has begun. The NPTU was established in August 2011 and appears to be gathering steam. It already has about 1200 dues-paying members in Eastern Province and has distributed membership forms to another 600. One of the objectives of this union is to ensure regular, government-paid salaries.⁷ In addition to this, NPTU is organizing training courses for preschool teachers in subjects such as English and information technology and are preparing other subjects for submission to NGOs.

29. Empowering preschool teachers was an objective of the Programme. This appears to have been achieved, at least within the confines of the teachers and schools affected by the Programme. Mechanisms for this included:

⁷ About 25% of preschool teachers receive no salary and another 14% receive less than 1000 LKR. See Annex 6 for a full picture of the situation.

- The PTCs , which have created a structure for preschool teachers to congregate and consult at a common forum.
- The pocket meetings, which have helped identify 60 leaders (20 from each district) among the preschool teachers.
- The leadership workshops, which further strengthened the capacity of 60 leaders and facilitated the selection of 20 leaders for the Province.
- The strategic planning workshops, which guided and enlightened the 20 leaders to formulate a plan to further improve the skills of preschool teachers.
- The NPTU.
- The mass meeting, attended by over 400 preschool teachers, which helped the preschool teachers to voice their grievances at a public forum with considerable media coverage. However, in order to sustain this momentum, further follow-up is essential.

30. We learned that a Sri Lanka Preschool Teachers Professional Association has been formed under the leadership of the First Lady. This is the only such structure in one Zone visited. It appears that this association and NPTU are competing for the same membership. It may be necessary to keep an eye on this evolving situation.

31. The promotion of networks has been another contribution of the Programme to the development of ECCD. This has included: networks of PMCs at the zonal level; creation and strengthening of an ECCD Committees at the district level (3 districts); and strengthening of the ECCD Committee at the provincial level (local authorities, preschools teachers committees, and other community organizations). The results are mixed and somewhat dependent on local conditions, such as overall management at the zonal level. Participatory management is evident in preschools where parents are actively involved in the PMCs. Also, there is no evidence of ECCD committee meetings held in any of the three districts. The development of clusters (often including preschools of different ethnic compositions) is probably the strongest evidence of networking we have found.

32. This is an area where closer coordination with national ECCD policy is needed. The Programme design did not clearly understand the role of the District Coordination Committee on ECCD as required by the National Policy on ECCD. An attempt has been made to create a different committee of which the composition of members proposed by the Programme is not in conformity with that stipulated for the District Coordination Committee on ECCD by the National Policy on ECCD. Establishing links with the District Secretariat, District offices of the Preschool Education Bureau, Zonal Education offices in the district and health authorities in the district is essential to initiate effective measures in this regard. Forging productive links with Preschool Education Bureau is crucial to achieve the target of this activity.

33. There is a real potential for taking the innovations introduced by the Programme to a larger scale. Indeed, this is beginning to happen with the development of the clusters in some Zones. The results in the preschools affected by the Programme and the enthusiasm of the teachers and parents interviewed attest to this. However, moving to scale would also require (i) a more intensive outreach and advocacy strategy, and (ii) closer coordination with national ECCD policy.

Basic Education

34. This component of the Programme was implemented in twenty schools in three out of the nine divisions in the Trincomalee district, which is about 7.4% of the schools in the

district.⁸ Annex 2 provides a graphical overview of the elements and interactions that structured this component and detailed results for the eleven activities are in Annex 4. Monitoring of the component involved 68 indicators. The major innovations the Programme brought to the schools were the introduction of the School Development Committee and associated workshops, plus an incentive fund.

35. As with the ECCD component, on paper, this component appears complex. And, again, the outcomes are positive; they go beyond fulfillment of the monitoring indicators. The SDSs and the SDCs have been the primary mechanisms for this. In some schools, the latter reinvigorated the former which have been in existence since 1973.⁹ This SDS/SDC combination provided the central element for more dynamic school management and governance that has been characterized by much greater consultation between teachers and parent and the overall community. Consultation, however, is not participation; and there is little indication that parents have assumed a significant role in decision making in the management of schools where the principals still play the prominent role.

36. The incentive fund of 100,000 LKR (about 675€) played a significant role in mobilizing parental/community contributions to school improvement activities and in getting them involved in many aspects of the life of the school. By all accounts, parents' in-kind contributions in the form of labor and technical know-how multiplied the value of this initial input (by a factor of three, according to Programme monitoring). Projects supported by this fund included: payment to teachers for supplemental classes; school repairs and improvement activities; new infrastructure; didactic materials; and potable drinking water. Some schools reported that they had constituted a reserve for further projects.¹⁰

37. Involvement of parents/communities in these aspects of school management increased their overall expectations of the school. Examples given of this are: the SDS/SDC provided feedback to the principal on what was not being taught resulting in teachers making greater efforts to cover the curriculum; initiation of remedial teaching activities and supplemental classes; placing students in Provincial competitions; taking a proactive stance in reducing drop-outs by doing a survey to identify the causes; parents recruiting teachers and paying their salaries; and parents looking for financial support from firms, sponsors, etc.¹¹ Programme activities — training of SDC members, in particular — enabled the elaboration of school plans, the IGAs and, of course, establishment of the SDCs. It should also be noted that involvement of the communities and civil society in school management has reinforced the national education policy of empowering the community to play an active role in education governance.

38. However, there is reason for concern over the sustainability of this incentive approach. It is too soon to assess the sustainability in the beneficiary schools; it would be useful to do so in 2-3 years. Clearly, however, in the beneficiary schools, the fund primed a

⁸ Programme monitoring observed that the targeted schools had not been carefully selected because some of the schools had simultaneous intervention by other organizations such as Unicef and Save the Children. A few other schools had been phased out from interventions by other programmes.

⁹ Basically, the SDC is a small subset of the SDS. SDC members are elected from the SDS; in one school visited, the SDS had 400 members and the SDC had 11. As one group of parents and teachers told us, there is no basic difference between the SDS and the SDC; it's the same wine in different bottles but the SDC bottle is more powerful.

¹⁰ Programme monitoring also observed that some schools in Kinniya Zone failed to understand the concept of seed money and attempted to use the money for purchasing luxurious items such as digital camera.

¹¹ One group of parents and teachers described a virtuous cycle: when parents become enthusiastic, so do their children and so do the teachers. In one school, this cycle forced a change in the principal; the new one now is much more open to parents.

pump that was refueled by local inputs that took the forms of labor, know-how, enthusiasm, and more intense dialogue between school and community. It is working, for now. And, as a result, local authorities expressed their interest in seeing this approach extended to other schools. In other words, as an experiment, the incentive fund approach has been highly successful, but its continuity in the beneficiary schools remains an open question and its replication and extension will depend on resources available to provide the initial incentive. As an experiment, it should be followed up, by continued observation of the beneficiary schools and efforts to extend it to other schools. It should also be studied in greater depth and the results should enter into the national educational policy dialogue.

39. One of the most appreciated aspects of this component by the beneficiaries and officials was the activities that allowed them to get to know and learn from other, “model” schools and establish networks between schools. Schools reported meeting with 10-20 other schools to organize debates and various student competitions. This generally took the form of the sharing of experiences, and cross-fertilization of ideas and practices, often with schools of different ethnic compositions. As a result, the SDC concept has spread to schools that were not direct beneficiaries of the Programme. Indications are that this aspect of the Programme will be easy to sustain, as it requires little resources.

40. On the other hand, efforts to mobilize the Old Boys Associations met with only varied success. One school reported that its “old boys” in university were involved in assessments and supplementary classes. However, this does not appear to have been generalized and the concept itself may need rethinking.¹²

41. Creation of a formal network of SDS/SDCs at divisional level was a significant strategic approach intended by the Programme to ensure that the community has a significant voice in governance at the divisional level. The Programme design focused on the number of meetings of the network, the regularity of attendance of parents and old boys, and the issues discussed. Since the strategy of creating this network had not been sufficiently articulated in the activity description, it was not clearly grasped by the parties involved. Concerted effort should be made to establish such networks in the three divisions in collaboration with the respective DEOs.

42. Capacity building for the DEOs has also met with varied success. The IT equipment furnished to DEO offices is appreciated, but there does not appear to be any budget provision for its maintenance. Two of the three DEOs trained have left their positions and the “platform coordination” sessions, although innovative, have yet to be carried out. Perhaps the greatest impact of the Programme on the Divisional and Zonal authorities¹³ is that it has provided a development model for primary schools that can be diffused throughout the Zones. As one ZEO stated, he now has a model in hand that he can take to scale within his Zone.

43. This component had more success at the school level than with the DEOs. Frequent changes of officers at different levels in the province during Programme implementation contributed to this and created difficulties in sustaining the collaboration forged between the local education authorities and the implementing partners. The incentive fund and SDCs have brought innovations to school management that are much appreciated, have been somewhat diffused to other schools, and have a reasonable probability of sustainability.

¹² Even though the Workshop of 16-18 October 2009 highlighted the importance of “creating links between OBA - SDC and local authorities (DEOs/ZEOs) in order to improve the management of education sector.” The report continues by stating “We want to convince local authorities that they have to consult OBA and SDC in their education management. The question is: what are the necessary conditions to have a good dialogue?” It appears that a satisfactory answer to that question was not found.

¹³ In the Trincomalee and Kantalai Zones, according to their respective ZEOs.

South-South exchange

44. This component consisted of an exchange of visits between the leaders of the three Sri Lankan implementing partners (KV, NPDP & FEED) and three representatives of a West African education network. The focus was mainly on ECCD. It had two main objectives:

- Knowledge sharing by having NGOs meeting together and exchanging about different practices.
- Advocacy for EFA at the international level that could involve organizations from several countries, together.

45. Interviews with five of the six participants indicate that they all found it enriching, both professionally and personally. They all cited a number of ideas and good practices that they learned from the visits. However, given the language differences, there is little likelihood that the participants will maintain contact with one another. Indeed, there are no signs of progress on the programmed publication of a bilingual leaflet.

46. The African participants were surprised at extensive coverage of ECCD in Sri Lanka; they were impressed by the role of the parents and communities in mobilizing material support for ECCD and by their commitment to ECCD, in spite of conflict and natural disaster. They also took note of the role of the union and of NGOs. The fabrication of didactic materials by the preschools was of interest, as were several aspects of the pedagogy used. Both of the African participants interviewed retained lessons of use to their work in their respective countries (Senegal and Burkina Faso).

47. The Sri Lankan participants appreciated the international exposure they received. Lessons retained concerned: how much could be done with so little; the mother educator model; the importance of preschool teacher professionalization and of advocacy; and creative activities to motivate the children, including story telling.

48. On balance, however, one must ask if this component was worth its cost (overall, about 19% of the total budget). We have no metrics to assess this, but there is every probability that the effects of this exchange programme will wear off well before those of the other components. However, given the success of the grassroots activities that were enabled by the training of preschool teachers, the capacity building of the PTCs and the SDCs, the IGAs, school incentive funds and the study visits between schools, the opinion of the evaluation team is that resources would have a more sustainable effect if used to extend these activities.

Contribution to inter-communal relations

49. This was perhaps the Programme's most ambitious and diffuse goal. Interviewees all claimed that the programme provided a variety of opportunities for interactions with members — often colleagues — of other communities. In all cases, interviewees valued these interactions and claimed that they would continue. The major mechanisms for promoting interactions have been:

- Study tours and visits between schools.
- Exhibitions involving several schools, cultural and sporting activities between them.
- Clusters and other forms of networking, such as district-level PTCs, the pocket meetings.
- The NPTU which, although nascent, has a huge potential for bringing preschool teachers from all communities together for a common purpose. The mass meeting it organized was attended by members of all communities.
- Leadership training and strategic planning sessions

50. Given the importance of this objective and that it was not a discrete, monitored activity, it is appropriate to provide illustrations of how interviewees saw the relationship between the Programme and the strengthening of inter-communal relations.

- By visiting each other's preschool, we had an active exchange of ideas. Before, there were no opportunities for this. Parents should be brought together more often.
- Sports and cultural events were organized by the PTCs which played a strong role in sensitization on this issue.
- Language training in English, Sinhala and Tamil is planned for the future.
- Various forms of networking encouraged by the Programme provided opportunities for interaction. District-level PTC networks developed personal links; participants from Sinhala area want to learn Tamil and vice versa.
- Ten primary schools of the three ethnic groups in Kantale Zone met to share experiences, organized debates, and essay competitions.
- Sinhala preschools report singing Tamil songs. Sinhala words are introduced to children in Tamil preschools.
- Preschool clusters with schools that are not all of the same ethnic group.
- Preschool teachers of different ethnic groups have established informal contacts and continue to communicate in distance mode with one another

51. The Programme has made a contribution to inter-communal relations. The question, of course, is that of the continuity of the activities undertaken. Interviews suggest that this will be the case. It would be worthwhile to revisit this in 1-2 years to see if these mechanisms for promoting inter-communal interactions are still in place.

