



# End of Project Summative Evaluation of the Right to Education and Participation for Children and Youth in Nariño

## **Deliverable 4 FINAL EVALUATION REPORT**

**Presented to:  
Canadian International Development Agency (CIDA)**

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## Acknowledgements

Spontaneous friendship, collaborative spirit, intelligence and joy, which contrast with the many difficulties caused by violence and harsh living conditions, are easy to find in Colombia. But still it would have been difficult for this evaluation to achieve its goal related to the collection of field information without the aid of the Norwegian Refugee Council and Save the Children Canada teams. This report would not be complete without acknowledging the assistance provided by the Country Directors and Program Managers from both agencies and more specifically of those officers that directly supported fieldwork. Special thanks to:

<b>Save the Children</b>	<b>Consejo Noruego para Refugiados</b>
Tim Murray, Proyect National Coordinator and Education Coordinator	Manuel Rojas, Education Program Manager (recently retired)
Elisander Castro, Regional Coordinator	Andrés Linero, Regional Coordinator
Mauricio Suarez	Enilda Jiménez
Jairo de los Ríos	Oscar Rodríguez
Helen Cadena	Nancy Ortíz
Luz Marina Rodríguez	Jorge Yepes
Pedro Sánchez	Jorge Chávez
	Janeth Matabanchoy
	Luz Angela Obando
	Nestor Herrera

Also of note is the special collaboration of Tatiana Romero, Technical Advisor for Save the Children in Toronto.

It is also our pleasure to recognize the various representatives of the Strategic and Implementing Partners and, of course, the very special contribution of parents, children and young people participating in the different pedagogical models driven by the project. Remembering the faces and expressions of all the wonderful children and youth has been a powerful incentive for delivering this report that recognizes the great efforts that have been observed.

## Acronyms

CIDA	Canadian International Development Agency
CSO	Civil Society Organization
EEM	Ethno Education Model (NRC)
EHS	Ethno High School (NRC)
EI	Educative Institution
EIP	Education Improvement Plan
EL	Ethno Literacy (NRC)
FEM	Flexible Education Model (NRC)
HSP	High Schools for Peace (NRC)
IAE	Integral Adult Education (NRC)
IDP	Internal displaced persons
IEM	Inclusive Education Model (SC) or direct intervention in public schools
LC	Learning Circles (NRC)
MoE	Ministry of Education or National Education Secretariat (located at Bogota)
NGO	Non-Governmental Organization
NRC	Norwegian Refugee Council
NSE	Departmental Secretariat of Education, Nariño (located at Pasto)
PAC	Spanish acronym for <i>Proyecto “Aprendiendo Crecemos”</i> (As we learn, we grow) which is how the Project “Promotion and Protection of the Right to Education and Participation of Children and Youth in the Department of Nariño, Colombia is locally known).
PMF	Performance Measurement Framework
PSE	(Municipal) Secretariat of Education, Pasto
SC	Save the Children Canada
TOR	Terms of Reference
TSE	(Municipal) Secretariat of Education, Tumaco

*We are managing research groups that have been an impressive experience for us. We never imagined that Awás by themselves would be able to produce their own pedagogical material. This is a beautiful experience that we wish you could have observed closely. Why is your visit so short? We would like a long talk around a campfire to give you a more personal impression.*

– Camawari Coordinator.

As consultants we can hardly grasp the surface of some interesting processes. It would have been rewarding to accept the Camawari's invitation to a warm talk around a campfire. As it is, we have no more than our imagination as we listen - under the starry sky of Nariño- to the different actors' experiences about this project. We hope their voices will help us to produce something more than a cool technical report. We will try to add a bit more of a personal touch...

End of Project Summative Evaluation of the Right to Education and Participation for Children and Youth in Nariño.  
Deliverable 4: Final Evaluation Report



## EXECUTIVE SUMMARY

This evaluation concerns the *Right to Education and Participation for Children and Youth in Nariño Project (2008-2012)*, locally known as “Proyecto Aprendiendo Crecemos” (As we learn, we grow) or PAC. The five-year project is implemented with departmental institutions in six municipalities of the Department of Nariño: Pasto, Tumaco, Ricaurte, Policarpa, Barbacoas and Samaniego, municipalities that include a significant number of displaced, indigenous, Afro-Colombian and generally vulnerable children, youth and adults in both urban and rural settings. The goal of the project is to ensure respect for the rights and protection of children through the enhancement of their access to, and quality of, education for children and youth, and through the participation of children, youth, families and communities in the construction of a culture of peace.

In March 2008, CIDA signed a contribution agreement valued at \$10M with Save the Children Canada (SC) and the Norwegian Refugee Council Colombia (NRC). The implementation of the project required 22 strategic Alliances/sub-projects. An Alliance has an Educational Institution (EI) at its center; which works with universities, civil society organizations and community groups; including parents’ and youth groups. Each Alliance has proposed a project to SC and NRC. The pedagogical models and Education Improvement Plan have been implemented in the EI through these Alliances.<sup>1</sup>

### 1 Methodological Approach

The approved evaluation methodology and work plan was based on CIDA’s Terms of Reference. In its design, the methodology blended elements of the OECD-DAC (2010) *Quality Standards for Development Evaluation* and the Treasury Board of Canada’s 2009 *Directive on the Evaluation Function*. Accordingly, the following evaluation issues (i.e. *criteria* in the OECD-DAC terminology) were addressed, as approved in the Methodology and Work Plan:

- With respect to effectiveness: the achievement of expected outcomes, including recommendations for change/enhancement for a future similar initiative.
- With respect to efficiency: the cost/results relationship and recommendations for a better, more positive relationship in a similar future initiative.
- With respect to relevance: the extent to which the project responds to: the most important needs in the field of education; the needs of the most vulnerable children and youth in the Department of Nariño; and the impact on the right of children to access quality education.
- With respect to sustainability: the project’s activities for institutional strengthening, policy development, and recommendations for a future similar initiative.
- Other issues, i.e. ownership, alignment, harmonization; risk management; and gender equality.

The evaluation was participatory; it involved consultation with CIDA, the two executing agencies, and local stakeholders (especially the beneficiary population). The evaluation also followed a mixed methods approach by using both secondary (files, documents, and a performance measurement baseline) and primary (key informant interviews, group interviews, focus groups, and surveys) lines of evidence. Due to budgetary and time constraints, the evaluation also relied on a mix of census<sup>2</sup> and sampling<sup>3</sup> approaches which were executed under extreme time constraints (due to both intrinsic CIDA constraints, and external

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<sup>1</sup> Annex 5, Terms of Reference, Section 2.2, pages 4, 5.

<sup>2</sup> Under the census approach, all known and pertinent members of the target population are invited to respond to evaluation questions.

<sup>3</sup> Under a sampling approach, a subset of the target population is objectively chosen to represent the entire population, using well defined selection criteria.

constraints such as institutional vacations and national holidays during the review period).

The data collection involved a field visit to five municipalities of Nariño, i.e. Pasto, Policarpa, Ricaurte, Samaniego, and Tumaco. All data were assembled in an evidence matrix and analyzed using a triangulation approach which resulted in evaluation findings. The findings are reported by evaluation issue and question in a two-tiered format: for each question, a summary from the findings is presented followed by a detailed description of the evidence. Flowing from the findings, conclusions were drawn. Actionable recommendations directed to relevant institutions and lessons learned flowed from the conclusions.

## 2 Findings

### 2.1 Achieving the expected outcomes

The review of the Performance Measurement Framework and other documents<sup>4</sup> leads to the conclusion that the PAC is an effective initiative especially when considering its complexity and the adverse contextual conditions for its implementation. Compared to baseline data, when available, all the indicators showed a well-established tendency toward progress. Compared to their 2012 targets, 32 of the 39 Performance Measurement Framework indicators have reached an “on target” or “above target” rank. For the seven indicators “below the target”, the evidence supports the expectation that there will be an improvement in the situation by the end of year 5.

PAC has met its commitment to assist displaced children, youth and adults out of school by means of Flexible Education Models (FEM) in three municipalities of Nariño (Pasto, Policarpa, and Tumaco). Simultaneously, PAC has strengthened EIs and community organizations to promote and operate the FEMs and has worked closely with educational authorities at the national and local levels to improve their commitment to inclusive and quality education. However these last actions do not guarantee that this commitment will be enough in terms of size and quality to meet future demand.

Currently, Colombia and the Department of Nariño can count on a favorable policy framework that supports the inclusive and quality education approach. This policy framework leaves the impression that a change in the direction of the PAC’s ultimate outcome is just a matter of time. Agreement 478 of August 2011 is, for now, the best example.<sup>5</sup> More than twenty municipalities in Nariño and nationwide can be expected to embrace inclusive and quality education in the next years. The PAC’s main merit is to have been a pilot experiment in a not well supported region that teaches how to operationalize the concepts of educational inclusiveness and quality and to refine these ideas for a better adaptation to the conditions of Colombia.

The PAC has made important efforts (teacher, student and parent training; and institutional strengthening of grassroots organizations) to open new participation spaces that support the rights of children and youth to educational quality. These efforts have been rewarded in several ways. The most important are: (1) the general improvement of students with the SABER test that represents the national norms in terms of students’ attainment of competences in basic scientific knowledge and citizen values for democracy, coexistence, and peace; and (2) the increased awareness among children and youth about their rights. The

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<sup>4</sup> CIDA. *Investment Performance Report; PAC’s Year 3 and Year 4 Annual Reports*.

<sup>5</sup> The Agreement 478 is a cooperation agreement between the Ministry of Education, UNICEF and NRC. The agreement allowed attention to 10,787 displaced children and youth in Pasto and Tumaco by means of Ministry of Education’s funding of about US\$9.6 million.

2011 Qualitative Monitoring Report (Annex 3 of the Y3 Monitoring Report)<sup>6</sup> found evidence that children and youth had good knowledge about their rights. Testimonies<sup>7</sup> from interviewed persons suggest that (1) the degree of students' responsibility towards the school is improving and (2) parents are changing their behaviour regarding their responsibility for their daughters and sons at school.

## 2.2 Cost/result relationship.

The right of children and youth to good quality education, especially for those who are excluded and marginalized, or living in conflict-affected communities, is at the centre of PAC's relevant benchmarks. This project commitment made the association of four institutions (Ministry of Education, CIDA, NRC and SC) possible as they share the project benchmarks.

A value-added aspect of the SC approach is its concern with teacher training. According to its own experience, SC proposes school-based training which is supported by distance learning materials and school clusters. This is a more flexible provision of training; a decentralization of teacher education in line with increased governmental responsiveness; greater community participation; more flexible planning and implementation; and more efficient and less expensive teacher education.

Regarding benefits PAC has achieved:

- Attention to approximately 2,612 children and youth enrolled in the FEM (2008-2012); of which 58% are women and 1,664 are graduates.
- Approximately 9,864 children and youth participating in school spaces (organized by the project) that promote the culture of peace and the improvement in the quality of education in five municipalities. The total of the school children who benefited from the project is about 43,989 (in 2012 alone).
- A legacy of installed capacity, summarized in the following figures: 231 teachers, facilitators and coordinators trained over four years in FEM; 1,786 teachers from 22 EIs in five municipalities implementing strategies related to the project; 20 EIs implementing pedagogical practices with a gender equality approach; 42 civil society organizations that support 54 alliances; 2 indigenous organizations (Camawari and UNIPA) trained; 18 EIs with a redefined Education Improvement Plan; and 45 alliances with 17 public institutions.
- 1,089 parents trained in the development of educational policies and positive parenting techniques.
- Teachers turned into points of social cohesion.
- Children and youth victims of displacement were offered an opportunity to return to school life, providing them with protection, recovery of self-esteem, sense of belonging, and the values of peace and coexistence-oriented citizens.
- School environments renewed pedagogically are notable for the broad student participation and a general trend towards the improvement of their performance on standardized school tests.

The final revised and approved budget of April 25, 2012 shows the amount of CAD 9.5 million from CIDA to be applied during a period of 63 months (five years and three months) that started in March

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<sup>6</sup>The Report on Monitoring Tools and Qualitative Indicators is a product of the activity that NRC and SC periodically undertake to collect and analyze quantitative and qualitative information related to the Performance Measurement Framework indicators which are being shown in the annexes of the Y3 and Y4 Annual Reports.

<sup>7</sup> During Year 4 of the project, 1,089 parents participated in and received training in the development of educational policies and positive parenting techniques (Result 2.2.1). These training events produced a positive effect on parents and students regarding their rights and responsibilities: *There is a school of parents that is used to working with children. Parents are involved in all processes of training ... in any activity that takes place in school parents are present* (Parents of CAMAWARI schools). *The fact that parents send their children to school despite such a violent situation motivates us, and lets us know that there is a light to move forward...* (Teachers of EI Ospina Pérez, Ricaurte).

2008. The time remaining to March 30, 2012 is 24%, and CIDA's remaining funds are 16%. This is a broad indication of an efficient financial implementation.

Of the amount already expended (CAD7.9 million in 48 months), 52% (CAD 4.1 million) was invested directly in the field by means of contribution agreements with local partners. A breakdown of this investment shows that 15% of the total spent budget was executed by NRC in FEM, 14% was executed by SC in schools and 22% in school and community improvement and communication capacities. Of the total expended budget, 25% represents payments for personnel based in Canada and Colombia (Bogotá and Nariño), 13% is for direct project expenses and 10% to cover overhead compensation.

Interviewees identified three areas where a similar future initiative could reduce its costs: (i) Contribution agreement with EIs implying a better identification of funding priorities; (ii) project (implementing agencies) personnel; and, (iii) national execution (a direct agreement with the Ministry of Education and Secretariats of Education). All these alternatives have risks that would require compensating actions. For instance, in the case of the last alternative the current conditions affecting the target populations (high poverty, political and criminal violence, etc.), the educational authorities might not guarantee the best results. There may also be questions about the administrative capacity to implement such a project in the required time frame. The conditions mentioned require the humanitarian commitment and the global technical experience gained through many years of specialized work that organizations like NRC and SC actually have. So this alternative would require waiting for a better time (a more peaceful country for example) or be accompanied by joint arrangements like the gradual incorporation (increased participation) of the educational authorities in leading a future project. Meanwhile the project has directly empowered schools and communities, and builds their capacity to advocacy with the State and other actors. Working through the educational authorities might not achieve these tasks effectively and may encounter conflict of interests.

There are about 26 international cooperation organizations active in Nariño such as those from Canada, USA, Spain, Germany, Sweden, the Netherlands, Switzerland, Japan, China, Italy, the European Commission, UN agencies like ACNUR, OCHA, UNICEF, World Food Program, PHO-WHO, and others concerned with displacement and emergency assistance.

NRC and SC made efforts to coordinate their work with the agencies in the fields of education, children, and youth. Good examples of these experiences are the Joint Certificate Program on Public Policy at the local level (which involved ACNUR, UNDP and the Government of Nariño) and the effort to stop the violence against the Awá People (G-24 Group and other agencies). There are other diverse experiences with UNICEF and Fundación Plan Internacional.

The main objective of coordination was not to save money but to expand the effect of some events (e.g. training or advocacy seminars) or to attend to children and youth populations in emergency situations. Coordination efforts have not only taken place at the top Management level of the implementing agencies (NRC and SC), but also at the field and EI levels.

### **2.3 The Project's relevance**

PAC was designed with the knowledge of the new national policy that sought to achieve quality and inclusive education<sup>8</sup>. PAC also provided technical support to the Nariño Government in the

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<sup>8</sup> See Title III of the Ley General de Educación (Ley 115 de 1994) that lists the populations to be subject of the inclusive education. The *Consejo Nacional de Política Económica y Social (CONPES)* generated strategies for the displaced population: CONPES 2804 of 1995; CONPES 2924 of 1997; Law 387 of 1997; and Resolution 2620 of 2004 and the Decree 250 of 2005. A more recent effort was the *Plan Nacional Decenal de Educación 2006-2016* (Decennial National Education Plan). The macro

elaboration of the Ten-Year Education Plan. Additionally PAC revised its original strategy to attain greater coordination with the efforts of the provincial government (CIDA funded projects require the identification of needs emerging from participatory assessments with target populations).

The review of this strategy served to reaffirm or modify the project priorities which sought to address the educational needs of children and youth. Thus, although the project had initially emerged from technical discussions in Bogotá, the positive fact is that NRC and SC undertook a review with regional actors. The educational needs of children and youth in Nariño were identified through consultation workshops that converged on the need to develop FEMs to address the situation of many children and youth outside the formal school system (the most vulnerable target population). FEMs imply a methodology that provides individually fitted education to its target population.

The EIs to work with the project (SC component) were chosen considering, among others, the criteria of including a significant percentage of the municipal population in conditions of vulnerability (children who are over-age for their grade level, in a situation of displacement, involved in street-living or victims of “historical poverty”). In the case of these EIs, targeting was tuned and finished through the enhancement of Education Improvement Plans.

The survey that was carried out as a part of the present evaluation shows several findings that allowed an idea of students’ perceptions of the relevance and pertinence of PAC. In general, PAC is a project with high acceptance among students. What is appreciated most is the participation that the project permits. The values of peace, coexistence and respect for the rights of others are accepted by students.

## **2.4 Strengthening institutions, communities, grassroots and students organizations**

The lines of evidence show six levels of PAC intervention in search of sustainability. The first level is related to NRC in its efforts to institutionalize the FEMs through official recognition and the ability of local actors (universities, EIs and community organizations) to implement these models. The other levels are related to the intervention of SC in relation to improving inclusion and quality of education in schools (EIs, civil society organizations, Secretariats of Education, Departmental Government and the Ministry of Education). The actions at each level are of administrative and pedagogical interest.

The most distinctive feature of the project is capacity building in schools via the Education Improvement Plans and encouraging student participation in school activities (building a protective environment). But the project has also (i) worked with parents to teach them about educational policies and positive parenting techniques, (ii) trained students and teachers in the knowledge of standardized tests and other themes of pedagogical improvement such as strategies for improving literacy, maths, gender equality and citizenship, (iii) built a rural education model supported by Urdimbre and the Normal School of Pasto. The investment of each EI is related to its Education Improvement Plan.

To what extent are these interventions sufficient to ensure the sustainability of actions in favor of children's right to inclusion and the quality of education? The actions are appropriate because they are addressed at empowering different institutional actors in the project’s objectives. Empowerment of institutions is taking form at basic (EIs), intermediate (Secretariats of Education) and higher levels (Ministry of Education). Missing is an assessment of whether these actions have been carried out with the depth and quality necessary to have been appropriated by the beneficiaries. There are no reviews but, according to the SC Technical Advisor in Canada, these are planned for this year.

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objectives of this Plan are related to inclusiveness, diversity, differences, identity, equity, participation, peace and democratic coexistence.

Testimonies of the interviewed people<sup>9</sup> leave an optimistic impression but also invite us to be cautious. The project is perceived as a driving force, inclusive and stimulating the different processes. However, there are fears that if the project is closed, problems that were left unresolved satisfactorily will return. For example, at the level of the EIs, processes supporting educational quality seem to be strong, but still there is no real ownership of responsibilities in relation to the FEMs. Of course insufficient government funding could not be the sole motive. Think of most staff still clinging to the traditional idea of a school limited to a physical location and its population of students enrolled, for whom the fate of out of school children is not a real concern. While this idea prevails, school staff (or other community actors) will not care about creative alternatives to improve the situation.

Currently, the participating municipalities and the Nariño Departmental Plan contain policy provisions for inclusive and quality education. These policies are conducive to the maintenance of results and continuity of efforts towards better access for children and youth to quality education and participation.<sup>10</sup> However, there will always be a latent risk that some obstacles could cause the deviation from, or slow the pace of, implementation of these policies. Insufficient budget planning which in turn results from higher level fiscal (political) decisions is one of the most frequent problems. This is why the project's actions to empower different governmental and civil society instances on the issue of the right of children and youth to a quality education become so important. In the end they will have to master the best strategies to sort out the obstacles.

## 2.5 Ownership, alignment, harmonization

The testimonies of those interviewed report an important list of modest initiatives that have enhanced the project's achievements<sup>11</sup>. This proactivity probably originates from two major components of PAC's participatory methodology, i.e. the Education Improvement Plan and the menu of participation options offered to students, particularly in matters of communication (e.g. the Centers for Participation and Communication, PACOS).

Performance Measurement Framework Immediate Result 2.2 (*Increase in the capacities in participation and citizenship construction among children and young people and their families to promote an inclusive education*) has been the project benchmark concerned with the issue of student participation. Currently, there are 9,864 (cumulative) children and youth participating in the different activities in five municipalities and Awá territories.

TYPES OF CHILD PARTICIPATION	
Children are included but are only informed of decisions	1
Children are consulted and then informed of decisions	2
Adults share decisions with other adults	3
Children share decisions with adults	4
Children lead decision making processes	5
Joint initiatives and decision making come from both children and adults	6

Targets on participation have been inspired by SC's global monitoring process, "Participation and Accountability", which is a six stage scale of child participation from a lower rank where *children are included but are only informed of decisions* to a highest rank where *joint initiatives and decision making come from both children and adults* (Annex 3 of the Y3

<sup>9</sup> Leaders of components, Eis' coordinators and teachers, students, MoE officers, coordinators of CAMAWARI, UNIPA and RECOMPAS, Consultants. See some of the testimonies in Box 1 of the complete report.

<sup>10</sup> The national policy in this area has achieved an acceptable level of progress as shown, for example, by the Ministry of Education's Guide (2010): *Educación inclusiva con calidad. Construyendo capacidad institucional para la atención a la diversidad*. Secretariats of Education's policy follow these national guidelines and, although there are still areas that need development, it is clear that the inclusion and quality of education approach is well positioned.

<sup>11</sup> See Complete Report, Section 2.5.1, Sub-section *Mentioned Initiatives*.

Annual Report, 2011:4).

As a result of several efforts to improve student participation, the currently available evidence suggests that student participation has passed the first two ranges of the scale of participation, and in some EIs (e.g. el Chambu); it is in the highest ranks.

Students have participated in the various stages of the project. They have been included in discussions related to Educational Improvement Plan, in the implementation, monitoring and evaluation. The student governments have received training to improve the quality of their interventions. The PACOS have become a channel for the expression of their ideas. It is noteworthy that, in the survey conducted in relation to this external evaluation, younger students show a more critical attitude towards the type of education they are receiving. Students interviewed were able to identify various problems such as that some teachers still cling to the traditional method of teaching, conflictive teacher-student or student-student relationships, lack of learning materials, various infrastructural deficiencies (classrooms, libraries, laboratories, computer equipment, etc.), and even curriculum demands that include components such as the productive dimension (e.g. business training, school greenhouses, etc.), TICs and language (English). In this sense, it appears that students are being prepared to reach the highest ranks in participation. What remains is to evaluate the extent to which EIs are open and methodologically prepared to enable more advanced forms of participation.

None of the testimony or documentary evidence collected shows conflicts between the project and local systems and practices. In its implementation, the project appears to be aligned with national policies. This result is probably linked to the facts (i) that the project was born from the decision to implement the national policy of inclusive and quality education, and (ii) the project promoted stakeholders' participation during the stage of its operational design.

Testimonial evidence<sup>12</sup> indicates that coordination between CIDA and the implementing agencies is fluid and without major problems. Coordination between the latter is perceived as acceptable although the question persists as to whether the best way to integrate the work of both agencies is using the figure of a national coordinator or, instead, a management committee. One factor that feeds this discussion is a difference in the management style of the agencies. The NRC seems more centralized, perhaps because of the alternating field teams between the project and other projects of the agency. SC has a field team entirely dedicated to the project and has achieved a lot of fluidity between different levels of decision making.

## 2.6 Risk management

The project design included a Risks and Mitigation Matrix that identified five general risks, grouped into three categories: financial, operational, and development. For each risk, mitigation actions were anticipated. Later events made evident the usefulness of this planning exercise, for instance the measures put into effect in anticipation of the risk of a partner organizations' poor financial performance. All these show that project strategies have an understanding of risk at their core.

However, of the consulted agency staff few (two) showed accurate knowledge on this subject. This finding leaves the impression of a zero or low transmission/discussion of information at different levels because of a non-systematic use of the risk matrix. At certain execution stages this non-systematic use may bring problems. An example identified by one of the respondents was the lack of budgetary provision to meet the need of some means of sea and river transport (motorized boat) and the high costs of various field operations in the Pacific Region (Tumaco). It is well known fact that the

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<sup>12</sup> SC technical staff in Canada, NRC and SC program managers in Bogotá.

harsh social-geographic conditions of this region posed particular financial, operational and development risks.

## 2.7 Progress on gender equality

Implementing the project with a gender equality approach was envisaged in the design stage but, in general, this was more rhetorical than real. The first Baastel monitoring mission (2009) provided recommendations to improve project performance and consequently SC and NRC were deeply involved in reviewing the Performance Measurement Framework.

The project hired a Gender Specialist in late 2010 with an office at the PAC's site in Pasto. The Gender officer's agenda prioritized the preparation of a gender strategy and the inclusion of gender indicators in the Performance Measurement Framework. These initial actions were in line with CIDA's policy and its three concrete objectives: (i) To advance women's equal participation with men as decision makers in shaping the sustainable development of their societies; (ii) To support women and girls in the realization of their full human rights; and (iii) To reduce gender inequalities in access to and control over the resources and benefits of development.

An examination of the Performance Measurement Framework shows that 10 of the intermediate outcome indicators and 18 of the 26 indicators of immediate results (69%) are gender-sensitive ones. It also shows that gender equality is a central concern of the PAC.

A gender section of the Y3 Annual Report informs about *great advances in the integration of the gender perspective in the project* (p.4). Among the advances is the ending of reviewing the Performance Measurement Framework to (i) incorporate gender-sensitive indicators, (ii) prepare the training of the NRC/SC field team, teachers of the schools and tutors of the FEM, and (iii) integrate questions and gender-related criteria in the data gathering tools of the qualitative monitoring (p. 2-3). The same section of the Y4 Annual Report informs (p.4) that the Gender Equality Strategy is consolidated in the 20 EIs, the FEMs and the 2 indigenous communities participating in the project. This outcome has been possible by training teaching staff, training and accompaniment of Awá teachers and training of the SC/NRC team, representatives of the Secretariats of Education and members of the Municipal Committee for Early Childhood and Adolescence in Pasto. Training includes topics like Education based on equality, non-sexism and respect for diversity, Gender Equality Model in the School, Alternative Masculinities and Sexual Diversity in Schools.

Some quantitative results gave a good idea of the important participation of females as students and teachers: 58% of the FEM's total accumulated registration; females show a higher FEM's total accumulated retention rate (79% vs. 76% for male)<sup>13</sup>; 48% of the students actively participating in spaces that promote cultures of peace and improvement of the quality of education; 65% of the FEM trained teachers; and 59% of EI trained teachers.

The available information indicates a generally good implementation of the gender strategy. However, some resistance to the gender equality approach was reported among the different participants. In the Awá community, this resistance was later transformed into enthusiasm and interest. In the Afro-Colombian community, success was lower due to budget problems that hampered the task of preparing culturally appropriate content. Among teachers, training led to the introduction of classroom projects (also complementary participatory activities like the Golombiao game) and learning materials. Qualitative monitoring shows significant progress in student behavior (decrease of discriminatory

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<sup>13</sup> These percentages have increased to 90% for female and 85% for male students during the year 4 (2011-2012).



treatment towards girls, less use of sexist language, knowledge of rights, etc.) though significant challenges still prevail in order to achieve more critical acceptance of the defense of gender-related rights and the interpretation of gender roles at home and community.