Programme governance, management and coordination

52. On the whole, the Programme appears to have been implemented well — only a few activities have not been implemented, most were completed within reasonable time frames, and coordination between the partners and actors was more than satisfactory. Given our perspective that “policy/strategy is as implementation does,” we conclude that the Programme's overall design and management worked well. However, we have reservations about the utility of the monitoring mechanism, which included the following aspects: information for indicators of inputs, processes and outputs; reporting formats (in English) for targets and achievements; narrative reports to provide more detailed explanations; progress reports (every six months) by the partners and review meetings; review visits for direct observation by the Programme's monitoring volunteer; and a master register that summarized achievements against activity, disaggregated into over 200 indicators. A detailed review of this component's activities and results is in Annex 7.

53. The structures put into place (Steering Committee, Advisory Committee, Consortium) functioned reasonably well. The ECCD Committees, on the other hand, did not function as planned and played little-to-no role in overall Programme management. The ECCD committees at district and provincial levels proposed by the Programme encountered an impasse because the existing committees at district and provincial level established in line with the National Policy on ECCD had not been sufficiently taken into account in the programme design. The composition and the nature of the ECCD committees proposed by the programme conflicted with the existing committees and the guidelines given in the National Policy document. As a result, the authorities would not involve themselves in anything which was not fully coordinated with the national policy guidelines.

54. The three operational implementing partners (KV, NPDF, FEED) worked reasonably well together; NWC was less present.¹⁴ Coordination in the field worked reasonably well: the SL monitoring officer worked well with the heads of the three implementing partners. This, however, was not the case with their local, field coordinators who were mostly (with one exception) not fluent in English; and some did not use e-mail. This created bottlenecks as the directors of the partner NGOs were managing portfolios that included several projects and clients.

55. The monitoring component raises some interesting doubts and questions. Its existence was most useful for this evaluation which, thereby, was able to go beyond an exercise of accounting for activities and concentrate on the larger picture.¹⁵ However, its direct utility for Programme management and coordination is not obvious. In many respects, it appears to have been more of a formal exercise than a working tool for on-going management. The partner coordinators made little use of the monitoring capabilities of the Programme, the activity reports in particular. The language barrier clearly was a factor, but not the only one. The lack of a vividly user-friendly product may have been also a factor. In any case, the relative lack of utility of monitoring mechanism for implementation does not appear to have major consequences on the implementation or the quality of the Programme.¹⁶

56. The monitoring activities were indirectly useful for the Programme's monitoring officer whose major contribution was in the areas of coordination, informal inputs into overall management and report writing. Indeed, it appears that her more informal work played a larger role in implementation than the formal monitoring mechanism. Nonetheless, the information acquired through her monitoring work helped inform her more informal coordination role, which may have been legitimized by the fact that the partners were doing activity charts/reports and the process involved in doing them.

57. Actually, the Programme entitled this activity as "monitoring and evaluation". However, it is difficult to find any "evaluation" in the design or practice of this component. This is unfortunate, as it would have been most useful to collect data, for example, on preschool attendance, teacher attitudes and turnover, primary school results and attendance, parents' attitudes, frequency of contacts with colleagues or peers from other ethnic groups, etc. However, for such data to have evaluative meaning, it would have been necessary to do a baseline survey at the very beginning of the Programme. That way, it would have been possible to make clear statements about the Programme's impact and have a better understanding of some of its dynamics.

58. To conclude, there is every probability that the coordination work of the monitoring officer played a role in overall project management, which was more than satisfactory. Furthermore, this coordination work was informed and legitimated by the activity reporting of the partners (that was formalized by the "activity monitoring charts"). Furthermore, the monitoring officer seems to have played a useful role in ensuring that SL and AFD were, relatively unobtrusively, kept abreast of the Programme's on-going progress. It would be useful, therefore, to reflect on the relative merits and importance of "monitoring" and

¹⁴ This was largely because of the death of the NWC leader.

¹⁵ Most recent data in the monitoring system are for June 30, 2011. Annex 3 and Annex 4 make extensive use of the monitoring data.

¹⁶ One could speculate that, if it was used by all, some activities may have been delivered in a more timely manner. However, there is little evidence for this: delays were not due to lack of information concerning results. Also, the small size and decentralized implementation of the project — however complex — made it inherently manageable for all partners.

“coordination.” We think that the latter is more appropriate, as long as it is done in an unobtrusive manner.

Conclusions and recommendations

59. Programme activities closest to the grassroots — those that directly concerned the schools, parents, and teachers — were impressively successful and have every probability of being sustained and scaled-up. The preprimary school PTCs, the primary/secondary school SDCs, the IGAs in the preprimary schools, the primary/secondary school incentive funds were all well implemented and highly appreciated. These innovative activities initiated and financed by the Programme have every probability of continuing into the coming years (sustainability) and of being scaled-up. Indeed, within the preprimary sector, the school clusters, which were initiated by the ADEs, were formed around the school that received Programme support. This had a demonstration effect on the other schools thereby spreading the core message promoted by the Programme. In addition to extending the impact of the Programme, the setting-up of clusters demonstrates a high degree of ownership of this aspect of the Programme by local education officials. Also, the Programme has enhanced cooperation between the local authorities and civil society.

60. However, the further the Programme went from these core, grassroots activities, the less effective it was: DEO capacity building did enhance somewhat their service delivery capacities, but was not fully effective; the ECCD committees did not operate; the newsletter has not been published; the South-South exchange had little direct applicability to the work of its participants; and the monitoring system was of marginal direct utility. Nonetheless, the Programme was an unmitigated success. Clearly, these grassroots activities were the essence of the Programme, with the non-grassroots activities playing a supporting role. In other words, the Programme's essence — and the Programme as a whole — thrived in the absence of several of its supporting activities and functions. This paradox merits critical thought on the relative value and importance of the supporting activities found in such a Programme. Several avenues should be explored:

- (a) Critical analysis of the need for elaborate monitoring for such a small project where all actors are well aware of results and targets not met.
- (b) Conflation of monitoring and coordination. The coordination function informally assumed by the monitoring officer was useful and the information gained from the monitoring activities contributed to this. However, the official status of the person responsible for this needs to be such that s/he can fully play that role.
- (c) The importance of more explicit coordination with national policies and policy-makers.
- (d) Along with this is the need for more continuous outreach and advocacy in the direction of these policy-makers, as well as other NGOs.

61. Coordination beyond Eastern Province was one supporting role that was absent from the Programme. This could be understandable for an experimental or pilot project. However, given the success of the grassroots activities, it becomes reasonable to think about scaling-up these activities. This would require prior advocacy work so that the results become better known throughout the country or, at least, within government. For this to be done, it would also be necessary to begin active coordination with national authorities. Scaling-up beyond Eastern Province would require that national authorities buy into the philosophy and overall approach experimented so successfully by the Programme.

62. The following recommendations are made in full recognition that the current Programme has been closed. These recommendations, therefore, may be of use in the event of a subsequent programme that would go beyond the experimental stage and aim (i)

at scaling up the documented successes, and (ii) gaining greater recognition of these successes at the national level.

63. Recommendations concerning the preschool component.

(i) Publish a booklet on success stories and lessons learnt. This would contribute to more effective capitalization of this component. The ECCD component of the Programme has an accumulated wealth of success stories and lessons learnt. A booklet with attractive layout and colorful content could be published as a Programme completion document in English so that the replicable innovative strategies and outcomes could be disseminated throughout the country, to all concerned institutions and organizations in Sri Lanka, as well as in other countries. Such a booklet could prime the policy pump through the use of anecdotal stories. Along with publication, there should also be a strategy for making known the booklet and the messages it contains. Unused funds allocated for the publication of the trilingual newsletter could be used for this purpose. (Annex 8 provides some ideas for the contents of the booklet).

(ii) Forge and foster links with the Preschool Education Bureau, which has undertaken the vital tasks of: improving the status of preschool teachers; capacity building of preschool teachers; preparing an integrated curriculum for preschools; sensitizing the parents on ECCD; and establishing model preschools. However the Bureau reaches only to the district level with a top-down approach. The PTCs, which have a bottom-up structure, can complement the Bureau to create a forceful structure and system to enhance the education service delivery in relation to preschool education.

(iii) Establish professional partnerships between preschools and schools with primary grades in close proximity. Many preschool teachers were of the opinion that a formal professional partnership between the preschools and primary schools would contribute to enhancing their professional competence. Primary school teachers can provide significant inputs as mentors.

(iv) Encourage and enable networking. Focus on strengthening the PTC network at Zonal and District levels because preschool teachers can't afford to travel far distances to participate in provincial meetings. The provincial PTC network is sustainable if two or three representatives from each zone are selected for this network and the expense involved is met by some organization.

(v) Focus on follow up activities in connection with the mass meeting. The organizer and the president of National Preschool Teachers Union informed us that they have not seen anything emerging from the provincial authorities after the mass meeting. Responses to the memorandum submitted at the mass meeting are yet to be seen. Using the mass media for greater sensitization could be useful.

(vi) Work on national-level coordination through outreach to the Children's Secretariat and other actors such as NGOs involved in ECCD. Benefit of this would include avoidance of overlapping and the generation of synergies.

(vii) Develop a mechanism for the expansion of the IGAs (provision of seed money) to other preschools.

64. Recommendations concerning the basic education component.

(i) Creation of networks of SDC / OBA at DEO level should be further strengthened and consolidated. Schools not covered by the Programme in the divisions need to be brought into the network to sustain this innovative approach. This would pave a better path for platform coordination of SDCs.

(ii) Revisiting the capacity building of 3 DEOs is essential because the Programme has lost 2 of the 3 DEOs trained. The remaining DEO could be used to train the other two

DEOs through contact sessions. This would not cost much as the geographical locations of the 3 divisional offices are not far apart. The other DEOs in the Kinniya, Kantale and Trincomalee education zones could also be involved in the capacity building programme if it does not have extra cost implications.

(iii) Extend the innovative activities of the Basic Education Component to other zones and districts on a pilot basis if financial resources could be found.

65. Recommendations concerning the management and governance component.

(i) Programme monitoring mechanisms (if maintained) should be conceived so that: communication between the monitoring officer and field officers is not hampered by language barriers; the monitoring outputs represent a clear and agreed value-added that is understood by all; results of the monitoring exercise should be presented in a very accessible and attractive manner.

(ii) Programme monitoring and coordination should be linked. The information obtained through monitoring along with the interactions between the monitoring officer and field coordinators argue for a conflation of the two functions.

(iii) For more in-depth evaluative purposes, it would be useful to collect baseline data in the schools directly concerned by the a new Programme. Data could be collected on the following variables: school attendance; selected teacher attitudes (job appreciation, integration into the community, professional expectations, etc.) and turnover; primary school outcomes; parents' attitudes (concerning school-community relations, expectations for their children, etc.); frequency of contacts with colleagues or peers from other ethnic groups. The variables to include should be related to the broad objectives of the Programme and the subject of a small meeting or seminar that would be attended by direct and indirect beneficiaries.

References

- Democratic Socialist Republic of Sri Lanka. *National Policy on Early Childhood Care and Development*. October, 2004.
- Gunawardena, Chandra. *National Survey on Early Childhood Development in Sri Lanka, 2010*. Colombo: Children's Secretariat, Ministry of Child Development and Women's Affairs.
- Solidarité Laïque. *Dossier technique et financier, Facilite d'Innovation Sectorielle - ONG, Réponse à l'appel à proposition: "Comment renforcer la participation de la société civile pour la réussite des stratégies d'Education pour tous"*. 12 juin 2009.

Annex 1. Persons interviewed

Philippe JAHSHAN	Délégué aux Actions de Coopération Internationale, Solidarité Laïque
Juliette DOMON	Responsable géographique Asie, Solidarité Laïque
Jacques MARCHAND	Agence française de développement
Agnès BOUSQUET*	Ancien responsable géographique Asie, Solidarité Laïque
Daniel EGRETEAU*	Ancien responsable, Solidarité Laïque

in Sri Lanka (listed in chronological order of meetings)

Mr. A.M.E. PAUL	Eastern Provincial Director of Education
Mr. N.A.A.PUSHPAKUMARA	Secretary, Ministry of Education, Cultural Affairs, Land Development and Transport, Eastern Province
Mr. N. NATKUNAM	Provincial ECCD Coordinator, Eastern Province
Mrs. W.N.K. FERNANDO	Working Director, Preschool Education Bureau, Eastern Province
Mr. N. NADARAJAH	Chairman, Preschool Education Bureau, Eastern Province
Mrs. Yamuna PERERA	Director, Children's Secretariat, Ministry of Child Development and Women's Affairs
Dr. Ms. T.S.V. De ZOYZA	Head, Early Childhood Education, Open University of Sri Lanka
Mr. K.L. GUNARATNE	Executive Director, NPDP
Ms. Amali KALUPAHANA	Project Manager, NWC
Mr. Mohamed SAIFULLA	Executive Director, Kinnya Vision
Mr. M.H.A.FAIZ	Programme Coordinator (ECCD), Kinnya Vision
Mr. M.B.ABDULLAH	Programme Coordinator (Primary Education), Kinnya Vision
Ms. Sandrine COLETTI	Solidarité Laïque
Focus group : 3 PTC member teachers, 2 preschool teachers, 2 parent PMC members, 3 NPTU members from different preschools	Little Penguins Preschool, Uppuvali, Trincomalee
Focus group: 2 PTC member teachers, 6 Preschool teachers, 2 PMC member parents, 2 parents	Zonal Education Office, Kinnya
Mr. AM. ABOOBUCKER, Principal +3 SDC member parents, 2 teachers	Kakkaimunai Dharul Uloom Vidyalaya (primary school), Kinnya
Mr. N. ILANKESWARAN, Principal + 2 teachers	Kulakoddam Tamil Vidyalayam (primary school), Tambalagamam
2 SDC member parents, 2 parents, 2 teachers, 1 village administrative officer	Kulakoddam Tamil Vidyalayam (primary school), Tambalagamam
Mr. K. MURUGUPILLAI	Zonal Director of Education, Trincomalee

Mr. S. THAVANATHAN	Assistant Director of Education (ECCD), Trincomalee
Mr. K. SRIKANTHA	DEO, Tambalagamam
Mr. K. ARIYANAYAGAM	DEO, Trincomalee
Mr. M. M. SAMSUDEEN	DEO, Kuchchaveli
Mr. S. GANESHALINGAM	ADE (Primary), Trincomalee
Mrs. Y. VIJAYAKAMARAN	In-service Advisor (Primary Education), Trincomalee zone
Mrs. P. JEYAKANTHAN	In-service Advisor (Primary Education), Trincomalee zone
Mrs. K. UTHAYAKUMAR	In-service Advisor (Primary Education), Trincomalee zone
Mr. M. N. M. SAMEEM	ADE (ECCD), Kinniya zone
Mrs. A.M. ROZANA	Division coordinator (ECCD), Kinniya Division
Mrs. M. S. NASMI	Zonal Coordinator, ECCD, Kinniya zone
Mr. A.M. ABDULLAH	Deputy Director of Education (Development), Kinniya zone
Mr. A.R.M. IBRAHIM	DEO (Kurinchakerny Division) Kinniya zone
Mr. M.I.M. NASAR	In-service advisor (Primary), Kinniya zone
Mr. K. A. AHAD	DEO (Kinniya Division), Kinniya zone
Principal, 2 SDC member parents, 3 parents, 1 teacher & 1 community organization member	Mullipothana Primary school, Mullipothana (Kantale Education Zone)
Mr. H. Upali WIJAYALATH	Kantale Zonal Education Director
Mr. M. JUNAID	DEO, Kantale
Mrs. SRIYANNI	ADE (Primary education), Kantale
Mr. SAHIR HUSSAIN	President, FEED Sri Lanka
Mr. S. MOHIDEEN	Head of Programme, FEED_Sri Lanka
Mr. A. RIYAD	Project Coordinator, FEED Sri Lanka
Mr. Douglas RANASINGHE	Ampara Zonal Director of Education
Mrs. C. S. ALAHAKOON	ECCD Coordinator, Ampara Education Zone
Mr. Nimal RANATHUNGA	ADE (Peace Education); former ECCD Coordinator
2 PTC member preschool teachers, 2 PMC member teachers, 2 preschool teachers, 2 PMC member parents	Ampara Education Zone
Mr. AHMED	ADE and Zonal ECCD Coordinator, Sammanthurai Zone
2 PTC member preschool teachers, 3 preschool teachers, 1 preschool director, 1 PMC member parent	Sammanthurai Education Zone
Mr. U. L.M. JAINUDEEN	Zonal Director of Education, Batticaloa Central Zone
Mrs. JAMEELUNNISA	ADE and Zonal ECCD Coordinator
Mr. J.M. NIZAM	NPDF coordinator, Batticaloa District

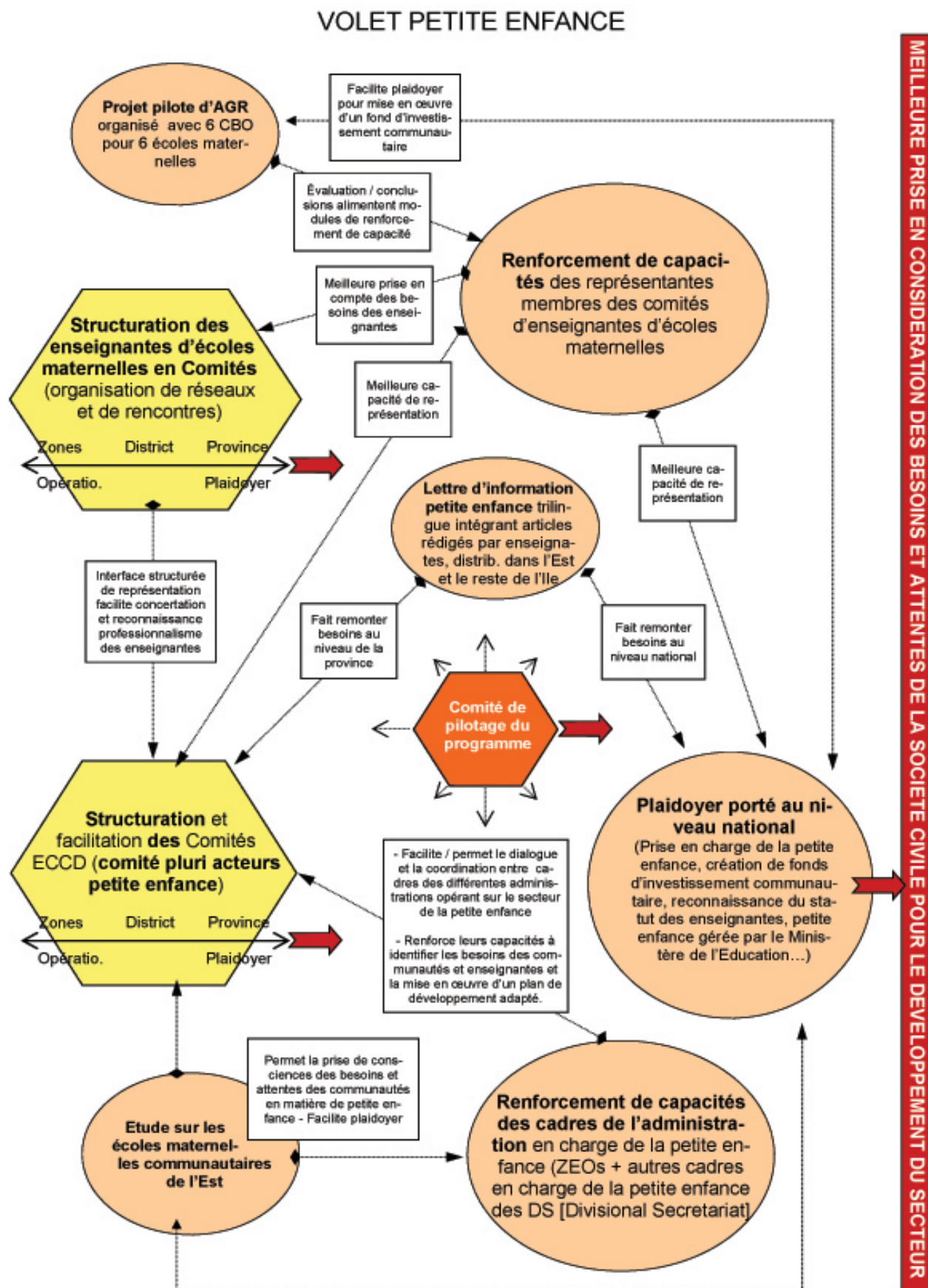
2 PTC member preschool teachers, 2 preschool teachers, 2 PMC member parents, 1 parent, 2 Divisional ECCD coordinators	Batticaloa Central Zone
1 PTC member Preschool teacher, preschool teacher, 1 PMC member parent, 1 preschool director	Angels Preschool, Vantharumoolai, Kalkudah Zone
Mrs. P. ILANGO	ECCD coordinator, Kalkudah Zone
2 staff of Preschool Education Bureau	Batticaloa District
1 PTC member teacher, 2 PMC member teachers, 2 Divisional preschool coordinators, 2 PMC member parents	Kalkudah Zonal Office
Mrs. S.CHAKKARAVARTHY	Zonal Education Director, Kalkudah
Mrs. S. M. RAJINI	President, NPTU, Trincomalee
Ms. Michele NEWMAN	Organizer, NPTU, Trincomalee
Mr. Mohamed SHIBLY	Education Specialist, Unicef, Colombo
Mr. UTHAYAKUMAR*	Provincial Primary Education Coordinator

PRODERE, Afrique de l'ouest

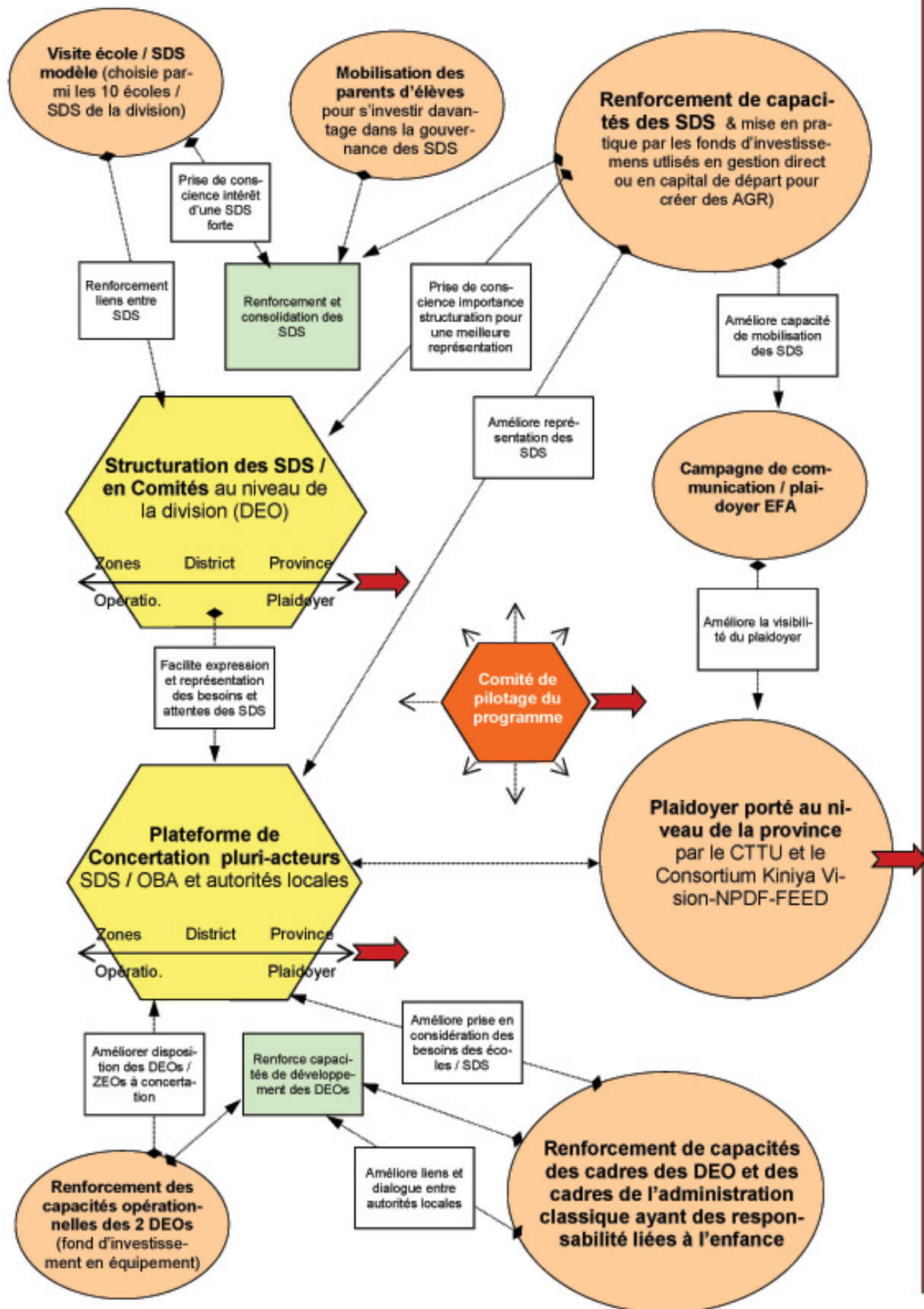
Mame Ousmane DIENE*	Chef de file la thématique petite enfance, CNDREAO, Sénégal
Anatou KINDA*	Réseau des Organisations de Développement de l'Education au Burkina Faso, Ouagadougou, Burkina Faso,

* Interviewed by telephone or e-mail.