In summary, the project's gender sensitive indicators enable the observation of areas of critical inequality between women and men, and therefore to discuss and implement collectively and in line with local culture actions to resolve them. In turn this ensures that the project's results become consistent with the objectives of CIDA. Notwithstanding some flaws seems to be at play: (i) the design of the project endorses gender equality approach though its actual practice did not begin until mid-2010 with the hiring of the gender specialist and the initiation of the implementation of a gender strategy. Apparently there was a flaw in the budgeting of this strategy as evidenced by the case of implementation among the Afro-Colombian community. The project field staff lacked sufficient knowledge on gender, which it subsequently tried to fix with the training received in the fourth year of the project.

### 3 Conclusions

The conclusions are structured by the evaluation issues (evaluation criteria)<sup>14</sup>. In each case, the conclusions flow from the findings derived from the corresponding evaluation questions which, for ready reference, are identified at the left of the initial paragraphs.

#### 3.1 Conclusion 1: Achievement of Expected Outcomes

Q1.1 To what extent has the project achieved the expected outcomes (intermediate, immediate) as indicated in the Performance Measurement Framework?

Q1.2 What is the progress towards the ultimate outcome?

Q1.3 What have been the challenges regarding the achievement of expected immediate and intermediate outcomes, taking into account the changes that occurred in the Performance Measurement Framework, and how were these addressed?

Q1.6 What impact did the support provided to communities, adults and parents have on the right of children to access quality education and participation.

The Project is achieving expected outcomes in an effective way. Almost all of the targets established in the Performance Measurement Framework have been met, while other targets show progress towards this same end. Among this attainment it is worth to mention the increase in SABER test scores in 17 schools.

One of the most difficult targets to reach is to reduce dropout rates. The project has created conditions to attract and retain children and young people in educational programs but the context of violence and poverty hinders this effort. EIs have a

responsibility to investigate the immediate causes of dropout and conduct proactive testing to get students back to school. Yet it is a task resisted by institutions, in part because it involves difficulty and risks. Institutions may need technical and financial support to accomplish this task with better results.

The expected final outcome is that the education system works efficiently for inclusive and quality education, implying the offer of educational opportunities (via FEMs) to children and young people outside the school system. The biggest problem to attain this outcome is that EIs show insufficient commitment to take responsibility for the implementation of FEMs. This problem appears to be mainly due to the insufficient budget to cover the costs of these models which are usually higher than the conventional school model.

The achievement of the expected intermediate and immediate outcomes has required the facing of challenges that informants<sup>15</sup> identified according to their own experiences: the context of poverty and social conflict; the high mobility of teachers; prejudices against the displaced population and cultural

<sup>14</sup> The evaluation criteria (issues) are identified in the Terms of Reference. These form the fundamental structure in the "Evaluation Design Matrix" of the approved Deliverable 1, Methodology and Work Plan.

<sup>15</sup> Particularly EIs' coordinators and teachers, NRC and SC field officers, education authorities at local level.

conflict; the discrepancy between the increasing demand for service and insufficient resources perceived by the EIs; and the resistance to innovation by school principals and teachers.

### 3.2 Conclusion 2: Demonstration of Efficiency and Cost Efficiency

Q2.1 Based on comparisons with relevant benchmarks and taking into account results achieved, what is the cost-results relationship?

The project shows a positive balance of benefits versus costs. Implementation capacity has been acceptable.

Q2.2 How could a future initiative be more cost-effective?

All alternatives for a more efficient cost-benefit relation of a future similar initiative involve risks that require compensatory measures.

Q2.3 How is the project consistent and coordinated with the efforts of other organizations and donors addressing the same needs in the department of Nariño? To what extent have partnerships with these organizations helped to reduce costs for related activities?

The project coordinated actions on the ground with other cooperating agencies but did so with the intention of extending its activities beyond its own population or to serve children and youth in emergency situations rather than saving resources.

### 3.3 Conclusion 3: Relevance, the project addresses priority needs

Q3.1 To what extent does the work on the quality and access components of the NRC and SC respond to the most important needs in the field of education in the Department of Nariño?

The project is responding, by definition and action, to the most important educational needs of vulnerable children and youth of Nariño. Access of the out-of-school children to quality education are the project's fundamental national priorities that are also found in the agendas of CIDA and the implementing agencies. The project supported the Government of Nariño to align the particular education needs of the region to the aforementioned national priorities. This was possible because the goals and operational details of the project were enriched by the wide participation of local education authorities and the selected communities. Participation legitimized the project before the Municipal Government. Moreover, the evidence indicates that the project has become widely perceived as relevant by the various stakeholders<sup>16</sup>.

The project has achieved its goals of coverage of the target population but it is unknown how much of the potential population has remained without being supported. Out of School population census will be a valuable tool for this purpose. Furthermore, there is evidence that the project is progressing acceptably in the goals of achieving official recognition for all FEM supported by the project and retention of the population served.

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<sup>16</sup> MoE, departmental and local education authorities, EIs' coordinators and teachers, parents, students. One tasks of this evaluation was to survey students on this matter (PAC's relevance). This survey shows that most students consider PAC as an initiative that responds to their learning and life interests.

### 3.4 Conclusion 4: Sustainability

Q4.1 At the subproject level, will the local ownership, the capacities developed and the resources and sustainability strategies be sufficient to maintain results and continuity of activities?

Q4.2 Are policies at the national, departmental and municipal level conducive to maintenance of results and continuity of efforts towards better access for children and youth to quality education and participation?

Q4.3 Have institutional capacities been sufficiently developed to ensure maintenance of results and continuity of efforts?

Q4.4 For a future similar initiative, what are recommendations for enhanced sustainability of results?

The project has performed well at various levels to strengthen institutional capacities. However, some municipalities and IEs still hesitate to take responsibility for the implementation of the FEMs.

Inclusive and quality education policy at national and regional level is an encouraging achievement. The approach to inclusive quality education is now well positioned. However, more work is still needed to build sustainability from below as in the case of the 2011 advocacy campaign with the electoral candidates. The objective is to prepare communities to take ownership of the right to inclusive and quality

education. This will put them in a better position to demand that the education authorities, legislators and political leaders create the technical and budgetary conditions needed to develop this type of education. The lack of this demand from below will cause the budget devoted to education suffering drastic cuts as a result of economic crises or changes in priorities. It also exposes the budgets allocated to misuse, for instance, by expanding current expenditures at the expense of investment, or investing more in infrastructure than in pedagogical processes (teacher training, pedagogical materials, etc.) without the mediation of appropriate technical justification.

### 3.5 Conclusion 5: Ownership, alignment, harmonization

Q5.1 Are primary stakeholders fully committed and supportive of the development intervention and do they have the appropriate authority and tools to make decisions and take action?

Q5.2 Based on the "Monitoring Child Participation in a Project Cycle" tool, describe the level of participation of children and youth in the project. Was it sufficient? And can it be maintained?

Q5.3 Does the project align with local systems and practices?

Q5.4 Was there coordination between donor organizations and implementing organizations to simplify procedures and to share information in order to avoid duplication?

Institutions and individuals are committed to actions that indicate a growing level of proactivity. Project support for Education Improvement Plans and promoting student participation are certainly factors that have encouraged proactivity. Some of these initiatives are aimed at curriculum reform and institutional partnerships with potential for strengthening the approach to inclusive and quality education.

Student participation, broadly similar between boys and girls, is also expanding the expression of ideas and the student gradually becoming a major actor in the decision making.

Students demonstrate capacity to exercise critical judgment. It remains a challenge to assess the extent to which EIs are already methodologically prepared for superior levels of participation.

Evidence shows alignment of the project with local policies and practices.

Harmonization needs just some minor adjustments. Even though the monitoring CIDA requires of its projects is rigorous, NRC and SC perceive this to be a competent relationship without conflict. Something similar happens with the coordination between implementing agencies. As for the internal coordination between teams of each agency, a difference in administrative method is perceived. SC seems more decentralized and its operational team is entirely dedicated to the implementation of the PAC. NRC has the disadvantage that its operations team maintains a more dispersed and intense level of activity.

### 3.6 Conclusion 6: Risk management

Q6.1 Were effective and efficient systems in place and properly used to identify and manage risks, including risks mitigation?

The project uses a mechanism to identify risks and their mitigation, which has been successfully tested during the implementation of the project. While there is an understanding of risk at the core of each project strategy, it seems most project officers do not make a systematic use of the risk matrix. As a result some fieldwork activities could be affected by not enough budgetary allocation and risk anticipation.

### 3.7 Conclusion 7: Gender equality

Q7.1 How has the project achieved results regarding gender equality?

Overall the project has aimed its actions in alignment with the three objectives related to gender equality at CIDA. Results have been culturally and socially important considering the type of people (most at risk of exclusion) with which it has worked, although its practice was not observable until the second half of the project.

Working with the Awá and Afro-Colombian communities leaves important lessons on how to introduce the vision of gender equality in a specific cultural context. Of particular importance is the ability to argue that better treatment of women and respect for their human rights have a positive impact on the physical and cultural survival of the community. So instead of interpreting gender equality as a value alien to indigenous or Afro-Colombian cultures it should be considered as an alternative that promotes cultural revival since it dignifies women, the other half, invisible and limited in their rights.

## 4 Recommendations

**Recommendation 1.** Given the importance of having more and better statistical information on the out-of-school population, CIDA should consider supporting the Ministry of Education in this task, either as a part of the future initiative that is under discussion or directly.

**Recommendation 2.** In the search for answers to problems such as school dropouts and the level of school performance of children and youth, CIDA could support exploratory studies on the role of the family in the educational process with a gender perspective.

**Recommendation 3.** In the implementation of a future similar initiative CIDA should consider a progressive involvement of the educational authorities while the role of NRC and SC evolves to focus on technical advice, advocacy and monitoring.

**Recommendation 4.** CIDA might support the systematization of the project's gender strategy, particularly the experience with the Awá and Afro-Colombian communities, which may be published with the accompanying learning materials that have been produced.

**Recommendation 5.** In the design of a similar future initiative CIDA should consider:

- A component to improve the conditions for access of the out-of-school population. The component may include studies to identify efficient lower-cost FEM alternatives; special incentives to EIs that implement FEMs; continuation of the De-schooling Population Census; and more approaches to and working with the educational authorities.
- Advance to more areas of inclusion: Persons with disabilities, first infancy, child care for the benefit of young student mothers, family participation and the use of school time.
- More prominent integration of the productive component into the curricula.
- Further strengthening of teacher training to promote a more active, productive role for teachers (e.g. writing pedagogical guides and other learning material, systematization of experiences).

- An aggressive component on public incidence (i) to guarantee the existence of an educational attention fund to populations in extreme vulnerability conditions and (ii) to help the participant EIs to mobilize national and local resources to solve their increasing infrastructure needs.
- A more finely tuned, simple, pragmatic, user-friendly monitoring system.



# 1 Introduction

## 1.1 Purpose, Objectives and Scope of the Evaluation

As specified in the Terms of Reference (ToR), children and youth are a thematic priority of CIDA. Within the focus of the Colombia Program, quality information on best practices, lessons learned and project performance in this area are essential to inform further initiatives as well as the Colombia Program's strategic orientations. An end-of-project summative evaluation is required to assess the successes and challenges of the project (ToR, Section 1.1, *See Annex 5*).

The specific objectives of the evaluation are to:

- Assess progress made towards the achievement of results at the immediate and intermediate outcome levels identified in the project's *Performance Measurement Framework (PMF)* and to assess, where possible, the impact of the project regarding the ultimate outcome;
- assess the efficiency, relevance of the results and methodology of the project;
- assess the sustainability of the project; and
- provide recommendations and lessons learned for future design and implementation of similar programming.

The evaluation concerns the *Right to Education and Participation for Children and Youth in Nariño Project (2008-2012)*, locally known as “Proyecto Aprendiendo Crecemos” (As we learn, we grow) or PAC.

As stated in the ToR, the object and scope of the PAC comprises the following:

- *The goal of the Right to Education and Participation for Children and Youth in the Nariño Project is to ensure respect for the rights and protection of children through the enhancement of the access to, and quality of, education for children and youth in the Department of Nariño, and through the participation of children, youth, families and communities in the construction of a culture of peace.*
- *In March 2008, CIDA signed a contribution agreement valued at \$10M with Save the Children Canada (SC) and the Norwegian Refugee Council Colombia (NRC). The two non-governmental organizations (NGOs) agreed to implement in partnership the project “Right to Education and Participation for Children and Youth in the Department of Nariño”.*
- *The five-year project is implemented with departmental institutions in six municipalities of Nariño: Pasto, Tumaco, Ricaurte, Policarpa, Barbacoas and Samaniego, municipalities that include significant displaced, indigenous, Afro Colombian and generally vulnerable children, youth, and adults in both urban and rural settings.*
- *Direct beneficiaries are 37,965 children and youth (1,965 who are out-of-school, and 36,000 who are attending urban and rural schools in municipalities of Nariño), and 4,177 adults (416 illiterate and 3,761 parents). Priority attention is being given to indigenous and Afro Colombian children, youth and families and victims of forced displacement, those at risk of being displaced, and their educators: teachers, and principals.*
- *The project supports the implementation of five pedagogical models, four relating to alternative educational opportunities for out-of-school indigenous, Afro-Colombian, displaced and generally vulnerable children, youth and adults: Learning Circles, High*

*Schools for Peace, Ethno high school and Integral Literacy for Adults (implemented by the Norwegian Refugee Council); and one model relating to direct intervention in public schools, The Inclusive Education Model (implemented by Save the Children), aimed at enhancing the quality and pertinence of education and constructing a culture of peace around schools. This component combines Educational Improvement Plans (Rutas de Mejoramientos) constructed and implemented with the education communities of each school, and direct training and support from Save the Children and partners organizations in conjunction with the government.*

- *The Implementation of the project is done through 22 strategic Alliances/sub-projects. An Alliance is composed of an educative institution at its center, which works with universities, civil society organizations and community groups, including parents and youth groups. Each Alliance has proposed a project that aims to enhance the quality and pertinence of education to Save the Children (SC) and NRC. SC and NRC have signed contribution agreement with each Alliance (agreements are signed by the educative institution related to each Alliance). The pedagogical models and Education Improvement Plan will be implemented in the education institution through these Alliances. In some educative institutions, integration of the pedagogical models started before the implementation of the present CIDA funded project. In 2011, a new alliance was initiated at the special request of the Departmental Education Secretariat, to build an improvement plan with the teacher training school the Normal Superior de Barbacoas, the only teacher training school on the Nariño Pacific coast.*
- *Each Alliance is a joint effort and has social co-responsibility in education, recognizing that while educative institutions are central to change and transformation, they cannot lead a change process in isolation and they need to work with universities, civil society organizations and community groups. This project was designed to adopt a child rights approach, in which the participation of children, parents, and communities becomes a key factor. The project also integrates gender equality and environment as crosscutting themes.*
- *The Contribution Agreement, which was signed in March 2008, was followed by Amendment 1 in March 2009, Amendment 2 in June 2011, and Amendment 3 in September 2011.<sup>17</sup>*

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<sup>17</sup> The three amendments provide for certain budgetary (Part C) and financial terms (Part D) changes.



## 1.2 The Program Context

*Hate and retaliation marks sprout up during the first years of life when the war disrupts directly small citizens' daily life in the form of their parents lost, displacement from homeland, kidnapping, confinement, exposure to antipersonnel mines, forced dispersion of families, or the impact of becoming a victim of the armed conflict; but also indirectly, by the impediment to walk on the street or play in a park because of panic of the unstoppable violence...*

(Romero & Castañeda, 2009:27-28).

At the beginning of 2008, when the PAC was openly announced, the situation of the Department of Nariño was reaching a hypercritical condition:

Historical abandonment, natural disasters and the armed conflict were increasing people's vulnerability. The presence of new illegal armed groups and confrontation among them for control



of coca crops, commercialization and distribution routes, have caused immense suffering, especially among Afro-Colombian and indigenous communities. Aerial fumigation and manual eradication of coca crops impacted the local population as well, since there was little prior consultation or effective support for economic alternatives. In addition, there had been an increase in the number of military operations by the Colombian Armed Forces as the State attempts to regain territorial control. The consequence of all these factors is that internal displacement, loss of land, civilian landmine victims, threats and selective assassinations have increased (Consejo Noruego para Refugiados y Save the Children Canadá, 2008:2).

PAC was designed to erase (or at least to alleviate the pain of) the marks of hate and retaliation left in the hearts of children and youth by the long endurance of armed conflict in Colombia. To this purpose, PAC is an answer that uses a very well-known tool called education. The goal of PAC is to ensure respect for the rights and protection of children through the enhancement of the access to, and quality of, education for children and youth in the Department of Nariño, and through the participation of children, youth, families and communities in the construction of a culture of peace.

The final result of PAC is best understood under the new framework of national and education policies. The New Constitution of 1991 recognized the multi-ethnic and pluri-cultural character of Colombia and also provided legal recognition to the collective rights of the indigenous and Afro-descendant people. Based on this new legal status these people demanded the right for their own education system –a right that would be formally recognized by the National Government in 2009. The Ministry of Education (MoE) did not oppose this demand but by about 2006 there were no

other actions beyond a new advance in terms of education policies<sup>18</sup>. By means of its National Education Plan 2006-2016, the MoE proposed the respect for children's and youth's rights to an education system that creates material, psychosocial and security conditions responding to specific education needs such as cultural needs (ethno-education, bilingual education) or protective needs in the case of the armed-conflict-displaced communities.<sup>19</sup>

NRC and SC would find in this policy framework an opportunity for a project addressed to operationalize the idea of such an educational system in one of the most conflict-affected departments of Colombia, the Department of Nariño. The project would require the building of local capacities. The starting point and articulating axis would be the Education Improvement Plan (*Ruta de Mejoramiento* or EIP) that each Educative Institution (EI) would prepare with the double purpose of administering the Flexible Education Model (FEM) for internal displaced populations (IDP) with access problems to the formal education system and developing an inclusive education model (IEM) in the schools. In special places the project would seek to help highly vulnerable ethnic populations, like the Afro-Colombian (Tumaco, Policarpa) and Awá (Ricaurte) to develop their own education models.

In this sense, PAC has come to be a strategic reference for the future of education in Colombia. Its success has the potential to encourage other municipalities of Nariño and regions of Colombia to replicate this experience.

### **1.3 The Evaluation Context**

Originally fieldwork was planned to start early in July 2012 but the proximity of the summer school vacations in Colombia required moving this date to the end of May. This had effects on several matters like the review of all basic documents that would help the consultant to gain familiarity with project details and thus refine the research strategy, questionnaires and focus group guides. In fact the bulk of this work was done in the field.

Also time and resource constraints made it necessary to prepare a dense agenda for interviews whose fulfillment allowed just limited time for second thoughts on methodology, a possibility permitted by qualitative research.

Fieldwork logistic aspects were carried out by NRC and SC local teams. In general, the fieldwork agenda was implemented as planned. In advance, CIDA and the executing agencies agreed that Barbacoas would be excluded from a visit due to security problems.

### **1.4 Evaluation Approach and Methodology**

#### **1.4.1 Evaluation Approach**

The evaluation was participatory in that the evaluator worked closely with CIDA and the two executing agencies and since collectively we considered the perceptions of local stakeholders, especially the beneficiary population. The evaluation also followed a mixed methods approach, by

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<sup>18</sup> A National Commission of Work and Consultation for the Education of Indigenous People was organized late in June 2007.

<sup>19</sup> It is pertinent to remember here the Supreme Court Decree 2562 of 2001: The educative sector must adopt special education programs to assist populations affected by forced displacement, define and develop strategies to enlarge enrollment and facilitate access and permanence of this population.

using both secondary (files, documents and a performance measurement baseline) and primary (key informant interviews, group interviews, focus groups and surveys) lines of evidence, involving both qualitative and quantitative data. Due to budgetary and time constraints, the evaluation also relied on a mix of census<sup>20</sup> and sampling<sup>21</sup> approaches, which were executed under extreme time constraints, due to both intrinsic CIDA constraints and external constraints such as institutional vacations and national holidays during the review period.

The ToRs suggest several purposes. The first one is an impact/outcome evaluation as suggested by the effectiveness criterion, especially a) *has the project/ program achieved the expected outcomes (immediate, intermediate)?* and b) *what is the progress towards the ultimate outcome?* The second is a process evaluation as indicated by the rest of questions. But also a third purpose emerged from some questions oriented to identify lessons learned from the described processes. This is a formative/developmental/summative evaluation which, in this case, would attempt to guide future program initiatives by providing recommendations.

In terms of approaches, the evaluation is fundamentally an empowerment evaluation, even when some elements of stakeholder and goal-free evaluations have been at stake.

The empowerment evaluation was undertaken in order that the evaluation process and method may become a tool to empower those who are being evaluated (Fetterman & Wondersman, 2007). The PMF systematizes the project objectives and the achievement of desired outcomes. The evaluation examined whether objectives and outcomes are being achieved. From this examination, recommendations point to changes. However, the examination and recommendations were obtained from a broad list of stakeholders –in this sense stakeholder evaluation is partially implied (Bryson, 2004). On the other hand, the evaluation questions invited the respondents to go beyond a formal evaluation of the PMF (objectives versus outcomes). As appropriate, the sub-questions in the Evaluation Design Matrix<sup>22</sup> invited the participant to describe actual outcomes rather than intended program outcomes and to pay attention to unanticipated side effects, as the goal-free evaluation advises among other recommendations (The World Bank, 2007).

## 1.4.2 Evaluation Methodology

### *The evaluation design*

The PAC seeks to improve the access to quality education and learning conditions of a vulnerable, conflict-affected population of children, youth and adults (Indigenous, Afro-Colombian, rural and receptor communities).

The evaluation questions look for evidence about real changes in the learning conditions of the subject populations and communities. If such changes are taking place, can they be attributed to the project? To answer this question evaluators commonly use experimental, quasi-experimental and non-experimental designs. The first two generally end with a careful measure of the change that could be attributed to the project. This demands a pre-intervention design of conditions to be met to

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<sup>20</sup> Under the census approach, all known and pertinent members of the target population are invited to respond to evaluation questions.

<sup>21</sup> Under a sampling approach, a subset of the target population is objectively chosen to represent the entire population, using well defined selection criteria.

<sup>22</sup> The Evaluation Design Matrix is found in the Annex A of the Design Matrix of this evaluation (May 30, 2012).

guarantee a rigorous monitoring of the different factors at play. For instance, the identification of at least an experimental and a similar (control) group and the measuring of their characteristics before the intervention takes place (baseline information).

In the case of the PAC, its field officers collected baseline data at different moments and in places that increased in number some time later. But this task did not meet the rigorous conditions that an experimental or a quasi-experimental design demands. This does not suggest failure, since it might respond to pragmatic, epistemological, political, budgetary and other reasons. Given this situation, this evaluation follows a non-experimental design. In the case of indicators for immediate, intermediate and ultimate outcomes, a comparison between baseline and actual data did take place under the assumption that these indicators measure changes (or no changes) in the learning conditions. When changes in the indicators become visible from one period to another, these are normally assessed to determine whether the changes are attributable to the project intervention. It was stated that measuring the extent of change would not be a problem, since baseline and actual data existed, but it would not likely be possible to measure how much of this change was due to the project and how much responded to other unknown factors. There would not be more than an interpretation, a logical deduction that without any other visible intervention in the same direction the change had to be the result of the project.

The evaluation questions explored different conditions like efficiency, relevance, sustainability to explain the project's success or failure. The assessment of the processes linked to the last mentioned condition complemented the framework to interpret what the project is really doing and with what degree of success.

#### **Data collection**

Data collection needed to respond to the non-experimental design and the analytical logic, as explained in the preceding section. The secondary sources consisted of already existing documents that shed light on specific aspects of the PAC implementation.

The most important secondary source was the Project Monitoring Framework (PMF) since it collects all the indicators of project performance. The PMF allowed for the before/after comparison of almost all indicators with a previous examination of the data quality of documents, literature and primary sources (key informant interviews, focus groups and an opinion survey) which also complemented the information needed to address all the evaluation questions.

Three primary source collection techniques were used consisting of: individual survey interviews, group interviews and focus groups.

The primary sources collected the views or perceptions of the project stakeholders. **Individual interviews** were directed to *key informants* or people in a position that allows them the access to information and/or to performance decisive actions on behalf of the project or in close relation with it. **Group interviews** (two or three participants) were also designed for some key informants with the advantage that this collective access did allow the researchers to save time in covering the sample. The **focus groups** (4 to 12 participants) are a more participatory technique that permits the sharing of views within a relaxed environment. Because it is a flexible research tool that adapts well to different situations and audiences it was considered an appropriate technique to collect information from beneficiary subgroups. *See Annex 1 for the list of all individual key informant interviews, group interviews, and focus groups.*

As stated before, the evaluation questions share a twofold interest on the project effectiveness (progress toward the expected outcomes) and its efficiency, relevance, sustainability, ownership and so on. For the first group of questions quantitative data were the best to provide an appropriate answer while in the second case qualitative information rendered a better description. When a single method is inadequate, triangulation is used to ensure that the most comprehensive approach is taken to solve a research problem (Morse, 1991). In this case both methodologies have been used simultaneously to converge on the view of the big problem (number and its context).

In sum, PMF has provided the basic quantitative data for addressing the main questions regarding project effectiveness. Key informant interviews, group interviews and focus groups have been the tools for the participation in the evaluation by the main stakeholder sub-groups. Their views generated qualitative information to describe processes (what was really being done) and their assessment (what this meant in terms of the expected outcomes).

### ***Data analysis***

Data were triangulated at several levels:

- By line of evidence (i.e. data source) as, for example, documents, key informant interviews, group interviews, focus groups, individual survey interviews).
- By sub-group within each line of evidence, for example, in the case of focus groups, responses from teachers were triangulated first.
- Across lines of evidence where findings from documents, key informant interviews, group interviews and individual survey interviews were triangulated and attempts were made to explain variations among these.

This is the method recommended by the Treasury Board of Canada and in the general literature on evaluation practice.

### ***Data Sources and the Evaluation Matrix***

The Evaluation Matrix permits the observation of the relationship among the evaluation questions (as taken from the TOR), sub-questions (as developed by the evaluators), the different data collection instruments and the data analysis approach that was used.

### ***Individual Survey Interview***

The TOR indicated criteria about sampling, particularly the size of the different sub samples (for the different stakeholder categories). To meet sample size, criteria of both students who benefited from Flexible Models (FM) and Inclusive Education Model (IEM), it was necessary to design a survey in order to reach additional children and youth beyond those participating in focus groups sessions.

The survey questions directed to interviewees were planned to be focused only on the program area in which the respondent had or was actually participating, for example the *Bachillerato Pacicultor* (High School for Peace Program, HSP). The questions would be along the following lines:

1. What did you like most about the program?
2. What did you like least?
3. What do you think should be changed?
4. What difference (results) did the program make in your life? (1-2 questions)
5. Is there anything else about your experience that you would like to share with us?

These types of questions would avoid complex program issues and would clearly focus on results.

The evaluator designed the survey questionnaire in the field. To this end, the testimonies of the first focus groups in Tumaco which were rich in descriptions about FM and IEM activities, and also the students and teaching personnel's terminology were a useful input. Draft versions of the questionnaires were shared with NRC and SC field officers to assess pertinence and anticipate problems of reliability and validity of each question.