Annex 2. Graphical representations of implementation for components 1 and 2



VOLET EDUCATION FORMELLE PRIMAIRE SECONDAIRE



MEILLEURE PRISE EN CONSIDERATION DES BESOINS ET ATTENTES DE LA SOCIÉTÉ CIVILE POUR LE DÉVELOPPEMENT DU SECTEUR

Annex 3. Review of the ECCD Component

Activities	Partner	Focus	Targets	Findings (based on Programme monitoring ¹⁷ & the mission's observations)
Publication & distribution of a trilingual newsletter	KV	Province	6 issues x 1500 copies	Not published; first issue has been drafted and is expected to be published shortly.
Organization of Preschool Teachers Committees at the zonal level	KV NPDP FEED	Zone	15 Zones x 10 Preschool Teachers	14 Zones in the Programme design but established in 15 zones
Organization of Preschool Teachers Committees at the district level	KV NPDP FEED	District	• 3 districts x 12 preschool teachers • 6 meetings per district	• Committees Established. • More meetings than planned were held in Trincomalee district without Programme support. Other two districts held only the meetings planned in the Programme. Issues discussed at meetings in one district did not focus much on ECCD. IGA issues dominated the discussions and devalued the concept of self-empowerment.
Provincial Preschool teachers Committee	KV NPDP FEED	Province	2 meetings x 30 teachers	All the meetings held in Batticaloa. Representation from Batticaloa district was lower than that of the other two districts.
Capacity building of Preschool Teachers Committees (zonal level)	KV, NPDP FEED	Zone	15 zones x 4 sessions x 10 PTC members	PTC members have gained knowledge on ECCD and skills in Communication. Programme monitoring indicates quality concerns of the training sessions. The PTC members have made outreach and disseminated to other preschool teachers. Magnitude of dissemination is low in the Batticaloa district.
Pilot project of Income Generating Activities for 9 communities	KV NPDP FEED	Communities of teachers & parents	9 communities x 10 beneficiaries	• Seed Money = 10,000/= per community • Parents were targeted in Trincomalee district. Preschool teachers were given seed money in Batticaloa & Ampara districts. Seed money was used as a carrot to attract teachers to the district PTC meetings. Programme monitoring raises concerns over IGA issues being made a major topic for discussion at PTC meetings in Ampara district and the unfairness of criteria used to distribute seed money in the Ampara district. • IGAs have helped teachers earn extra income which has boosted their morale.
Qualitative & quantitative survey about the Preschools development	FEED	Eastern Province	Survey results disseminated to 50 local authorities & Civil Society actors	• Survey completed but not disseminated. • There is no indicator on the quality of the report. • The fact that Eastern Province was included in the study on Childcare Provision in Preschools in Sri Lanka in 2003 & published for dissemination by the Children's Secretariat should be noted. This study, was carried out by Prof. Swarna Wijetunge,, Faculty of Education University of Colombo and Dr. Vinitha Wickramaratne, Faculty of Education, Open University of Sri Lanka has useful information on preschools in relation to each province.
Capacity Building of government officers at district level	KV NPDP FEED	District	3 districts x 40 officers (3 x 3 sessions)	• All the sessions were held. This activity expected to bring all the officers working on ECCD into a cohesive group and to build their capacity. • Number of participants in the sessions was below the target. • No evidence of capacity built being utilized in practice. An efficient ECCD network of diverse actors in the district has not yet been achieved.

¹⁷ Using the latest available results, which are of June 2011.

Activities	Partner	Focus	Targets	Findings (based on Programme monitoring ¹⁷ & the mission's observations)
Promotion of networks of village preschool management committees (PMC) at zonal level.	KV NPDP FEED	Zone	15 zones x 3 clusters x 15 members (teachers & parents); 3 meetings per zone	• Zonal level PMCs are functioning. • School level PMCs have been formed in each preschool which the PTC members represent. Participatory management is evident in such preschools with active involvement of parents. • Programme monitoring indicates that mobilization of parents is very low in the Ampara district where only 20 percent of the PMC members are parents.
Creation and strengthening of an ECCD Committees at the district level (3 districts)	KV NPDP FEED	District	3 x 12 members (civil society actors, PTC representatives & representatives of local authorities)	• No evidence of ECCD committee meetings held in any of the three districts, which is confirmed by Programme monitoring. • The Programme needs to be more proactive to achieve this target. • Establishing links with the District Secretariat, District offices of the Preschool Education Bureau, Zonal Education offices in the district and Health authorities in the district is essential to initiate effective measures in this regard.
Strengthening of the ECCD Committee at the provincial level (local authorities, preschools teachers committees, and other community organizations)	KV NPDP FEED	Province	3 districts x 3 representatives per district (1 civil society actor, 1 PTC representative & 1 representative of local authorities)	• Failure in achieving the target of Creating and Strengthening ECCD committees at the district level has resulted in non-achievement of this target. • Attitude of expecting things to happen should be changed to one of making things happen in Programme implementation. • Forging productive links with Preschool Education Bureau is crucial to achieve the target of this activity because the Preschool Education Bureau has formed The Provincial Preschool Education Advisory Committee which consists of 11 members.
Pocket meetings at zonal level	NWC	Zone	15 Zonal sessions x 10 PTC members	• 14 zonal sessions were held; 60 leaders were identified. • Lack of support by Programme partners in Ampara and Batticaloa districts affected the activity in terms of full participation. NWC had coordination problems in these districts.
Leadership trainings at district level	NWC	District	4 sessions x 20 leader	3 Sessions at district level held for 60 leaders. 1 session at provincial level for 20 selected leaders. The training has empowered the leaders.
Residential meeting	NWC	Province	1 session x 30 participants	• Strategic planning work shop was held. Programme monitoring indicates that the workshop was effective. NPTU leaders stated that they learnt planning skills at the work shop to formulate plans. • A Plan has been formulated to improve the capacity of preschool teachers.
Conduct workshops on Protecting the Rights of Pre-school workers	NWC		5 workshops x 40 participants, including government officers	1 workshop was held. Participants were not the targeted category. There was imbalance in representation of zones. Lack of understanding of their roles by the Programme partners led to the non achievement of targets in terms of coverage & quality.
Mass meeting	NWC	Province	400 participants including 200 preschool teachers	• Mass meeting was held with media coverage. Number attended the meeting was more than 400. . NPTU leaders played a major role in organizing the meeting. • Information is not available on the nature of the participants. • Followup is needed.

Annex 4. Review of Basic Education Component

Activities	Target	Findings (based on Programme monitoring ¹⁸ & the mission's observations)
Selection of schools	20 schools to represent 3 communities	- Selected schools represent the 3 communities. A commendable initial step for improving inter-communal relations. - Some of the schools selected have simultaneous Programme intervention by Unicef and Save the Children. There is overlapping as schools were not selected considering basic aspects of a Programme intervention.
Study Tour to two model School Development Committee (SDC) School (one out of 10)	Number of participants 50 (25 teachers and 25 parents); sharing of insights gained	- SDCs in Kantale Division went on study tour to a model school in Anuradhapura (North Central Province) as a group of teachers, parents, community leaders and education officials. - SDCs in Kinniya and Tambalagamam divisions visited a model school in Kantalai division. - Visits to model schools by principals, teachers, parents and education officials as a group is a path breaking activity which has motivated the schools to make a difference. - The three communities getting together and sharing views has created a fertile ground for improving inter-communal relations and understanding.
Community mobilization for involvement in SDC	20 SDCs x 14 parents and teachers	- More parents than planned in the Programme design are participating in the SDCs. - SDCs have been empowered with commendable community mobilization. This supports the government policy of improving community linkages in schools.
Capacity building of SDC (7 clusters of 30 people representing 3 SDC per cluster)	210 SDS members	- Capacity building of SDCs as clusters of 3 SDCs from different schools per cluster is an innovative approach. - Parents have gained skills in problem analysis, planning and monitoring. There is little indication that they have assumed a significant role in decision making in the management of schools. Programme monitoring finds that the principals of schools still play a prominent role in decision making. However there are signs that SDCs are assuming more clout than before in matters related to the development of schools in quantitative as well as qualitative terms. Education governance at school level has improved and produced visible benefits. - This has contributed to the implementation of the government policy of capacity building and empowering schools with more managerial responsibilities to strengthen School Based Management. - Clustering of SDCs of different communities is a good strategy to create opportunities for different communities to meet and communicate. SDC members are of the view that inter-communal relations have improved through this activity.
Incentive funds to be managed by SDC to develop micro projects in schools or income generating activities	100,000/= per SDC Matching contribution by parents	- SDCs have made matching contributions to the Incentive Funds by offering labor without wages to carry out school improvement activities. Considerable value addition to the incentive fund was observed. Incentive Fund given to schools has generated active participation of parents in school development activities. - The school community praised this activity as innovative and productive.
Creation of networks of SDC/OBA at Divisional Education Office (DCO) level (3 DEOs)	12 meetings x 60 representatives (3 SDS and OBA representatives from each school) 1 meeting	- This activity was not carried out as expected in the Programme design. Programme monitoring finds that the absence of formalized OBA in many Programme schools has affected the implementation of this activity. All the Programme schools are not Boys schools. There are a few Girls schools while many are mixed schools. The term Past Pupil Association (PPA) would be the appropriate term. - However, with an out of the box approach to do the extra mile, the DEO level networking of SDCs could have been

¹⁸ Using the latest available results, which are of June 2011.

Activities	Target	Findings (based on Programme monitoring ¹⁸ & the mission's observations)
	to be organized in each DEO by the representatives themselves	achieved to enable the SDCs to share their experiences and gain from one another. Indicators show that the networking of SDCs did not take place. The SDCs can play a lead role in improving education governance at divisional level if the networking at divisional level is initiated and strengthened. Schools not covered by the Programme in the divisions need to be brought into the network to sustain this innovative approach. This would pave a better path for platform coordination of SDCs.
Strengthening of 3 DEOs	400,000/= per DEO office to provide equipment	- The Divisional Education Offices were provided with equipment. This has encouraged the DEOs to perform their role well. The Provincial Education authorities should make budgetary provisions for the upkeep of the equipment. However it is not clear whether such budgetary allocations will be made. - This poses a question on sustainability of this activity.
Capacity Building of DEOs - IT Training	6 months' training for 4 participants	The Programme has lost 2 of the 3 DEOs trained. The remaining DEO could be used to train the other two through contact sessions. This would not cost much as the geographical locations of the 3 divisional offices are not far apart. The other DEOs in the Kinniya, Kantale and Trincomalee education zones could also be involved in the capacity building Programme if it does not have extra cost implications.
Capacity Building of 3 DEOs - Other trainings	2 sessions x 2 days 20 officers for each session	
Platform coordination SDC (10 people by SDC, 10 local authorities and 10 other community organizations)	8 meetings x 35 participants including SDS members, local authorities and civil society representatives 1 meeting to be organized by the platform itself	- Platform coordination of SDC, local authorities and other community organizations is one of the innovative strategies of the Programme. - But it is unfortunate that this activity has not yet been carried out. Partner organizations should collaborate and initiate this activity without further delay.
Advocacy at the provincial level: - Campaigning towards communities - Event to raise awareness about SDS	10 SDS and OBA members to be involved in organizing the event. Number of participants 100 Representative at decision making level for Provincial Education authorities should be present.	- NPDP president informed that the event to raise awareness about SDS had been held at Mullipothana Sinhala Navodaya Vidyalaya, in the Kantale Education Zone on 19th November 2011. Trincomalee Zonal Director of Education, Kantale Assistant Director of Education (Primary Education) and DEO, Kinniya participated. This event covered principals, teachers, parents and students of 20 Programme schools. - Representative at decision making level for Provincial Education authorities was not present. The impact of this event at provincial level appears to be low. - The outreach was limited to the 20 Programme schools. It would have been more productive had this event been designed to reach a few schools that did not have the Programme intervention.