For a comparison purpose, the original idea was to design a single questionnaire to cover students of both models FM (NRC) and IEM (SC). This purpose was finally reached just by changing one single question (Number 1) that differentiates FM from IEM. However, two forms were used (Form A: Save the Children or IEM and Form B or NRC) to avoid confusion among the respondents. *See both inquiry forms in Annex 3.*

### 1.4.3 Sampling

- **Staff of SC and the NRC.** The coverage expected in the TOR (page 11) was: Staff of SC and the NRC (covering each sub-project), Bogotá 80%, Nariño 80%. The work plan proposed 100% coverage for both cases.
- **Staff of all Strategic and Implementing Partners of SC and NRC.** The coverage expected in the TOR (page 11) was: Staff of all Strategic and Implementing Partners of Save-the-Children and Norwegian Refugee Council, at least 30%. The work plan proposed by the Evaluators resulted in 100% coverage, provided the targeted persons would be available.
- **NRC. FM Beneficiaries: Children, Youth and Adults.** Requirement of a 25% target. From a *results* perspective, the persons who benefited from the program were defined as those who (1) graduated, (2) were integrated into the regular school system and (3) who were still in the system. These formed part of the sample. In addition, (4) those who withdrew from the program were also included in the sample since their responses might shed light on the reasons why they withdrew. Thus, to meet this requirement 490 would have to be surveyed in Tumaco and 190 in Pasto, for a total population of 680. Since a random sample of this population was to be interviewed by means of focus groups and, considering time and cost constraints, CIDA, NRC, SC and the evaluators agreed to a face-to-face interview survey of 45% of the size of the target (TOR 25% as detailed above) or close to 5% of the sampling universe. The same percentages applied in Tumaco and Pasto meant a sample size of 305 children and youth.
- **Save the Children.** Requirement of 10% Target. To meet this requirement 170 would have to be surveyed in Tumaco, 112 in Ricaurte, 100 in Samaniego, 84 in Policarpa, and 199 in Pasto for a total population of 665. Under the same agreement explained above, the sample size would be 297 children and youth.

*Table 1* compares sample size according to TOR criteria, Work Plan agreement and fieldwork final result. As observed, the survey met the target indicated by the Work Plan.

**Table 1. Sample size according to TOR criteria, Work Plan proposal and Fieldwork final outcome**

Municipio	TOR Target population*		Work Plan Sample size**		Fieldwork Outcome	
	NRC FEM	SC Schools	NRC FEM	SC Schools	NRC FEM	SC Schools
Pasto	190	199	85	89	90	85
Tumaco	490	170	220	75	221	88
Ricaurte		112		50		53
Samaniego		100		45		45
Policarpa		84		38		44
<b>Total</b>	<b>680</b>	<b>665</b>	<b>305</b>	<b>297</b>	<b>311</b>	<b>315</b>

\* CNR: 25% of the sampling universe; StC: 10% of the sampling universe

\*\* Close to 5% of the sampling universe, 45% of the target population for each municipality.

## 2 Findings

Findings are organized according to the four evaluation criteria and three evaluation issues that the TORs indicated:

- A. Evaluation criteria
  - 1. Effectiveness
  - 2. Efficiency
  - 3. Relevance
  - 4. Sustainability
- B. Evaluation issues
  - 5. Ownership, Alignment, Harmonization
  - 6. Risk management
  - 7. Cross-cutting theme: Gender Equality

In addition, the TORs requested the evaluators to identify lessons learned and provide recommendations for guiding future program initiatives.

This chapter deals with all these issues. The Evaluation Design Matrix is the map to guide the methodology that has led to the findings. The Evaluation Design Matrix lists the different general and specific questions corresponding to each evaluation criterion and evaluation issue. Effectiveness is the most complex of all the criteria because it requires responses to the questions on intermediate, immediate and ultimate outcomes, i.e., a close examination of all the indicators of the Program Monitoring Framework (PMF). Actually there are 39 PMF indicators. Nineteen (19) indicators are to monitor the performance of the FEM (NRC) while twenty (20) do the same for the IEM (SC). Twenty six (26) indicators account for immediate results, eleven (11) for intermediate results, and two (2) for the final result.

The PMF is a mix of quantitative and qualitative information. Indicators in the form of numbers (of students, IEs, CSOs, pedagogical materials, etc.) are clearly of a quantitative nature. A few others like “functioning of a monitoring and evaluation system...etc.” or “perception of boys, girls...etc.” are of a qualitative nature. Another small group has transformed qualitative information (perceptions) into scales or levels (intensity), as in the attempts to measure knowledge, opinions or perceptions. For instance, “Level of improvement in right awareness of male and female students...etc.”, “Level of belonging of male and female students to target institutions”. To judge from comments found in the previous cited annual reports, this last group of indicators seems to be the one that conveys more doubt about their validity and reliability.

The Baseline information was collected in October 2009 for ten schools in Pasto and Tumaco, and at the end of 2010 in other education units of the project. When available, baseline information can be compared with most recent information that is found in the Year 3 Annual Report (May 2011) and the Year 4 Annual Report (May 2012). The reporting period in both cases runs from April (previous year) to May (next year). Another way to compare is against the targets that the Project Implementation Plan has established for December 2012. These two types of comparison, baseline/actual information (before/after) and actual information versus a target are the ones that the evaluators use to assess effectiveness. This way to monitor the different PMF indicators is the same as adopted by the Annual Reports in response to the PMF design which assumes this same logic of analysis. The rest of the evaluation criteria and evaluation issues several conclusions are also extracted from before/after comparisons (e.g. before/after PAC intervention).



## 2.1 Effectiveness

The PAC logical framework proposes a final result where the education system and learning conditions for its target population will be improved while encouraging participation in the construction of a democratic and peace culture. How to attain these results? PAC proposes work on two fronts (intermediate results): (i) through a menu of flexible education models (FEM)<sup>23</sup> which increase levels of access and create conditions for permanence, quality and inclusiveness and (ii) by means of the so-called Inclusive Education Model<sup>24</sup> (IEM) in public schools that will also increase quality, relevance and inclusiveness for vulnerable and conflict-affected children, youth and adults (Indigenous, Afro-Colombian, rural and internal-displaced-persons receptor communities). In turn, the achievement of the aforementioned results is the consequence of other (immediate) results:

- Improved pedagogical and administrative functioning of the FEMs adapted to local contexts.
- Greater participation by the government in the institutionalization and diffusion of the FEMs.
- Increase in the capacities of the public universities and local and community organizations to implement, operate and monitor the FEMs.
- Increase in the capacities of the EI to provide the IEM.
- Increase amongst students and families in the capacities of participation and citizenship<sup>25</sup> needed to promote and support an IEM.
- Increase in the programmatic and organizational capacities of civil society (including indigenous and Afro-Colombian organizations and other grassroots organizations) to promote the conditions necessary for an inclusive education.
- Increase in the capacities of the Municipal and Departmental SE to provide the conditions necessary for an inclusive education.

This assessment on effectiveness is guided by the following general questions: the extent to which the project accomplishes the expected outcomes (intermediate, immediate); the progress towards the ultimate outcome; the challenges in achieving these results and the way they were addressed; the unintended results and their importance in attaining the ultimate outcome and the impact on the right of children to access quality education and participation.

### 2.1.1 An Effective Initiative in Achieving its Expected Outcomes

The PMF is the main source of information for effectiveness in achieving the expected outcomes. There are two main sources to follow the project progress through the PMF. The first is an internal highly concise document that CIDA uses for its own monitoring process (CIDA. *Investment Performance Report*). The second are the Annual Reports. These reports analyze each project outcome by means of their respective indicators for which the appropriate quantitative or qualitative information is presented. A problem is that annual reports include extensive explanations which make a fast comprehension of the whole very difficult. This means that the annual reports are not

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<sup>23</sup> FEM: Flexible models are designed to assist populations in special conditions, having demonstrated their effectiveness in offering quality education to: rural populations and/or ethnic populations living in remote conflict areas, displaced populations, children and youth who need to work, over-age children and teenage mothers and fathers. NRC is supporting the development of models especially addressed to displaced populations: learning circles, high school for peace and integral education for adults (Norwegian Refugee Council and Save the Children Canada, 2008:7).

<sup>24</sup> Inclusive Education Model refers to the SC model –an education that is adapted to the needs of children, involving children and young people, families and communities to achieve a quality education that provides academic and life skills (incorporating a gender perspective) that are appropriate for the cultural and socio-economic contexts in which they live (Logical Framework, April 21 2011, page 1, footnote 2).

<sup>25</sup> Citizenship skills include child rights awareness, conflict resolution, participative decision-making, positive parenting and recreational interaction. These skills enable families, children and young people to contribute to the social, political and cultural environment in and out of school which will support an inclusive education.

very useful instruments to follow most of PMF indicators but especially the qualitative ones. Annual reports refer the reader to an Annex for a detailed description of results (for instance, “Impact of the Flexible Education Models on the lives of the beneficiaries” in the case of Y4 Report).

To deal with this problem we use the PMF matrix (May 13<sup>th</sup> 2011) with some changes to facilitate a rapid grasp of results. The assessment regarding each indicator is symbolized by a check mark (✓) under three alternative (columns): “Above the target”, “On the target”, and “Below the target”. A final column includes a brief explanation of the assessment including a reference to the data source (which generally is the Y4 Annual Report). By doing this we are emphasizing the assessment, i.e. the fact of how much progress is detected when comparing to the baseline and especially the Annual Operational Plan’s target (2012 target).

In general the PAC is an effective initiative, especially when considering its complexity and the adverse contextual conditions for implementation. Compared to baseline data, when available, all the indicators show a well-established tendency to progress. Compared to their 2012 targets, 32 of the 39 PMF indicators have reached an “on the target” or “above the target” rank. For the seven indicators “below the target” there is evidence to expect an improvement in the situation by the end of the year 5. The next sections process this condition further.

#### ***FEM’s Intermediate Result: Access, permanence and quality***

The PAC pursues the fulfillment of two intermediate results. The first one refers to the FEM (under NRC direction) and the second to the IEM (under SC direction). FEM’s intermediate result is concerned with access, permanence and quality for the benefit of out-of-school children, youth and adults<sup>26</sup>. To facilitate the monitoring and evaluation of this result the PMF includes five indicators, one in relationship to access, another indicator to permanence and the rest to quality.

Concerning access, the FEMs are effective as the student enrollment has gone beyond the target but, in the case of permanence, success is less obvious. For quality, PMF does not present information for the respective indicators<sup>27</sup>.

#### ❖ Access

*We lived in Tola where guerrillas operate and forced us into displacement. We arrived in Tumaco. One day a teacher came to our home with an invitation to participate in the Circle. I learned a lot, particularly by participating in the workshops.*

-- Female student of a Learning Circle, Tumaco.

Indicator 1.1 Number of children, young people and adults that have access to FEM in three municipalities of Nariño.

Level of attainment: **Above the target.**

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<sup>26</sup> Particularly parents of school age children and youth,

<sup>27</sup> However an examination of the indicators of the immediate result 1.1 provides some information on this matter. Operationalization may need an adjustment (indicators, measures) to facilitate the observation of quality.

According to PMF figures, by 2008 only Learning Circles (LC) and High School for Peace (HSP) were functioning in Pasto and Tumaco. The number of students enrolled reached 609, 58.8% in Pasto and 41.2% in Tumaco. HSP shared 58.8% of that number of students. Girls were a minority in both cases, LC (49%) and HSP (37%).

By 2012, PAC set a goal to multiply by about four times the 2008 original figure and diversify the FEM menu. The PAC has exceeded this expectation with an overall enrollment of 2,612 students. Currently girls are a clear majority (58%), especially in the cases of Integrated Adult Education (70%), HSP (65%) and Ethno High School (62%). Tumaco represents 76% of all FEM students; 48% of HSP; 36% of IAE and almost the whole of the LC and Ethno High School students.

A new municipality has recently benefited from FEM (Policarpa) where the results of the recent Census for out-of-school children and youth motivated the MoE to finance the FEM “Creative Youth Groups” that benefit out-of-school rural youth, particularly young mothers. The MoE assigned this duty to the PAC<sup>28</sup>. See Table 2.

**Table 2. FEM: Baseline, target and accumulated (2008-2012) enrollment by Municipality**

FEM	Baseline 2008	Target 2012	Accumulated Enrollment 2008-2012			
			TOTAL	Pasto	Tumaco	Women
<b>TOTAL</b>	<b>609</b>	<b>2,381</b>	<b>2,612</b>	<b>24%</b>	<b>76%</b>	<b>58%</b>
Learning Circles	251	619	370	6%	94%	
Learning Circles go with me			480	0%	100%	43%
High School for Peace	358	934	958	52%	48%	65%
Ethno High School		312	352	0%	100%	62%
Integrated Adult Education		252	452	64%	36%	70%
Ethno Literacy		164				
Rural High School		100	108*			57

❖ Permanence

*Teachers are always there. They look for you at home and organize workshops to motivate us. Previously I thought that shouting would fix every problem at home but I was wrong; the teacher taught me how to be a good mother, to recuperate my self-esteem and not be indifferent to my children’s needs. HSP people are really interested in your personal development; they ask the students why they miss a class, go to your home and are always in a good mood.*

-- Female student, HSP.

*I was a taxi driver but one day a group of men killed my young passenger. Later these guys went to my home to*

<sup>28</sup> This assignment also included services for 231 new displaced, vulnerable out-of-school children in urban and rural Tumaco in 2011-2012.

*kill me too. I ran away to save my life and this is why I withdrew from the Bachillerato Pacicultor Program.*

-- Male out-of-school in Tumaco.

Indicator 1.2: Percentage of boys, girls, young men, women and adults that remain and complete their cycle of formation at a satisfactory level or enter the formal education system.

Level of attainment: **Below the target.**

To keep down drop-out from school indicators is one of the most difficult of PAC's goals. The target population is an unusual one coming from low incomes, low human capital households which are exposed to a violent environment. It is an unequal battle where PAC tries to snatch as many children as possible away from the myriad of temptations that violence brings with it.

PMF Baseline data on retention comes from two sources, i.e., the Code social evaluation and the 2008 National Survey on Internal Displaced Families' Access to Rights. The first source found HSP in Pasto with a retention rate of 80%. The second source shows a retention rate of 81.5% for adolescents 15-16 years, 95% for children 12-15 years and 96.6% for children 5-11 years.

Targets for 2012 set the overall percentage retention at similar levels as the baseline in the case of children and a little higher in the case of youth (85%). However the accumulated retention rate 2008-2012 shows a situation below the target and the baseline. These results are disappointing although counterbalanced by the facts that:

- Other FEM programs in Colombia have shown higher drop-out rates than PAC's<sup>29</sup>.
- Last year's statistics (2011-2012) show a promising improvement in the overall retention rate. In this case, the numbers for HSP and EHS surpass the respective targets although LC and IAE figures still remain below the target. *See Table 3.*

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<sup>29</sup> PAC's Year 4 Report makes reference to CRECE-Universidad del Rosario "Evaluación de los modelos educativos del Banco Mundial PER". According to this 2004 study the drop-out rates for FEMs across the country were: CAFAM: 32%, Accelerated Learning: 31%, SAT: 17%, SER: 17%, Tele High School: 12%, Post-primary Caldas: 12%.

Table 3. FEM Accumulated Retention and Drop Out 2008-2012

FEM	Overall Total	Graduated / Integrated	Dropped Out	Currently attending program
Total	2612	1664	578	370
High School for Peace	958	509	267	182
Learning Circles	370	217	70	83
Learning Circles go with me	480	412	68	
Integrated Adult Education	452	367	85	
Ethno High School	352	159	88	105

FEM	Graduated / Integrated	Dropped Out	Currently attending program	Accumulated Overall Retention (2008-2012)	Target 2012 Overall Retention	Overall Retention (2011-2012)
Total	64%	22%	14%	78%	84%	88%
High School for Peace	53%	28%	19%	72%	85%	88%
Learning Circles	59%	19%	22%	81%	98%	91%
Learning Circles go with me	86%	14%	0%	86%	N.A.	N.A.
Integrated Adult Education	81%	19%	0%	81%	90%	70%
Ethno High School	45%	25%	30%	75%	85%	88%

Female students show better overall retention percentages than men, particularly at the high school level. The PAC Year 4 Report argues that this trend keeps close to the national one. *Table 4*. It seems that pressure to leave school is higher at the elementary school level in the case of girls and at the high school level in the case of boys. Again this situation may be related to cultural and socioeconomic factors that characterize poor households. Girls feel compelled to participate more in household burdens from an early age. Those who resist and remain at school experience a decrease in that pressure until marriage. In the case of boys, factors favoring school drop-out increase strongly once they finish the basic education level. Some more specific factors have been found at local and EI levels.

Because Tumaco has shown the highest school drop-out levels, PAC has made special efforts to stimulate school re-insertion and retention, particularly in the case of HSP students. Also Agreement 478<sup>30</sup> between the MoE, UNICEF and NRC (August of 2011) is seen as an important instrument to deal more efficiently with school low access and high drop-out rates.

<sup>30</sup> The Agreement 478 allowed attention to 10,787 displaced children and youth in Pasto and Tumaco by means of MoE's funding of about US\$9.6 million. For the Y4 Annual Report (page 17) this agreement is a strategic tool to ensure sustainability and expansion of the PAC because it permits the: (a) Adoption of the Census for the identification, location and characterization of children not in formal education at a national level; (b) Promotion of the "Active identification of out of school children and youth" to provide relevant educational opportunities; (c) Design of the SINPADE (Information system for the prevention of school drop-out) system, which will be activated in the second semester of 2012; and (d) Promotion of the "Complementary school hours" system to reduce the dropout rate and improve educational quality.

Table 4. FEM Accumulated Retention and Drop Out 2008-2012 by Gender

FEM/Gender	Overall Total	Graduated / Integrated	Dropped Out	Currently attending program	Overall Retention (2008-2012)	Overall Retention (2011-2012)
High School for Peace	<b>958</b>	<b>53%</b>	<b>28%</b>	<b>19%</b>	<b>72%</b>	<b>88%</b>
F	619	56%	24%	20%	76%	92%
M	339	48%	35%	17%	65%	80%
Learning Circles	<b>370</b>	<b>59%</b>	<b>19%</b>	<b>22%</b>	<b>81%</b>	<b>91%</b>
F	151	56%	19%	25%	81%	89%
M	219	60%	19%	21%	81%	92%
Learning Circles go with me	<b>480</b>	<b>86%</b>	<b>14%</b>	<b>0%</b>	<b>86%</b>	<b>100%</b>
F	214	85%	15%	0%	85%	100%
M	266	87%	13%	0%	87%	100%
Integrated Adult Education	<b>452</b>	<b>81%</b>	<b>19%</b>	<b>0%</b>	<b>81%</b>	<b>70%</b>
F	317	84%	16%	0%	84%	77%
M	135	76%	24%	0%	76%	52%
Ethno High School	<b>352</b>	<b>45%</b>	<b>25%</b>	<b>30%</b>	<b>75%</b>	<b>88%</b>
F	218	49%	23%	28%	77%	94%
M	134	39%	28%	34%	72%	90%
Total general	<b>2612</b>	<b>64%</b>	<b>22%</b>	<b>14%</b>	<b>78%</b>	<b>88%</b>
F	<b>1519</b>	<b>65%</b>	<b>21%</b>	<b>15%</b>	<b>79%</b>	<b>90%</b>
M	<b>1093</b>	<b>62%</b>	<b>24%</b>	<b>14%</b>	<b>76%</b>	<b>85%</b>

#### ❖ Quality

Indicator 1.3: Average results of children, young people and adults in standardized tests or internal exams.

Indicator 1.4: Average results of young people and adults in competencies (citizenship and academic) and life skills acquired through the FEM (including gender equity).

Indicator 1.5: Percentage of boys, girls and youth that perceive models as adapting to their particular and gender specific needs.

Level of attainment: Not defined. PMF does not present information on this matter.

#### ***FEM's Immediate Results***

The PMF registers three (3) immediate results and thirteen (13) indicators. The results refer to the quality of the FEMs, government participation in the institutionalization and diffusion of these models and the capacities of local public universities and community organizations to operate the FEMs. Most of the indicators have reached the necessary level to meet their respective targets.

### Immediate result 1.1 Improved pedagogical and administrative functioning of the FEMs adapted to local context

Two (1.1.2 and 1.1.4) of the five indicators for this immediate result still remain “below the target”. Improving this situation seems to be a matter of time and remains most under the project’s control. The following Assessment Matrix displays brief information for each indicator.

No.	Indicator	Baseline Target (December 2012)	Level of attainment			PMF Information
			Above target	On target	Below target	
<b>1.1</b>	<b>Improved pedagogical and administrative functioning of the FEM adapted to local context</b>					
1.1.1	Percentage of FEM students who consider that the education they receive is relevant in strengthening democracy, coexistence and the treatment of others.	Baseline: N.A. <u>Target:</u> 80% of the students of the FEM consider that the education they receive is relevant in strengthening democracy, coexistence and the treatment of others.		✓		<p><u>Achievement (A):</u> <i>The FEMs have generated an impact on the personal and family lives of the beneficiaries. In particular the FEMs have contributed to the development of psycho-social skills such as conflict management and self-control which have strengthened social relationships in both families and with the community (p.13).</i></p> <p><u>Source (S):</u> PAC Y4 Report. Results from a survey and six focus groups in Tumaco and Pasto (HSP and EHS graduate students).</p> <p><u>Comment (C):</u> The 2011 and 2012 surveys did not include a question designed to attain a percentage comparable directly to the target. Instead of one question, there appear to be several questions whose results are not put together (into a single indicator or scale) in order to know if the target has been reached or not. However the resulting information indicates that FEMs are an effective way to transmit democratic and coexistence values to the students. On the survey used for this evaluation all surveyed FEM students reported democratic and coexistence values as one of their favorite teachings.</p>

No.	Indicator	Baseline Target (December 2012)	Level of attainment			PMF Information
			Above target	On target	Below target	
1.1.2	Existence of approved pedagogical material for each flexible model, demonstrating differential focus on themes of gender, ethnicity and rights.	<u>Baseline:</u> Pedagogical material for LC has existed since 2005, for HSP since 2006. <u>Target:</u> Three FEMs (IAE, EL and EHS) with approved pedagogical material that demonstrates a differential focus on gender. Two FEMs (LC and HSP) with improved material demonstrating a differential focus.			✓	(A): <i>The programs and materials of the different FEMs are in an adjustment process including in the perspective of gender. Each one of them is in a different phase of the process</i> (p.14). This situation improved for 2012 but their results still remain below the target. (S): PAC Y4 Report
1.1.3	Number and percentage of beneficiaries (broken down by gender) that show greater knowledge and capacities to demand the fulfillment of their rights.	<u>Baseline:</u> Zero <u>Target:</u> 70% of the beneficiaries, which are 2,381 (same for both genders), of the FEM have increased their knowledge and capacities to demand the fulfillment of their rights.		✓		(A): As a cumulative process (2008-2012), the result is around the target but showing differences by gender, FEM model and place. In 2012 the results are beyond the target. (S): PAC Y4 Report, p.14
1.1.4	Number of public universities and organizations that implement the FEMs following the established administrative and financial criteria.	<u>Baseline:</u> Zero <u>Target:</u> 2 public universities and one community organization.			✓	(A): In 2011, the change of authorities in one public university (UNAD) provoked a set-back in its progress to meet the established administrative and financial criteria, while the other two targeted university (UDENAR) and community organization (Recompas) advanced toward the target. (S): PAC Y4 Report, p.14



No.	Indicator	Baseline Target (December 2012)	Level of attainment			PMF Information
			Above target	On target	Below target	
1.1.5	Level of improvement of awareness of gender concepts amongst male and female	<u>Baseline:</u> N.A. <u>Target:</u> Qualitative improvements in awareness of gender concepts demonstrated in interviews and focus groups		✓		(A): Results from a survey and focus groups in Tumaco and Pasto (HSP and EHS graduate students). Excellent advance in general terms. There still remains a challenge regarding gender roles, for instance. (S): PAC Y4 Report, 15

### Immediate result 1.2 Greater participation by the government in the institutionalization and diffusion of the FEM

There are four indicators to assess the effectiveness of this immediate result. Two of the indicators (1.2.1 and 1.2.3) are below the target. This result deserves attention for its implications for PAC's sustainability and ownership. It would be a good step to improving these goals if Secretariats of Education developed their own system to control for the out-of-school children and youth population and implementation procedures for financing and contracting for the selected FEMs with a gender perspective. Regarding this purpose Agreement 478 (August 2011) represents a promising initiative.

No.	Indicator	Baseline Target (December 2012)	Level of attainment			PMF Information
			Above target	On target	Below target	
<b>1.2</b>	<b>Greater participation by the government in the institutionalization and diffusion of the FEM</b>					
1.2.1	Number of secretariats of education that have developed information systems for internally displaced persons (IDPs) that are outside of the formal education system and collect and analyze data disaggregated by age and gender.	<u>Baseline:</u> Zero <u>Target:</u> Three Secretariats of Education (Pasto, Tumaco and Nariño)		✓		(A): There is not an information system reported as such, but a good start is the out- of-school children and youth pilot census in Tumaco and Policarpa that will progressively evolve to a census at a national level. This census is funded by the MoE under the framework of Agreement 478 of August 2011. (S): PAC Y4 Report, p.15

No.	Indicator	Baseline Target (December 2012)	Level of attainment			PMF Information
			Above target	On target	Below target	
1.2.2	Number of FEMs which have received approval of the Secretariats of Education in the integration with the EIP of the IEs.	<u>Baseline:</u> Zero <u>Target:</u> Five FEMs (LC, HSP, IAE, EL, and EHS) are approved in their integration with the EIP of the IEs		✓		(A): Five FEMs have been approved by the SE and have been integrated into the EIP of the mother IE. (S): PAC Y4 Report, p.15
1.2.3	Number of Secretariats of Education that implement procedures for financing and contracting of the selected FEMs with a gender perspective	<u>Baseline:</u> Zero <u>Target:</u> 3 Secretariats of Education (Pasto, Tumaco and Nariño)			✓	(A): The issue is also being debated at the national level. The agreement between the MoE and the municipalities of Tumaco and Policarpa to facilitate the enrolment of children and youth out of school is seen as a step in the direction of this target. However, in 2012 the problems of corruption detected by the MoE in the SE of <b>Tumaco</b> have meant a new challenge to achieve the target. (S): PAC Y4 Report, p.15
1.2.4	Percentage of children, young people and adults (disaggregated by gender) whose certification is validated by the Secretariat of Education	<u>Baseline:</u> Since 2008 the all of HSP students receive a certification validated by the SE of Pasto and Tumaco. The children of LC do not receive a graduation certificate because after 6-8 months they integrate into regular classes at an EI. <u>Target:</u> 100% of children, young people and adults (men and women) that finish the process in the FEMs receive a certification validated by the respective Municipal SE or by the Departmental SE.		✓		(A): The total of the target population (of the FEM) have received valid certification from the SE of Pasto and Tumaco. (S): PAC Y4 Report, p.15-16

### Immediate result 1.3 Increase in the capacities of the public universities and local and community organizations to implement, operate, and monitor the FEMs.

Four indicators guide the assessment that the results are highly positive because all indicators show values on or above the target.