Annex 5. Coverage of the ECCD Component, by District and Zone

District	Name of Education Zone	Number of Preschools (As per Preschool Education Bureau of the Eastern Province)	Number of preschools reached by the Programme through PTCs	Percentage of preschools directly reached
Trincomalee	Trincomalee	206	10	4.8
	Kinniya	71	10	14.0
	Muthur	103	10	9.7
	Kantale	78	10	12.8
Ampara	Ampara	168	10	5.9
	Sammanthurai	117	10	8.5
	Thirukkivil	75	10	13.3
	Akkaraipattu	96	10	10.4
	Kalmunai	136	10	7.3
	Mahaoya	58	10	17.2
	Dehiyattakandiya	58	10	17.2
Batticaloa	Batticaloa Central	116	10	8.6
	Kalkuda	137	10	7.2
	Batticaloa	164	10	6.0
	Paddirippu	139	10	7.1
Eastern Province		1722	150	8.7

Annex 6. Monthly salary levels (in LKR) of preschool teachers

For Eastern Province (November 2011):

District	Percentage of preschool teachers by monthly salary level					Total Number of preschool teachers
	No Salary	Less than 1000/=	1001/= to 2000/=	2001/= to 3000/=	More than 3000/=	
Trincomalee	6.0%	11.9%	13.8%	33.8%	6.0%	919
Ampara	22.8%	18.5%	12.3%	25.0%	22.8%	1608
Batticaloa	8.2%	13.3%	15.7%	39.8%	8.2%	1264
<i>Eastern Province</i>	<i>13.9%</i>	<i>15.2%</i>	<i>13.8%</i>	<i>32.1%</i>	<i>13.9%</i>	<i>3791</i>

Source: Survey of Preschool Teachers in the Eastern Province, 2011 Preschool Education Bureau, Eastern Province.

By Province and entire country

Province	Percentage of preschool teachers by monthly salary level					Number of teachers
	< 5000/	5001-10,000/	10,001-15,000/	15,001-20,000/	>20,000/	
Western	52%	38%	6%	3%	2%	5499
Northern	96%	2%	1%	1%	1%	1164
Central	69%	19%	7%	4%	2%	2239
Southern	68%	20%	4%	3%	5%	3355
North-Central	87%	10%	2%	0	0	1324
North-Western	62%	25%	4%	3%	6%	2529
Sabaragamuwa	69%	22%	5%	4%	0	2526
Eastern	79%	10%	9%	3%	1%	2018
Uva	82%	16%	1%	1%	0	1805
<i>National</i>	<i>68%</i>	<i>22%</i>	<i>5%</i>	<i>3%</i>	<i>2%</i>	<i>22,459</i>

Source: Gunawardena, National Survey on Early Childhood Development in Sri Lanka, 2010

Annex 7. Review of the Coordination, Governance and management component

Governance and coordination

Activity	Partner	Targets	Findings
Advisory Committee	- KV in charge of logistic and agenda proposal - NPDF and FEED in charge of minutes (one week later)	2 meetings per year 13 participants 13 (5 Programme partners , 5 Local Authorities, 3 others)	Discussions at the meetings did not focus much on reviewing the progress of the Programme and providing guidance for future work. Partners showed more interest in obtaining funds for equipment and infrastructure than in capacity building programme
Steering Committee	Implementing partners and Solidarité Laïque (budget managed by KV)	2 meetings per year 11 Participants (10 Programme Partners + AFD)	Proceedings of the meetings have been interesting and useful. Though some partners contributed more than the others, the outcome created a collective approach which strengthened the Programme.
Consortium	- KV in charge of agenda - FEED in charge of minutes (one week later) - NPDF in charge of facilitating/chairing	4 meetings per year 5-8 consortium member participants	Helped the partners proceed with some direction in the implementation of the programme, Most of the meetings were held in Kinniya and NWC's participation at the meetings was poor. This created problems in coordination and led to misunderstandings and mistrust.
Coordination	Coordination among all partners in implementing Programme activities	Through formal meetings and informal communication	- Monitoring and Evaluation officer is of the view that coordination was less than good. NWC faced internal coordination problems as a result of the demise of its Secretary General. Coordination between the NWC and the other partners was lacking. - The former NPDF Programme Coordinator in Batticaloa did not collaborate well with the NPDF president. The new NPDF coordinator in Batticaloa is still learning the Programme. - The Presidents of the partner organizations have other Programmes and donor agencies to concentrate on while attending to the matters related to this Programme. Therefore, things have been moving very slowly at the top level of the partner organizations. - Frequent change of officer in charge of coordination of this Programme in Paris has resulted in loss of followup and coherence especially related to the strategic aspects of the Programme.

Monitoring

Activity	Findings
Designing of Follow-up tools and indicators for evaluation	Implementing partners were involved in designing the monitoring tools and indicators. This participatory approach has helped the partners understand the monitoring design.
Regular reporting on completed activities. (Activity Monitoring)	• Reporting has not been regular. The gap in communication caused by language barrier between the Programme Coordinators and the Monitoring Officer has created problems. Activity monitoring has been carried out with difficulty as deadlines were rarely respected. • However, the Monitoring Officer managed to guide the Programme coordinators in focusing on the objectives of the Programme and provide feedback on the relevance of the activities implemented.
Providing feed back on reports received	Useful feedback has been provided to the Programme coordinators.
User-friendly formatting of synthesized information on achievement against targets	Many too many indicators for it to be user-friendly. Investment in software and/or graphic presentation would have been necessary to achieve user-friendliness
Collection and storage of baseline information in relation to monitoring indicators (Quantitative and Qualitative)	Baseline is not available.

Annex 8. Some ideas for the contents of a booklet on ECCD success stories and lessons learnt

The booklet could include the following.

- Evolution of Preschool Teacher Committees as a dynamic structure as seen by the preschool teachers, officials and community leaders
- Role of Preschool Management Committees in enlisting and empowering the diverse development forces in the community to actively participate in the management of preschools as seen by the parents, members of civil society organizations and government officials.
- Experiences of preschool teachers after the launch of the Programme.
- Innovative experiments carried out by the preschool teachers in the learning activities in the preschools and the insights gained.
- Enlightening interactions during study tours / visits and PTC gathering at the district level.
- New avenues found to promote inter-communal relations

Annex 9. Terms of Reference for this evaluation

Termes de référence- Evaluation Finale du programme Education et gouvernance dans la province de l'Est du Sri Lanka.

I. L'action et les acteurs impliqués.

I.I Présentation de Solidarité Laïque.

1.1.1 Mission et objectifs de Solidarité Laïque.

Solidarité Laïque est une association de loi 1901 reconnue d'utilité publique en 1990. Fondé en 1956, Solidarité Laïque est un collectif qui regroupe aujourd'hui 52 organisations membres issues de cinq familles d'acteurs :

- Fondation,
- Associations,
- Mutuelles,
- Coopératives,
- Syndicats.

Solidarité Laïque intervient à travers ses organisations membres sur l'ensemble des continents dans des actions de solidarité internationale et de coopération au développement.

Dans un monde miné par les inégalités et les replis identitaires, Solidarité Laïque appuie ses actions sur les valeurs universelles de la laïcité.

Par l'éducation, la formation, le partenariat et l'appui à la société civile, Solidarité Laïque entend contribuer à donner aux femmes et aux hommes partout où ils se trouvent les moyens d'être autonomes, de se prendre en charge et de mieux vivre ensemble. Ainsi la solidarité est-elle conçue comme l'école de la citoyenneté.

L'accès à l'éducation et l'appui aux sociétés civiles sont au cœur des missions de Solidarité Laïque.

1.1.2 Démarche.

Solidarité Laïque coordonne des programmes en partenariat avec des organisations du Sud, ayant les mêmes pratiques sociales que celles qui composent le collectif de Solidarité Laïque. Ses principes d'actions sont celles d'un appui à la maîtrise d'ouvrage et à la maîtrise d'œuvre de ses partenaires.

1.1.3 Principales activités.

a) Coopération au développement : Appui à l'éducation / appui à la société civile :

Cinq zones géographiques prioritaires : Méditerranée. Europe Centrale et Orientale. Afrique de l'Ouest. Caraïbes- Amérique Latine. Asie centrale et du Sud Est.

b) Education au développement et à la solidarité internationale.

c) Plaidoyer pour le droit à l'éducation dans le monde.

d) Actions de post-urgence.

1.1.4 Expérience de Solidarité Laïque à Sri Lanka.

-Action post-tsunami 2005/2007: suite au tsunami, Solidarité Laïque a participé via différents projets et partenaires à des activités de reconstruction, d'aménagements d'écoles, de formations d'enseignants...

-2008/2009 : Programme de renforcement de l'accès à l'éducation «programme Trincomalee » avec le soutien de la région Ile-de-France, ce programme d'un an a permis de mener des actions de reconstruction d'établissement pré-scolaire, de formation d'enseignants et de publication d'un magazine pédagogique trilingue (cinghalais, tamouls et anglais).

-2010/2011 : Programme éducation et gouvernance dans la province de l'est à Sri Lanka cofinancé par l'Agence Française de développement.

-2011/2012 : « Programme Trincomalee II », toujours soutenu par la région Ile-de-France, ce programme se concentre essentiellement sur l'appui au secteur de l'éducation pré-primaire (enfants de 3 à 6 ans).

1.1.5 Pratiques internes en termes de suivi-évaluation.

Solidarité Laïque a systématisé plusieurs types d'outils de suivi et d'évaluation de ses projets depuis plusieurs années :

- évaluations externes en fin de projet (de tous les programmes internationaux),
- auto-évaluation accompagnée (Programme Concerté Maroc – 2008),
- capitalisation d'expériences (Programme Concerté Maroc, Programme Concerté Est Europe – PROCOPIL),
- capitalisation transversale des programmes internationaux de SL (2009).
- dispositifs de suivi-évaluation du PCM et du programme de développement des réseaux pour l'éducation en Afrique de l'Ouest (PRODERE-AO), accompagnés par le F3E lancés en 2011.
- dispositif de suivi-évaluation interne au programme Education et gouvernance dans la province de l'Est du Sri Lanka.

La méthodologie de capitalisation d'expériences est essentielle pour un collectif comme Solidarité Laïque, dont la fonction principale est de coordonner des projets pluri-acteurs avec ses membres d'abord ; la capitalisation permet en effet de créer une culture commune au sein du réseau et de consolider les savoir-faire collectifs développés à travers les projets.

I.II Descriptif du programme Education et gouvernance dans la province de l'est (EGPE).

Contexte :

Le Sri Lanka a connu une situation de guerre civile depuis le début des années 70. Celle-ci a surtout concerné les zones de l'Est et du Nord du Sri Lanka. La province de l'Est a été pacifiée en 2007 et celle du Nord est en phase de normalisation. Cependant la province de l'Est fait face aujourd'hui à un retour de personnes déplacées qui reviennent se réinstaller après plusieurs années de transit dans des camps du Tamil Nadu (sud de l'Inde) ou d'autres régions de l'île. La question communautaire reste donc fragile à Sri Lanka et dans la province où les communautés cinghalaises, tamouls et musulmanes cohabitent.

Des élections régionales ont eu lieu en mai 2008. Un conseil provincial a ainsi été élu, ce qui ne s'était pas produit depuis 1988. Ces élections permettent de mettre en œuvre la politique de décentralisation du gouvernement, bien avancée sur l'ensemble des territoires à majorité cinghalaise (70% de l'île) mais freinée dans la province de l'Est en raison du conflit et de l'absence de pouvoirs politiques locaux. La province de l'Est est ainsi dans une phase de structuration notamment dans le domaine éducatif. Les besoins en termes de développement éducatif y restent conséquents aujourd'hui.

Le gouvernement provincial a ainsi établi, en collaboration directe avec les principaux opérateurs du secteur éducatif (entre autre l'Unicef et Save the Children), de nouvelles lignes directrices pour la politique éducative post-conflit et ainsi que des stratégies de développement sectorielles de développement éducatif.

La particularité de la province de l'Est est que le secteur de la petite enfance ainsi que celui de l'éducation formelle primaire et secondaire sont regroupés sous la responsabilité du ministère provincial de l'éducation. Depuis 2004, il existe cependant une politique spécifique sur la petite enfance (« ECCD policy ») qui se met doucement en application, et qui a, entre autre, institué un secrétariat national spécifique au sein du ministère dédié à la gestion du secteur de la petite enfance. Cette politique est encore mal connue des acteurs civils mais aussi des autorités publiques. Par ailleurs, depuis quelques mois, le premier ministre provincial a lancé une nouvelle entité : le « preschool bureau » en charge également de la petite enfance, d'où dans la province de l'est de nombreuses confusions des rôles entre les entités dépendantes du ministère provincial de l'éducation et celles dépendantes du premier ministre provincial.

Enfin, le traumatisme du tsunami, l'afflux soudain de bailleurs et le retrait massif aujourd'hui de la présence internationale sont des éléments de contexte à prendre en considération pour mieux appréhender le travail avec des ONG locales mais aussi pour mieux comprendre les enjeux qui s'ouvrent aux autorités publiques.

1.2.1 Présentation du programme Education et gouvernance dans la province de l'Est du Sri Lanka.

A. Aperçu général.

Le programme d'éducation et gouvernance dans la province de l'Est (EGPE) est un programme de 24 mois, soutenu par l'outil FISONG (facilité d'innovation sectorielle des ONG) de l'Agence Française de Développement. Ce programme a débuté en janvier 2010 et réuni en consortium des partenaires historiques de Solidarité Laïque. Le programme EGPE marque donc une évolution des pratiques partenariales et l'aboutissement d'une vraie réflexion stratégique et innovante autour du système éducatif sri Lankais.

Le programme EGPE en tant que programme innovant, a pour objet de tester des pratiques qui, si elles s'avèrent pertinentes pourraient être appropriées et transférées à la sphère publique ou civile, en fonction de l'évolution du contexte sri Lankais. Il est centré sur deux sous-secteurs de l'éducation dans la province de l'Est : le secteur formel (éducation primaire et secondaire) et le secteur de la petite enfance qui relèvent d'enjeux (situation de développement) et de besoins (offre éducative) différents. Deux stratégies distinctes sont

prises en œuvre. La première concerne le secteur de la petite enfance qui reste actuellement un secteur essentiellement non gouvernemental et qui nécessite un appui particulier quant à sa régulation par les différentes autorités gouvernementales décentralisées. La deuxième concerne le secteur de l'éducation primaire et secondaire, inscrit dans la politique nationale, mais qui fait face à de nombreux enjeux de développement.

Le programme intègre également une dimension d'échange avec les organisations partenaires de Solidarité Laïque impliquées dans le programme PRODERE en Afrique de l'Ouest. Les activités développées à Sri Lanka servent de support de discussion et d'échange afin d'impulser de nouvelles réflexions entre les partenaires, ceci dans le but final d'atteindre plus rapidement les objectifs d'éducation pour tous (EPT).

B. Les Objectifs du programme.

L'objectif général du programme est de contribuer à la réalisation des objectifs de l'Education pour Tous en facilitant et améliorant le dialogue et la coordination entre la société civile et les autorités en charge de l'éducation, en particulier dans la Province de l'Est du Sri Lanka. Ce programme nourrit et s'appuie sur des échanges entre organisations sri lankaises et organisations d'Afrique de l'Ouest en vue d'atteindre les objectifs d'EPT.

Les objectifs spécifiques sont les suivants:

1- Renforcer le dialogue et la concertation dans le secteur de la petite enfance dans les 14 zones de la province de l'Est du Sri Lanka et au niveau national.

Améliorer les capacités des enseignantes d'écoles maternelles à se mobiliser, se structurer, faire remonter leurs besoins aux niveaux des zones, des districts, de la province et à l'échelle nationale et créer les conditions d'un dialogue constructif avec les autorités locales compétentes au niveau des zones, des districts et de la province de l'Est.

2- Améliorer la gouvernance du secteur primaire et secondaire dans deux divisions (DEOs) de la province de l'Est du Sri Lanka.

Améliorer les capacités des associations de parents d'élèves à se mobiliser, gérer le développement quantitatif et qualitatif des écoles et créer les conditions d'un dialogue constructif avec les autorités locales compétentes.

3- Enrichir les réflexions sur l'EPT aux niveaux local et national sri lankais et régional en Afrique de l'ouest.

Enrichir les réflexions et les stratégies d'EPT à Sri Lanka et l'appropriation par les autorités locales compétentes des résultats obtenus par le programme pilote de renforcement de la gestion locale de l'éducation et enrichir les réflexions sur les stratégies et pratiques d'EPT des organisations partenaires du programme PRODERE en Afrique de l'Ouest.

C. Les acteurs et bénéficiaires du programme.

1- Les enseignantes de la petite enfance, ni reconnues ni défendues en tant que professionnelles de l'éducation à part entière.

Eléments de contexte explicatif :

Elles agissent au titre d'enseignantes, de responsables des écoles (il y a en général une enseignante / directrice et une assistante par école) et de force motrice des associations communautaires (CBOs ou comités villageois) formées autour des écoles maternelles. Les enseignantes sri lankaises sont à 95% aujourd'hui de statut privé, rémunérées localement par les associations communautaires (ou directement par les familles), par des organisations locales laïques ou religieuses ou des investisseurs privés.

2 les School Development Societies (SDS), équivalent des Associations de parents (APE) qui intègrent aussi les élèves et les anciens élèves (devenus "mécènes" locaux).

Eléments de contexte explicatif :

Les SDS sont issues d'un programme lancé par le ministère central de l'éducation visant à décentraliser l'essentiel des responsabilités du développement des écoles au niveau de ses associations de parents d'élève. Les SDS sont composées du Directeur de l'école (président de la SDS), des professeurs (dont l'un est trésorier), de parents d'élèves (dont l'un est secrétaire), des anciens élèves (« Old boys », parfois regroupés en « Old Boys Associations » [OBA]) et de représentants des élèves de l'école.

3- Les autorités locales en charge du développement éducatif : Le processus de décentralisation à Sri Lanka s'installe progressivement dans la province de l'Est. La coordination du développement éducatif s'effectue au niveau des **ZEO** (trois à quatre "zones/ZEO" par district, trois districts dans la province de l'Est). Ces ZEO restent éloignés des réalités locales et manquent de "transparence".

Le programme travaille avec les trois communautés présentes à Sri Lanka (tamouls, cinghalaises, musulmanes) et tend autant que faire se peut à développer des activités intercommunautaires, afin d'aller au-delà des préjugés et de développer le rapprochement communautaire.

1.2.2 Organisation interne et partenariale.

A. Les membres du programme.

Solidarité Laïque

- Coordinateur général du programme, Solidarité Laïque porte la responsabilité globale du programme vis-à-vis du bailleur de fonds, il est le garant du programme et veille à son bon déroulement.
- Chargé du suivi et de l'évaluation du programme. Un poste spécifique de volontariat basé à Sri Lanka est financé par le programme pour assurer un travail de proximité avec les partenaires.
- Chargé des activités de capitalisation et des échanges Afrique de l'Ouest / Sri Lanka.
- Membre du comité de pilotage et du comité consultatif en tant qu'observateur.

Kinniya Vision

- Chef de file du consortium et responsable de la gestion administrative et financière des activités mises en œuvre à Sri Lanka (en dehors du plaidoyer), il est entre autre chargé de transférer les fonds à FEED et NPDF. Pour assurer le suivi un responsable administratif et financier du programme est détaché auprès de l'association.
- Responsable de toutes les activités mises en œuvre dans le district de Trincomalee sur le volet petite enfance, et de la mise en œuvre du volet formel primaire /secondaire dans une division (DEO) à Trincomalee. Deux coordinateurs travaillent à temps plein au suivi des actions du programme.
- Coresponsable du déroulement opérationnel des activités mises en œuvre à Sri Lanka.
- Membre du comité de pilotage et du comité consultatif.

Kinniya Vision est une organisation locale solidement implantée dans le district de Trincomalee. Elle met en œuvre des projets de développement éducatif dans ce district depuis une dizaine d'années et travaille très étroitement avec Save the Children, son principal bailleur. Les volets principaux de son activité sont le développement du secteur de la petite enfance, l'éducation non formelle, la formation professionnelle et la mobilisation de communautés.

NPDF

- Responsable de toutes les activités mises en œuvre dans le district de Batticaloa sur le volet petite enfance, et de la mise en œuvre du volet formel primaire /secondaire dans une division (DEO) de Trincomalee avec Kinniya Vision. Deux coordinateurs travaillent à temps plein au suivi des actions du programme.
- Coresponsable du déroulement opérationnel des activités mises en œuvre à Sri Lanka,
- Membre du consortium, du comité de pilotage et du comité consultatif.

NPDF [National Preschool Development Foundation] est un acteur incontournable dans le domaine de la petite enfance à Sri Lanka. Elle met en œuvre des projets de développement dans ce secteur depuis le début des années 90 et est l'une des rares organisations habilitées à former des enseignants dans le domaine de la petite enfance. Elle opère principalement en zone cinghalaise et entretient des liens très étroits avec le secrétariat ECCD [Early Childhood Care & Development], en charge de la gestion du secteur de la petite enfance au niveau national. NPDF développe en outre des activités de développement éducatif et de mobilisation au niveau communautaire dans le district de Kalutara.

FEED

- Responsable de toutes les activités mises en œuvre dans le district d'Ampara sur le volet petite enfance. Un coordinateur travaille à temps plein au suivi des actions du programme.
- Coresponsable du déroulement opérationnel des activités mises en œuvre à Sri Lanka.
- Membre du consortium, du comité de pilotage et du comité consultatif.

FEED [Federation of Economical and Environmental Development] est une organisation basée dans le district d'Ampara (district sud de la province de l'Est). Elle développe depuis le début des années 2000 des projets dans le domaine de la petite enfance, du handicap, de la mobilisation d'associations communautaires (CBOs et SDS) et des projets d'éducation non formelle.

NWC

- Responsable du bon déroulement des activités de plaidoyer du programme.
- Responsable de la gestion administrative et financière des activités de plaidoyer.
- Est devenu membre du consortium.
- Membre du comité de pilotage et du comité consultatif.

NWC [National Worker Congress] est une fédération nationale de syndicats sectoriels apolitique avec une forte dimension de représentation du secteur informel (travailleurs migrants, cueilleurs des plantations de thé, pêcheurs, etc.). NWC se classe parmi les principaux syndicats en terme de représentation au niveau national. Il met en outre en œuvre des projets d'éducation non formelle dans les communautés particulièrement défavorisées de l'île. Solidarité Laïque développe de solides relations de partenariat avec NWC depuis 2005.

1. Les membres du Programme de Développement des Réseaux pour l'Education en Afrique de l'Ouest, participent aux activités d'échange de pratique autour de la petite enfance ainsi que les CEMEA France

B. Les instances,

Le consortium.

Il réunit les trois partenaires terrains de la province de l'Est : Kinniya Vision, NPDP, FEED.

En mars 2011 le comité de pilotage a acté l'intégration de NWC en tant que membre du consortium, il participe donc officiellement aux réunions du comité du consortium.

Son rôle est de faciliter la communication et la coordination entre les différentes actions de terrain et de discuter collégialement des activités ou enjeux transversaux. Il a un rôle stratégique dans son devoir de proposer et d'encourager des stratégies communes au comité de pilotage et de faciliter la coopération avec les acteurs publics notamment avec le comité consultatif. Kinniya Vision est le chef de file du consortium, qui se réunit en moyenne tous les 3 mois.

Le comité de pilotage.

C'est l'organe de décision stratégique du programme.

Il se réunit deux fois par an, il s'assure du respect des valeurs, des objectifs du programme et des règles le liant avec les bailleurs. Il encourage le développement de partenariat et de coopération en promouvant une approche collective. Il rend compte de ses décisions au comité consultatif.