No.	Indicator	Baseline Target (December 2012)	Level of attainment			PMF Information
			Above target	On target	Below target	
<b>1.3</b>	<b>Increased in the capacities of the public universities and local and community organizations to implement, operate and monitor the FEM</b>					
1.3.1	Number of male and female teachers/facilitators that demonstrate capacity to implement a FEM	<u>Baseline:</u> 10 HSP trained facilitators by 2008. <u>Target:</u> 180 teachers/ facilitators (50% women) evaluated and able to implement a FEM	✓			(A): 231 teachers, facilitators and coordinators trained over four years. Women represent 65% of all teachers. (S): PAC Y4 Report, p.16
1.3.2	Functioning of a monitoring and evaluation system by the public universities and local and community organizations that implement the FEMs	<u>Baseline:</u> The M&E System was not developed. <u>Target:</u> The M&E System for each FEM is functional and being used by the universities on a regular basis		✓		(A): PAC has a database and a group of indicators to register the situation of each one of the beneficiaries. The system is considered a user-friendly one that enables data entry from any site. It is currently being articulated with the MoE's inventory system. (S): PAC Y4 Report, p.16
1.3.3	Number of organizations from civil society (community councils, local organizations) and educational institutions (school governments) which are actively involved in the monitoring and follow up of the quality of these models	<u>Baseline:</u> Zero <u>Target:</u> At least five CSO or representatives of population groups	✓			(A): <i>The target set for Year 4 was surpassed.</i> CSO and FEM students participate through being a part of technical committees. (S): PAC Y4 Report, p.16
1.3.4	Number of university programs which refer to flexible models and education for IDPs/ out of school populations with a gender perspective.	<u>Baseline:</u> Zero <u>Target:</u> At least one undergraduate and/or postgraduate program for each university		✓		(A): Certificate ( <i>diplomados</i> ) and an undergraduate program lead by UNAD (on IEA and "Etno Licenciatura") and UDENAR (on HSP). (S): PAC Y4 Report, p.16

### ***IEM's Intermediate Result: Quality, relevance and inclusiveness in public schools***

The intermediate result that the Inclusive Education Model is looking for concerns quality, relevance and inclusiveness of the model in public schools. PMF includes six indicators for monitoring and evaluation of the result.

The review of the indicators permits to conclude that this intermediate result is being achieved with success. However, careful attention is needed on the matter of inclusiveness which concerns policies, plans and strategies implemented by the SEs under the IEM focus. It could be too optimistic that the expectation that PAC's period will be enough to change traditional views and practices on education.

#### ❖ Quality

*I have a fifth grade daughter. I can see how much she has improved her reading skills by participating in the reading/writing workshops. And with the Saber Test simulation, I am aware of all her progress. I am thankful for this change in my daughter's life.*

-- Mother, EI in Policarpa.

*During the year 2010, we had a 25% drop-out rate.*

*Last year this rate went down to 10% and we hope this year it will be 5%.*

-- Coordinators, EIs in Ricaurte.

Indicator 2.1: Average results of the SABER exams for female and male students in each educational institution.

Indicator 2.3: Percentage rates of desertion for female and male students in the educational institutions.

Level of attainment: **Beyond the target** for both indicators

The 2012 target was set at 3 percentage points above the baseline for male and female students for 5<sup>th</sup>, 9<sup>th</sup>, and 11<sup>th</sup> grades. Y4 Annual Report shows an average increase of 5 percentage points in 11<sup>th</sup> grade students at 17 schools out of 19 which reported results. In percentage terms, this represents an average increase of 10% or 7% above the target. Annex 6 of the Y4 Annual Report does not present a break down by gender.

Regarding desertion, the 2012 target was to achieve a 2% reduction from the baseline. This expectation was met in all municipalities/sites except Tumaco and Ricaurte.

Inter-annual variation (or reduction) of drop-out rates (2008-2011) goes from 9% (Policarpa) and 7% (UNIPA) to 2.7% (Camawari). *See Table 5.*

Numbers in Annex 7 of the Y4 Annual Report allows calculating drop out gender differences only for 2011 (the total population is not disaggregated by gender). In this case the drop-out rate for female students is lower than for male students (5.0% vs. 5.6%). *See Table 6.*

**Table 5. IEM: Dropout behavior by municipality**

Municipality/ Sites	2008	2009	2010	2011	Inter- annual behavior
Pasto	5%	5%	3%	3%	-1.2%
Samaniego	9%	7%	3%	5%	-3.6%
Policarpa	15%	7%	3%	5%	-9.1%
Tumaco	10.1%	9.4%	5,95%	10,7%	0.6%
Ricaurte	8.8%	9%	7.1%	8.5%	-0.2%
Camawari		9%	7.4%	5.8%	-2.7%
Unipa		10%	10.5%	3%	-7.1%

**Table 6. IEM: Dropout by Gender**

Year	Enrollment	Dropout			Total annual Dropout
		Women	Men	Total	
<b>Total</b>	<b>111.107</b>	<b>3.087</b>	<b>3.105</b>	<b>6.192</b>	<b>5,6%</b>
2008	26.297	896	943	1839	7,0%
2009	33235	1157	1178	2335	7,0%
2010	40.341	983	881	1.864	4,6%
2011	37531	947	1046	1993	5,3%

❖ Relevance

*I am contributing to the School for Parents Program. I feel this program is changing the school. We feel stronger, now we have a better understanding of our children's needs.*

-- Family father. Pasto.

*Sometimes we have conflicts among students ...but the teaching on values has helped us to solve these problems. I feel this is basic knowledge that we should include in our daily life.*

-- Female student. Samaniego.

*Our teaching focuses directly on Awá culture. An example is the Artistic Education area. We are promoting handicrafts inspired by Awá culture and, regarding music, the Marimba is our first instrument. Flowers that grow in this region are an important part of our production. In general, we try to make sure that the education emerges from the Awá cultural context.*

-- Male teacher. E.I. Ospina Pérez, Ricaurte.

Indicator 2.4 Number of EIs that implement education strategies with effective civil society and family participation.

Indicator 2.5 Level of exercising citizenship rights, by female and male students, and their families. (Inc. life skills, peaceful coexistence, family interaction, child rights, gender equality)

and capacity of girls to manage projects).

Indicator 2.2 Level of appropriation of ethno-education (ethnic identities, values, practices) and/or bilingualism of female and male students.

Level of attainment: **On target.**

PMF information about these three indicators comes from the monitoring visits. Survey data was expected for a time after the Y4 Annual Report. Monitoring Visit Reports show that family participation and students' communication and participation skills (PACO playing an outstanding role in this) have greatly increased. Testimonies from focus groups of students, parents, teachers and other EI authorities, which were specially organized for the present evaluation, reveal a high degree of participation, awareness on citizenship rights and skills and appropriation of ethno education, thus ratifying the Monitoring Visit perceptions.

❖ Inlusiveness

*PAC was right in supporting the Government of Nariño in its development initiative. It allowed an agreement on an Education Plan based on principles of inclusion, participation and pertinence. The attention to regional differences as a tool to build a pertinent education was recently incorporated into the national policy.*

-- High authority of the Department Secretariat of Education, Nariño.

Indicator 2.6 Number and type of new policies, plans and educational strategies implemented by Municipal and Departmental Secretariats of Education that include strategies of inclusive and quality education, including policies around gender equity strategies.

Level of attainment: **On target**

Before PAC, the plans and policies of the NSE, PSE and TSE did not include the strategies of inclusive and quality education. The 2012 target proposes five (5) municipal and one (1) departmental plan under implementation with a policy of inclusive and quality education and a gender equality strategy. According to the Y4 Annual Report, eight (8) direct agreements were signed with the NSE including elements to strengthen inclusive and quality education. SC in Nariño is now focused on guaranteeing the sustainability of initiatives that were implemented during Year 4. The project worked in partnership with departmental and municipal authorities in the formulation of a Municipal Development Plan for Policarpa to contribute the lessons learnt by SC to the design of educational policies that improve the lives of children and young people in the department. There are more actions reported.

### ***IEM's Immediate Results***

In the case of the Inclusive Education Model (SC), PMF includes four immediate results and 13 indicators. The results are concerned with quality and participation and also with empowerment of CSO/grassroots organizations and Department/Municipal SE to promote/provide conditions to achieve an inclusive and quality education. Most of the indicators show satisfactory levels of performance.

## Immediate result 2.1 Increased capacities of the EI to provide an inclusive and quality education

From the six indicators of this immediate result, four are on or above the target. The actions to improve the situation of the two indicators below the target seem within the reach of the project. PAC has been able to increase the capacities of the EI to provide an inclusive and quality education. Pasto and Tumaco are the extreme cases of the strongest and least strong experience in this matter. Even so, Pasto teachers and education authorities feel that they still need more PAC support to consolidate their improvements.

No.	Indicator	Baseline	Level of attainment			PMF Information
			Target (December 2012)	Above target	On target	
<b>2.1</b>	<b>Increased capacities of the EI to provide an inclusive and quality education</b>					
<b>2.1.1</b>	Number of male and female teachers effectively implementing new practices of inclusive, gender sensitive and quality education in target educational institutions	<u>Baseline:</u> Zero <u>Target:</u> 1,600 teachers from 22 EIs implement effective (good level) practices for inclusive and quality education.		✓		<u>Achievement (A):</u> 1,786 teachers (59% females) implement strategies related to the project organized internally in schools in Pasto, Tumaco, Policarpa, Samaniego and Ricaurte. <u>Source (S):</u> Y4 Annual Report, page 22
<b>2.1.2</b>	Level of belonging of female and male students to target educational institutions (Disaggregated by gender and age)	<u>Baseline:</u> Level of belonging of children to the school and to the community (Pasto and Tumaco): 5 EIs under observation, 3 EIs at a good level, 2 EIs at a critical level. <u>Target:</u> Each partner increases by a level for female and male students			✓	(A): An improvement in 4 of 5 schools (baseline against survey) in Pasto. From the other 11 schools with no baseline data, 4 show an excellent level and 6, a good level. There is no data available for the IEs of other municipalities. (S): Y4 Annual Report, page 23
<b>2.1.3</b>	Number of new materials for inclusive and quality education designed in the EIs and/or training institutes (reflecting gender perspective)	<u>Baseline:</u> Zero <u>Target:</u> Total: 50 materials designed and implemented including communication products		✓		(A): 64 individual items of learning materials and products were printed. (S): Y4 Annual Report, page 23

No.	Indicator	Baseline Target (December 2012)	Level of attainment			PMF Information
			Above target	On target	Below target	
2.1.4	Number of EIs that reorient their PEIs / PECs for educational, financial and administrative improvement	<u>Target:</u> 22 EIs reorient strategies to improve their administrative and financial capacities			✓	(A): 18 Educational Institutions across the 6 municipalities redefined their EIPs during Year 4 of the project. Progress in the construction of the Educative Communitarian Project within an ethnic perspective is reported in the cases of Camawari and Tumaco's respective IEs and also the Normal School of Baracoas. (S): Y4 Annual Report, page 8
2.1.5	Perception of boys, girls and youth of safety and opportunities to participate in different activities in school	<u>Target:</u> Boys, girls and youth perceive schools as safe environments with opportunities for all to participate		✓		(A): No survey information is reported. Testimonies from the focus groups organized for the actual evaluation leave the impression that schools are perceived as safe environments, rich in opportunities to participate. El Iberia and Ciudadela Mixta could be partially an exception due to recent intimidating incidents against some teachers.
2.1.6	Number of projects relating to gender developed per school due to the project including materials and integration of gender as a cross-cutting theme	<u>Target:</u> 22 projects (1 per school)			✓	(A): 20 EIs implemented pedagogical practices with a gender equality approach. Good advances are reported even for UNIPA and Camawari I.E. (S): Y4 Annual Report, Page 24



## Immediate result 2.2 Increased capacities for participation and citizenship amongst students and families to promote and support an inclusive and quality education

Two out of three indicators tied to this result are on the target while one indicator is above the target. The enthusiasm among students and their parents for participation and contents of the IEM seems to be the strongest and most remarkable characteristic of PAC.

No.	Indicator	Baseline	Level of attainment			PMF Information
			Target (December 2012)	Above target	On target	
<b>2.2</b>	<b>Increased capacities of participation and citizenship amongst students and families to promote and support an inclusive and quality education</b>					
<b>2.2.1</b>	Level of improvement in rights awareness of male and female students and their families (Inc. life skills, peaceful coexistence, family interaction, child rights and gender equity)	<u>Baseline:</u> Rights awareness: 9 EIs at a critical level; 1 EI at a good level. Citizenship capacities in families: 10 EIs at a critical level. <u>Target:</u> Increase by one level from baseline indicators for female and male students and families			✓	(A): By means of a 2011 survey in Pasto, there is evidence of a modest improvement. 2011 Qualitative monitoring shows a good progress level regarding recognition and application of knowledge about rights. (S): Y4 Annual Report, page 25
<b>2.2.2</b>	Number of female and male students that, due to the project, actively participate in spaces that promote cultures of peace and improvement of the quality of education. (Disaggregated by gender)	<u>Baseline:</u> Zero <u>Target:</u> 1,100 boys and 1,100 girls participating		✓		(A): 9,864 children and young people (49% females) participating in five municipalities and the Awá territories. (S): Y4 Annual Report, pages 24-25
<b>2.2.3</b>	Level of improvement of awareness of gender concepts amongst male and female students	<u>Baseline:</u> N.A. <u>Target:</u> Increase by one level in ability to promote gender equality			✓	(A): 2011 Annual Report: <i>Qualitative analysis shows positive findings on awareness of rights</i> . It is considered that is still “premature” to evaluate appropriation concepts. (S): Y4 Annual Report, pages 25-26

**Immediate result 2.3 Increased programming and organizational capacities of the civil society (including indigenous organizations) and other grassroots organizations to promote the conditions necessary to encourage an inclusive and equality education.**

The two indicators tied to this immediate result are on the target or above the target. The two Awá organizations are now working at an excellent level and a good number of CSO are in alliance with PAC.