Il réunit tous les membres du programme :

- Kinniya Vision
- NPDP
- FEED
- NWC
- Solidarité Laïque

Le comité consultatif.

Il réunit tous les membres du programme ainsi que les pouvoirs publics locaux dans une stratégie de renforcement de la coopération entre acteurs du secteur éducatif. Ce comité sert avant tout à présenter, informer et échanger avec les pouvoirs publics de l'avancée du programme et des politiques dans le domaine éducatif. Ce comité se réunit 2 fois par an. Une convention entre les membres a été signée.

1.2.3 Budget global de l'action.

Lignes budgétaires	Budget	Sources de Financement
Composante 1: Petite enfance	50 009€	FISONG – Solidarité Laïque - CRIF
Composante 2: Secteur primaire et secondaire	46 656€	FISONG – Solidarité Laïque
Composante 3: Echange de pratique	50 975€	FISONG– Solidarité Laïque
Composante 4: coordination globale, monitoring, evaluation, capitalization.	100 656€	FISONG – F3E – Solidarité Laïque - AFVP
FA-audit-divers	25 249€	FISONG
Total général	273 546 Euros	

1.2.4 Présentation succincte des grandes lignes d'activité.

Les activités du programme sont regroupées dans trois composantes, découlant directement des objectifs spécifiques du programme.

A/ Composante 1 : Secteur de la petite enfance.

Les activités de la composante 1 visent à répondre à l'objectif de renforcement du dialogue et de la concertation dans le secteur de la petite enfance dans les 14 zones de la province de l'Est du Sri Lanka et au niveau national.

Cette composante est organisée de manière à renforcer les capacités des parties prenantes de la petite enfance, de leur permettre de se structurer et de communiquer entre elles dans des espaces de dialogue.

(Les activités de la composante se déclinent comme suit :

- Publication d'une lettre d'information sur la petite enfance ;
- Réunions de sensibilisation et de structuration des parents (Preschool Management Committee : PMC) ;
- Structuration des comités d'enseignants (Preschool teacher committee : PTC) (au niveau de la division, de la zone, du district et de la province) et renforcement de capacités ;
- Renforcement des capacités des cadres des administrations décentralisées ;
- Etude qualitative sur les processus de création des écoles communautaires ;
- Projet pilote d'activités génératrices de revenus ;
- Création de plateformes de dialogue concertée (au niveau de la zone, du district et de la province) ;
- Plaidoyer national dans le secteur de la petite enfance.)

B/ Composante 2 : secteur primaire et secondaire.

Les activités de la composante 2 cherchent à répondre à l'amélioration de la gouvernance du secteur primaire et secondaire dans deux divisions (DEOs) de la province de l'Est du Sri Lanka.

Cette composante vise à sensibiliser à l'importance du rôle des SDS dans la gouvernance des écoles et d'outiller les parties prenantes du secteur primaire afin de développer une meilleure gestion, ainsi qu'une démocratisation de la gouvernance du secteur primaire et secondaire.

(Les activités de la composante se déclinent comme suit :

- Sensibilisation des communautés à l'implication dans les SDS ;
- Renforcement de capacités des SDS ;
- Fonds incitatifs ;
- Appui technique et financier aux cadres des administrations décentralisées ;
- Création d'une plateforme de dialogue concertée (au niveau de la division) ;
- Plaidoyer provincial dans le secteur de l'éducation formelle.)

C/ Composante 3- Echange de pratique.

Cette composante a été conçue pour enrichir les réflexions sur l'Education Pour Tous aux niveaux local et national sri lankais et régional en Afrique de l'ouest

Cette composante est une innovation dans le sens où elle permet de développer des échanges sud-sud Afrique-Asie. L'échange entre les partenaires se concrétise par l'organisation de trois visites en France, Afrique et Sri Lanka et la rédaction d'un guide bi-lingue de bonne pratique développées dans le domaine de la petite enfance.

1.2.5 Antécédents en matière d'identification, de programmation, de suivi et d'évaluation interne et/ou externe.

(a) Le programme EGPE s'est doté d'un système de suivi et d'évaluation renforcé et documenté.

- Un suivi-évaluation du programme est fourni par la chargée du suivi-évaluation basée à Sri Lanka et donc au plus proche des réalités de terrain. Une mise à jour documentée et mensuelle du suivi des activités et du calendrier prévisionnel est assurée. Différents outils de suivi et d'évaluation ont été créés et sont développés au fur et à mesure du programme. (Activity monitoring chart/Follow up by component/ Global Indicators/Beneficiaries datas...)
- Deux rapports d'audit sont prévus dans le programme, l'un à la consommation de 70% de la première tranche AFD et le second en fin de programme.
- Le suivi des activités sur le terrain incombe à chaque association, et est décrit dans les rapports d'activités intermédiaires et annuels fournis par chaque association au Coordinateur (Solidarité Laïque). Les rapports sont travaillés avec la chargée de suivi-évaluation qui les compile.

- Les comptes-rendus des différents organes de suivi au niveau du programme (Réunion du consortium, Comités de Pilotage, Comités consultatifs) contiennent les informations concernant les décisions stratégiques et le suivi du programme.
- Au niveau du programme, les rapports intermédiaires et finaux de chaque phase, établis par Solidarité Laïque et remis à l'AFD, reprennent les principales actions développées, leurs modalités de mise en œuvre ainsi que les résultats obtenus.

II. L'évaluation

II.1 Justification de l'évaluation.

Contexte

Le programme EGPE en tant que programme innovant (cadre FISONG), a pour objet de tester des pratiques qui, si elles s'avèrent pertinentes pourraient être appropriées et transférées à la sphère publique ou civile, en fonction de l'évolution du contexte sri Lankais.

Dans cette optique, le programme a, dès le commencement mis l'accent sur un suivi-évaluation renforcé qui s'est doté d'outils de mesure et de réajustement des activités. Par ailleurs, dès le lancement du programme, l'évaluation finale avait été pensée comme devant mettre en évidence les réussites, les échecs et les impacts du programme, afin que le projet puisse être reproductible. Aujourd'hui la question de la reproductibilité mais surtout de la viabilité des résultats du programme est au cœur de l'objet de l'évaluation.

2.1.1 Origine de la demande et attentes des acteurs.

La demande de l'évaluation provient de différents acteurs.

Tout d'abord les partenaires sri lankais désireux de mesurer les différents aspects innovants du programme (comme l'approche pluri-acteurs) et surtout l'effet des activités réalisées sur les parties prenantes et plus globalement l'effet du programme sur le système éducatif de la province de l'Est du Sri Lanka. Conscients des acquis du programme et souhaitant les pérenniser, les partenaires souhaiteraient avoir un regard externe quant à la viabilité des actions engagées. Une demande plus spécifique des partenaires concerne l'importance de considérer le contexte dans lequel le programme se déroule (post conflit, pluricommunautaires) et dans quelle mesure le programme a su intégrer cette donnée.

Solidarité Laïque a un double intérêt à l'évaluation, tout d'abord un premier qui rejoint celui des partenaires sri lankais, et un deuxième qui permettra, à l'interne, de documenter l'évaluation de son engagement de près de 6 ans à Sri Lanka.

L'Agence Française de Développement en tant que co-financeur de ce programme, souhaiterait mesurer les résultats concrets des actions développées ainsi que leurs effets. Il est intéressant pour l'AFD de poser un regard objectif sur les effets et la durabilité d'un programme court qui visait à initier des pratiques novatrices en matière de gestion locale et partenariale de l'éducation qui font l'intérêt de ce projet.

2.1.2 Attentes et objectif du programme.

La mise en œuvre d'une évaluation externe finale est une étape importante afin d'effectuer un bilan sur la pertinence, les effets et la durabilité des processus et activités misent en place afin d'en questionner la pérennité.

La réflexion générale du programme autour de l'évaluation pourrait se résumer en trois objectifs :

- Identifier les réels acquis du programme et les actions à renforcer,
- Evaluer la viabilité des processus testés dans le programme,
- S'enrichir de recommandations quant à la pérennisation et reproductibilité de processus initiés.

Grâce à un travail interne de suivi-évaluation du programme qui complétera la partie bilan de l'évaluation externe, celle-ci sera donc davantage concentrer sur des questions d'effets et de pérennité des activités et processus engagés.

2.1.3 En quoi l'évaluation externe est l'exercice le plus approprié.

Le travail de suivi mis en place au sein du programme lui permet de tirer un premier bilan interne de l'exécution de ses activités. Cependant un complément d'objectivité externe est primordial pour apporter le recul nécessaire à l'analyse des résultats du programme. De plus, face aux enjeux de pérennisation et dans un

contexte d'évolution des politiques publiques (notamment concernant la petite enfance), il est nécessaire de poser un regard externe qui permettra d'orienter et d'appuyer les choix d'avenir du programme.

II.II Objet de l'évaluation.

2.2.1 Délimitation de l'action.

L'évaluation portera sur les résultats obtenus durant les deux années du programme. L'analyse de la pertinence, de l'efficacité, des effets et de la durabilité des activités et des processus de dialogue sera privilégiée. Une attention particulière sera portée sur la petite enfance, secteur en mouvement, dans le cadre duquel le programme a le plus initié de pratiques.

2.2.2 Les postulats fondateurs.

Les valeurs du programme et principes d'action sont centrés autour de la promotion de l'éducation pour tous au travers de :

- l'implication des bénéficiaires en tant qu'acteurs,
- la coopération entre les acteurs de l'éducation : autorités locales, communautés, parents, professeurs, syndicats, associations...
- l'importance d'espace de dialogue pluri-acteurs,
- l'échange de pratiques et le partage de points de vue,
- le droit à une éducation de qualité appropriée à tout âge et l'importance du développement du secteur de la petite enfance.

La stratégie du programme est basée sur une approche collective et novatrice, dans le sens où elle se veut être un laboratoire d'expérience, testeur de pratiques. Après plusieurs activités de construction ou d'appui aux politiques publiques, ce programme se base sur une stratégie et un objectif de concertation pluri acteurs qui semble être une première dans la province. La concertation a donc été posée comme postulat fondateur, faisant l'hypothèse que cette méthodologie serait la plus constructive et efficace dans l'atteinte d'une meilleure gouvernance. Pour se faire une mobilisation des deux acteurs a été organisée afin de renforcer leur capacité et de les sensibiliser à l'intérêt de la concertation.

2.2.3 Les questions que se pose le programme.

Rq. Le terme « acteurs éducatifs » employé ci-dessous fait référence à trois catégories d'acteurs : parents, enseignants et autorités publiques. Par ailleurs le terme « éducatif » réfère au niveau préscolaire ainsi qu'au niveau primaire et secondaire.

1. Etude de la stratégie d'intervention développée par le programme et ses acteurs.

-Les objectifs et la stratégie d'intervention du programme sont-ils en cohérence avec les stratégies des acteurs publics et privés de l'éducation et du développement présents dans la zone?

-En quoi le programme s'inscrit-il et/ou participe t-il à la définition et/ou au renforcement de politiques publiques ?

-La démarche du programme de renforcement de capacité des acteurs est-elle efficace et efficiente dans l'atteinte des objectifs du programme?

- Aujourd'hui, l'objectif et la stratégie de concertation, initiée dans le programme entre acteurs civils, entre acteurs publics et pluri-acteurs sont-ils pertinents au regard des attentes des différents acteurs et du contexte Sri Lankais?

- En quoi le projet a-t-il été effectivement innovant au regard de ses postulats fondateurs de concertation ?

-Quels sont les effets du programme sur :

*sur les parents, les enseignants et les pouvoirs publics, en termes de responsabilisation et d'appropriation de leur rôle « d'acteur » du système éducatif ?

* les pratiques d'approche concertée chez les acteurs de l'éducation ?

*sur la définition ou le renforcement de stratégie éducative ?

*sur les garanties de pérennisation d'une meilleure gestion et gouvernance de l'éducation ?

2- Bilan des activités.

- Le choix des activités et leurs articulations étaient-ils efficaces et cohérents au regard de la poursuite de l'objectif général de « *contribuer à la réalisation des objectifs de l'éducation pour tous tout en facilitant et améliorant le dialogue et la coordination entre la société civile et les autorités en charge de l'éducation* »?

A. Activités de la composante 1 : la petite enfance.

- Les activités proposées permettent-elles un renforcement et une structuration durable des enseignantes ? (Analyse des activités de formation, de plaidoyer, de constitution de comités, d'activités génératrice de revenus dans le renforcement de capacité des enseignantes)
- Quelle utilisation et réutilisation les bénéficiaires font des compétences acquises au sein du programme dans la pratique (meilleure connaissance du contexte, meilleure organisation du travail, établissement d'objectifs et de plan d'action...) ?
- Les activités du projet ont-elles contribué à une meilleure efficacité des services de l'éducation ?
- En quoi les apports et actions entreprises dans le cadre du programme ont été diffusées / reprises par l'ensemble des enseignantes maternelles de la Province ?
- Quel a été l'effet des activités menées sur le développement de cadres de concertation locaux reconnus et/ou légaux ?
- En quoi les structures créées par le programme (PTC) et (PMC) sont-elles efficaces dans la structuration des acteurs et le développement de stratégie éducative ? Sont-elles viables et pérennes ?
- Le programme a-t-il permis une meilleure reconnaissance de la thématique de la petite enfance par les communautés et les pouvoirs publics? En quoi cette composante a-t-elle permis la valorisation du statut d'enseignant ?
- Quelles activités du programme présentent une plus value innovante dans le développement du secteur de la petite enfance dans la province de l'est à Sri Lanka ? Pourquoi ?
- Quelles activités seraient souhaitables dans le cadre d'une consolidation des acquis et/ou d'une extension géographique en prolongation éventuelle de ce projet ?

B. Activités de la composante 2 : le secteur Primaire et Secondaire.

- En quoi les SDS sont aujourd'hui davantage outillées pour être de véritable force de proposition dans la gestion de l'école ?
- Quels ont été les résultats des activités de renforcement des compétences des pouvoirs publics dans leur travail d'accompagnement et de gestion des écoles ?
- Les activités du projet ont-elles contribué à une meilleure efficacité des services de l'éducation (encadrement des établissements, renforcement des partenariats, amélioration de la qualité etc) ?
- Quel est l'effet du programme sur la démocratisation du fonctionnement des SDS ? (analyse de la prise de décision – collégiale ou non - au sein des SDS)
- Quel sont les résultats des activités de concertation sur la prise en compte des attentes des acteurs et sur le développement d'une meilleure gouvernance dans le secteur primaire et secondaire ?
- Quelles activités seraient souhaitables dans le cadre d'une consolidation des acquis et/ou d'une extension géographique en prolongation éventuelle de ce projet ?

C. Activités de la composante 3 : échanges Afrique-Sri Lanka.

- Les échanges internationaux ont-ils enrichis les réflexions des partenaires sur les enjeux de la petite enfance ? Quelles bonnes pratiques ont été échangées entre les acteurs de l'Afrique de l'Ouest (Prodere AO) et ceux du Sri Lanka et quels livrables ont été produits dans le cadre des visites d'échange ?
- Des compétences nouvelles ont-elles été acquises par les acteurs concernés lors des échanges ?
- Quelles modalités de transfert des résultats ont été utilisées par les participants des réunions d'échanges au sein de leur organisation et auprès de leurs partenaires ?
- Quel est le bénéfice tiré de telles pratiques sud-sud dans la conduite de programme de développement ?
- Au regard des moyens dont il dispose, l'évaluateur devra répondre aux questions ci-dessus, afin d'apporter un éclairage sur les bénéfices tirés par une telle activité, cependant aucune mission en Afrique de l'Ouest n'est prévu.

3- Etude du dispositif de gouvernance et de coordination du programme EGPE.

-Le mode de gouvernance du programme a-t'il été efficace pour répondre aux objectifs du programme ? (répartition des responsabilités entre les organes de pilotage/coordination entre instances/ Implication et responsabilisation des pouvoirs publiques/ébauche d'une stratégie collective)

-Quels ont été les résultats de l'approche collective du pilotage du programme dans la gestion du programme sur le terrain ? Quelles ont été ses forces et faiblesses ?

- La démarche de suivi-évaluation ainsi que les outils développés ont-ils permis d'assurer un meilleur déroulement du programme ? Les capacités des membres (coordinateurs/directeurs) ont-elles été renforcées grâce à ce dispositif ?

Analyse transversale :

Le programme se veut être un programme partant d'enjeux communautaires et s'appuyant sur les communautés dans sa réalisation. Une analyse de la place des communautés dans les différentes activités développées sera appréciée au regard de l'objectif de structuration du secteur éducatif mais aussi au regard d'un objectif sous jacent de rapprochement communautaire.

L'évaluateur devra apporter des éléments de réponse aux deux questions suivantes :

-En quoi le programme a-t-il participé au rapprochement communautaire dans la province de l'est à Sri Lanka ? Quels sont les effets de cette approche sur les parties prenantes au programme?

Recommandations attendus :

Les consultants devront orienter leur analyse sur les processus mis en place en tenant compte de la nature du programme et du contexte d'intervention. L'évaluation dressera un bilan des difficultés et succès d'un programme court, et apportera des recommandations quant à la pérennisation et la reproductibilité de ces processus. Les éléments pertinents du programme nécessitant un appui supplémentaire pour assurer la mise en place de mécanismes et stratégies pérennes de développement du secteur éducatif seront mis en exergue.

L'équipe d'évaluation pourra enrichir ce questionnement, par ailleurs, il leur sera demandé dans leur offre de service, d'organiser, de hiérarchiser et d'éventuellement regrouper les questions évaluatives en fonction de leur compréhension de la problématique, des enjeux et des objectifs de l'évaluation qu'elle aura exposés par ailleurs.

II.III Méthodologie

2.3.1 Etapes proposées

Il est proposé pour cette évaluation les étapes suivantes que les consultant-e-s pourront amender et/compléter :

- **Etape 1 : Préparation de l'évaluation**
 - o Analyse de la documentation disponible (rapports d'activités, rapport de suivi-évaluation, documents programmes, audit, etc.) par l'équipe d'évaluation avant les réunions de cadrage pour que celle-ci soit la plus opérationnelle possible ;
 - o Réunion de pré-cadrage de l'évaluation en France, à Paris, avec le consultant chef de mission et le comité de suivi ;
 - o Rédaction par les consultants d'une note de cadrage qui précise la méthodologie et le calendrier de la mission à Sri Lanka ;
 - o Réunion de cadrage de l'évaluation en France, à Paris, avec le consultant chef de mission et la coordination générale du programme.
- **Etape 2 : Mission en France et à Sri Lanka**
 - o Entretiens individuels et de groupe en France avec les principales parties prenantes du programme ;
 - o Entretiens individuels et de groupe au Sri Lanka avec les principales parties prenantes du programme ;
 - o Restitution à chaud à l'issue de la mission à Sri Lanka en présence de l'équipe d'évaluation au complet ;
 - o Temps d'échange au retour de la mission avec Solidarité Laïque et F3E.
- **Etape 3 : Rédaction du rapport provisoire et restitutions**
 - o Rédaction du rapport provisoire de l'évaluation par l'équipe de consultant-e-s ;
 - o Restitution provisoire à Paris sur la base du rapport provisoire en présence du comité de suivi ;
 - o Restitution provisoire à Sri Lanka.
- **Etape 4 : Finalisation des analyses et rendu du rapport final**

- o Rédaction du rapport final d'évaluation par l'équipe de consultant-e-s sur la base des éléments complémentaires et remarques faites lors des restitutions provisoires, ainsi que sur la base de commentaires écrits apportés ;
- o Bilan-Atelier de travail entre Solidarité Laïque, l'AFD, le F3E et éventuellement le consultant chef de mission sur les résultats et surtout les suites envisagées.

2.3.2 Echantillon

Des premiers critères indicatifs pour constituer des échantillons pourraient être :

- Représentativité des acteurs de terrain impliqués dans le programme,
- Représentativité des acteurs politiques impliqués dans le programme,
- Représentativité d'autres acteurs éducatifs moins impliqués dans le programme,
- Représentativité des acteurs impliqués au sein des entités créées/renforcées par le programme,
- Représentativité géographique (3 districts),
- Activités de renforcement de compétences/Activités de concertation,
- Activités réussies/Activités rencontrant des difficultés de mise en œuvre.

Ces critères feront l'objet d'échanges dès la réunion de cadrage, en lien avec les partenaires Sri Lankais, afin d'établir rapidement un échantillon de projets et d'acteurs à visiter en priorité.

Le principe d'alterner des entretiens individuels et collectifs serait apprécié.

2.3.3 Rôle du commanditaire et de ses partenaires.

L'un des enjeux de cette évaluation est de permettre à nos partenaires et notre équipe de terrain de s'exprimer sur le bilan qu'ils font du programme et de nous livrer leur analyse sur les enjeux du programme à Sri Lanka.

Pour cela ils seront impliqués :

- au niveau de la méthodologie d'évaluation privilégiée et des priorités à donner pour la mise en place des grandes questions évaluatives
- au niveau des clés de compréhension que peuvent fournir les partenaires aux évaluateurs concernant les enjeux éducatifs à Sri Lanka, les différentes activités développées et le programme dans son ensemble
- au niveau de la validation des résultats de l'évaluation et des recommandations émises (réunion de présentation des premiers résultats de l'évaluation avant finalisation du rapport).

Les travaux d'évaluation doivent venir en complémentarité du travail de suivi, des indicateurs recueillis et de l'analyse de la chargée de suivi-évaluation du programme. L'évaluation alimentera d'éléments qualitatifs et quantitatifs ces données afin d'avoir un véritable tableau des acquis du programme et une analyse de la viabilité des processus initiés.

Un comité de suivi de l'évaluation composé des principales parties prenantes du programme, du F3E et de l'AFD sera constitué et consulté au fur et à mesure de l'avancée du processus évaluatif et de ses résultats. Vu le calendrier court de cette évaluation, il est demandé à l'équipe d'évaluation de consulter et d'informer le comité de manière très réactive.

2.3.4 Produits attendus

Les documents attendus sont :

- Une note de cadrage en français - anglais de 5 pages maximum,
- Un rapport intermédiaire en français - anglais (20 à 40 pages maximum),
- Un rapport final bilingue français-anglais (20 à 40 pages maximum),
- Une note de synthèse globale de l'évaluation bilingue français-anglais (3 à 5 pages maximum).

Les restitutions prévues sont :

- une restitution à chaud post-mission,
- une restitution intermédiaire en France et à Sri Lanka.

II.IV Moyens humains et financier

2.4.1 Moyens humains

L'évaluation sera réalisée par un binôme de consultant-e-s afin de pouvoir bénéficier d'un regard croisé sur le programme enrichi d'une expertise du contexte sri Lankais.

Un binôme de consultant-e-s aux compétences complémentaires suivantes:

- Expérience significative en évaluation externe de programme de développement,
- Expérience de travail en situation pluri-acteurs,
- Expérience des problématiques d'éducation,
- Connaissance approfondie du Sri Lanka et de ses politiques éducatives.

Les deux évaluateurs devront avoir une maîtrise parfaite de l'anglais à l'oral et à l'écrit. Une maîtrise du cinghalais et du tamoul par l'un des consultant-e-s est nécessaire.

2.4.2 Moyens financiers

Le montant du budget de l'évaluation est de 21 641 € TTC. La mission est estimée à environ 36 jours travaillés au total. Ce budget comprend les honoraires de toute l'équipe d'évaluation, les per-diems, les frais de transports nationaux et internationaux. Les imprévus (montant maximum : 5 %) sont compris dans l'enveloppe budgétaire affichée ci-dessus. Les montants maximum des honoraires sont fixés à 600 € TTC.

Il est demandé aux consultants-es de faire dans leur offre une proposition budgétaire détaillée, en tenant compte de ces éléments et en précisant le nombre de jours travaillés pour chaque consultant au total et aux différentes étapes de l'évaluation.

II.V Calendrier

Objet	Dates	Lieu
Réunion de cadrage	14 novembre	France
Note de cadrage qui précisera les objectifs de l'évaluation, les aspects abordés et les questions évaluatives traitées par l'évaluation, ainsi que la méthodologie et le déroulement de l'évaluation.	21 novembre	France et Sri Lanka
Réunion de cadrage opérationnel/ Préparation mission (réaction note de cadrage-outils de collecte)	30 novembre	France
Mission Sri Lanka (Réunion de cadrage à l'arrivée avec les équipes terrain/ Restitution à chaud à la fin de la mission).	4 au 17 décembre (mission à réaliser en décembre impérativement)	Sri Lanka
Restitution du rapport provisoire à Paris et aux équipes terrain à Sri Lanka	9 janvier	France et Sri Lanka
Finalisation du rapport complet et synthèse	30 janvier	