No.	Indicator	Baseline Target (December 2012)	Level of attainment			PMF Information
			Above target	On target	Below target	
<b>2.3</b>	<b>Increased programming and organizational capacities of the civil society (including indigenous organizations) and other grassroots organizations to promote the conditions necessary to encourage an inclusive and equality education</b>					
<b>2.3.1</b>	Level of improvement of indigenous organizations in administrative and financial capacities	<u>Baseline:</u> Camawari at a critical level, UNIPA under observation <u>Target:</u> 2 indigenous organizations strengthen their administrative and financial processes to good level		✓		(A): UNIPA and Camawari have achieved a rating of excellent. (S): Y4 Annual Report, page 26
<b>2.3.2</b>	Number of civil society organizations, due to the project, participating actively in the areas of educational improvement and the promotion of peace	<u>Baseline:</u> Zero <u>Target:</u> 30 CSO participating		✓		(A): There are 40 organizations that support 53 alliances. (S): Y4 Annual Report, page 26

**Immediate result 2.4 Increased capacities of the Municipal and Departmental Secretariats of Education to provide the conditions necessary to achieve an inclusive and quality education.**

Targets for the two indicators of this immediate result have been exceeded. It is a solid advance toward more appropriation of the EIM by the Departmental and Municipal SE. Some teachers and other school staff that were interviewed for the present evaluation remain skeptical about the SE commitment to the EIM. Budget and a closer accompaniment on the process were the most mentioned demands.

No.	Indicator	Baseline/		Level of attainment			PMF Information
			Target (December 2012)	Above target	On target	Below target	
<b>2.4</b>	<b>Increased capacities of the Municipal and Departmental Secretariats of Education to provide the conditions necessary to achieve an inclusive and quality education</b>						
<b>2.4.1</b>	Number of joint municipal and departmental initiatives between project and local regional, national government for educational improvement and transversal themes (participation, protection, gender, inclusion and environment)	<u>Baseline:</u> Zero initiatives	<u>Target:</u> 10 initiatives	✓			(A): 11 initiatives  (S): Y4 Annual Report, page 27
<b>2.4.2</b>	Number and type of alliances between schools and with public offices established around the project's fundamental themes of participation, protection, gender, inclusion and environment	<u>Baseline:</u> Zero alliances promoted	<u>Target:</u> 30 municipal and departmental alliances	✓			(A): 45 alliances with 17 public entities (S): Y4 Annual Report, page 27

## 2.1.2 Progress toward the Ultimate Outcome

PMF states the final result of PAC in these terms, *Improvement in education system and learning conditions for children, young people, adults, their families and communities affected by the armed conflict and in a situation of vulnerability in the Department of Nariño, encouraging participation in the construction of democratic and peace cultures.*

Indicator 1: Number of municipalities which have integrated in local education policies and strategies to ensure access to quality and inclusive education for out of school and internally displaced children and youth, Afro Colombian youth and illiterate adults.

Indicator 2: Number of municipalities in which the guaranteeing of rights replicates the new policies and actions that guarantee an inclusive and quality education.

The baseline situation shows that LC was the only FEM approved and financed by the MoE. Also, the new policies promoted by PAC were being implemented by none of the municipalities.

The target for the first indicator was that three (3) municipalities would be attending to the displaced population outside of the formal education system through FEMs with a gender perspective.

For the second indicator it was expected that for the year 2012, twenty (20) municipalities would be replicating the new policies and actions of the IEM.

### *Three municipalities on the road to ensure access to quality education*

Currently, in the municipalities of Pasto, Tumaco and Policarpa, PAC has offered at least one of the FEMs. However, a key question is who will take responsibility for FEM once PAC ends. TSE's high level staff argued that, since its inception, the MoE has paid the costs of implementing the FEMs at the municipal level (other than PAC's). FEMs require special expenses characteristic of personalized education such as transportation and food, which are outside of the budget that municipal SEs receive from the MoE. This is why a municipal SE like Tumaco is not funding FEM. They have insisted since 2008 that FEM should be implemented by the already existent EIs' teaching staff and not by external teachers. Otherwise the already successful effort may end once PAC (or other external cooperants) ends their support.

So far, PAC has worked closely with national and municipal education authorities to enhance their participation in the institutionalization and diffusion of the FEM. Regarding this concern, the Y4 Annual Report emphasizes the importance of Agreement 478 (August 2011) that allowed attention to 10,787 displaced children and youth in Pasto and Tumaco by means of MoE's funding of about US\$9.6 million. The MoE's contracting of the NRC for this operation is a factual recognition of PAC work on FEM and it is also a good signal of the government's intention of a greater commitment on the matter.

At the local level, PAC's strategy has consisted of three processes: (i) FEM expansion by means of MoE funding, (ii) FEM approval and certification by the Secretariats of Education, and (iii) FEM integration in EIPs to guarantee the enrollment, certification and graduation of the beneficiaries.

However, PAC recognizes two challenges which it must face: (i) the integration of the FEMs to be operated directly by the EIs and not by external operators, and (ii) the exploration of direct financing by

the territorial (departmental and municipal) entities. *Having overcome these challenges, sustainability of these models will be a reality.*<sup>31</sup>

With these ideas the teacher training on the FEM pedagogical approach, the institutional strengthening on administrative (contracting, buying, etc.) and financing tools and the development of a monitoring system including management training for operators and community organizations, become highly relevant. Similarly, actions such as the following will be relevant: (i) the pilot census in Tumaco and Policarpa (under Agreement 478) as a part of information systems to identify and assist children and youth out of school; (ii) the technical support to the municipality of Policarpa in preparing its Municipal Development Plan which opens the opportunity to include the focus on inclusive and quality education; (iii) the adoption and legal authorization of FEMs; and (iv) the Study of Local Financing and Hiring Systems for adopting and developing FEMs for extremely vulnerable populations.

Briefly, PAC has met its commitment to assist displaced children, youth and adults out of school (or host communities) by means of FEM in three municipalities of Nariño. Simultaneously, PAC has strengthened EIs and community organizations to promote and operate the FEM and has worked close to educational authorities at the national and local levels to improve their commitment to increase access to quality education. However, these last actions do not guarantee that this commitment will be enough, in terms of size and quality, to meet future demand.

#### *Twenty municipalities replicating the new policies and actions of the IEM*

To meet the target of twenty municipalities replicating the IEM, some important conditions should exist such as the PAC becoming a well-known experience for many municipal authorities and/or education communities in Nariño. Also, these actors have to be updated about departmental and national policies on inclusive and quality education. These conditions would be the same if the entire country were the reference for the indicator.

The PAC Annual Reports report on just a few diffusion (socialization) activities, of which the advocacy campaign with the regional governor and mayoral candidates would be the most important, to promote the replication of the project policies in the sixty (60) municipalities of Nariño.<sup>32</sup> A rapid surfing of the internet in search of external references to the project leaves the impression that PAC is not yet a widely known experience. It still has the status of a pilot experience that is being monitored by some education experts in addition to the different PAC stakeholders.

However, Nariño, and more properly Colombia, already has a policy framework that promotes inclusive and quality education.

Nariño's *Plan de Desarrollo Departamental 2012-2015* (Departmental Development Plan) declares as a first priority of its agenda, the building and application of a Regional Education System that,  
*... considers inclusive and significant schooling strategies for all formal education levels... (and) continues alphabetization, ethno-education, inclusive education, for adults and above school age youth, with the addition of productive components. Pedagogical processes should integrate the learning of democratic, coexistence, tolerance and social inclusiveness values.*

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<sup>31</sup> Y4 Annual Report, page 6

<sup>32</sup> Also, two agreements are important on this concern: (i) development of national guidelines on inclusive education, family participation and use of school time (MoE, Universidad Pedagógica Nacional, Fundación Saldarriga Concha and PAC) and (ii) construction and socialization of strategies for peaceful coexistence in schools (UNICEF, CHIP and PAC). Y4 Annual Report, page 14.

The above paragraph shows the influence of PAC on municipal planning officers that is also aligned with the actual education policy of Colombia.

The concept of inclusive education was proposed by the MoE in its *Plan Nacional Decenal de Educación 2006-2016* (Decennial National Education Plan).<sup>33</sup> The macro objectives of this Plan are related to inclusiveness, diversity, differences, identity, equity, participation, peace and democratic coexistence. In 2008, MoE and the *Tecnológico de Antioquia* signed an agreement that gave priority to the *Programa de Educación Inclusiva con Calidad* (Inclusive and Quality Education Program). But, a more elaborate effort was the 2010 *Educación Inclusiva con Calidad “Construyendo Capacidad Institucional para la Atención a la Diversidad”*. *Guía*. (A Guide to Inclusive and Quality Education “Building Institutional Capacity for the Attention to Diversity”)<sup>34</sup>. Other recent works such as *Plan Sectorial de Educación 2010-2014, Educación de Calidad –El Camino para la Prosperidad* (Sectoral Education Plan), and the *Plan Estratégico Sectorial* (2011) (Sectoral Strategic Plan) validate the national commitment to inclusive and quality education. But even more interesting, when talking about sustainability, is the MoE’s *Rendición de Cuentas. Agosto 2010-Noviembre 2011* (Accountability) by which MoE reports that it has designed and implemented a new methodology to allocate funds for the provision of education services. This methodology gives priority to less developed and more vulnerable territorial entities. A highly vulnerable population must have supplementary support to guarantee school access and permanence. Other measures are included to fight school dropout and other similar problems.

Several laws, such as 1448 (2011), 387 (1997), Decrees 4800 y 4635 (2011) and Decree 2562 (2001) complement the legal framework that compel the educative sector, MoE and SEs of districts and municipalities, to adopt special educative programs to assist the victim population of forced displacement in defining and developing strategies to increase school enrolment and facilitate its permanence.

This favorable policy framework leaves the impression that a change in the direction of the PAC’s ultimate outcome is just a matter of time. Agreement 478 of August 2011 is, for now, the best example. More than twenty municipalities in Nariño and nationwide can be expected to embrace inclusive and quality education in the next years. The PAC’s main merit is to have been a pilot experiment in a not well supported region that teaches how to operationalize the concepts of educational inclusiveness and quality<sup>35</sup> and to refine these ideas for a better adaptation to the conditions of Colombia.

However, in the public policy arena, especially in developing countries, good definitions, a well-designed approach (and the unavoidable rhetoric behind them) might fall short regarding implementation. Public awareness and empowerment to increase the demand side of the equation and the appropriate funding allocation become complements that PAC must not ignore for its remaining time, and equally so any other new project pursuing a similar direction.

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<sup>33</sup> However an earlier reference to this concept appears in the Constitution of 1991 and in Title III of the *Ley General de Educación (Ley 115 de 1994)* that lists the populations to be subject of the inclusive education. The *Consejo Nacional de Política Económica y Social (CONPES)* generated strategies for the displaced populations: CONPES 2804 of 1995; CONPES 2924 of 1997; Law 387 of 1997; and Resolution 2620 of 2004 and the Decree 250 of 2005. There are other several legal instruments of the CONPES concerned with different vulnerable populations (Ministerio de Educación Nacional, 2010: 8-10).

<sup>34</sup> PAC’s pedagogical design and this guide are so similar that a question becomes unavoidable, was it an indication of parallel concerns or did one document inspired the other?

<sup>35</sup> *MoE feels the support of the PAC as a “landing” from its global topics like inclusiveness, use of children’s free time, etc.* MoE technical staff, Bogotá.

## 2.1.3 Challenges to Achieve the Expected Immediate and Intermediate Outcomes

*In 2010, the project had been implemented only in Pasto. Nobody had implemented the bulk of the project. The logical framework was too complicated, too technical. It was very difficult to deal with the information. A consulting group came from Canada that suggested changes in the logical framework. We followed the advice and a new logical framework emerged that is more pertinent, easier to understand and with better monitoring instruments. We learned on the road, that is the secret of effectiveness.*

-- SC Education Officer, Pasto.

*We received several over-aged students. It has been good to offer them new alternatives. Do you know what worries us a lot? To know that it is necessary to please those kids who want to study but we lack the means: there are not enough learning materials, classrooms, seats and no payment for the extra labor hours.*

-- Teacher, EIs from El Ejido, Madrigal and Altamira, Policarpa.

The Baastel Mission of June 2010 proposed fundamental reforms to the PMF that SC and NRC teams were able to transform into a more pertinent and useful monitoring instrument. According to the informants, the changes (i) helped to demarcate NRC and SC responsibilities, (ii) gave flexibility to the project management processes, and (iii) made clearer the strategic (final) outcome; the intermediate and immediate outcomes and their connections. These reforms did not mean a change in the original approach and strategic objective as the principle of inclusive, pertinent and quality education stands and so does the commitment to guarantee the right to education of the out-of-school population by means of the FEM. What really changed was the way the project operates and how it is managed.<sup>36</sup>

The achievement of the expected intermediate and immediate outcomes has required facing the challenges that informants identified according to their own experiences, as the following list displays.

- **The context of poverty and social conflict** that permanently interferes with the project activities and is a cause of unrest and anxiety among students and school staff. In Tumaco, violence has increased to become a direct threat against the life of teachers and students. Violence is a factor that is responsible for a great deal of school (students and teachers) dropout. In response to this adverse situation, some EIs have signed agreements with local authorities to guarantee special protection.
- **High mobility of teachers** is a problem for several EIs. Violence is a causal factor but also the hard work and the lack of the necessary competencies. Most of the time this represents a loss in both the investment in teacher training and in the continuity of the pedagogic processes. It is a difficult problem to face since the causal factors are outside of project control.
- **Prejudices against the displaced population** have been a problem in several communities, particularly in the project starting stage. Some people opposed the FEMs as in the case of Tumaco where, in the end the School principals played a positive role in attaining acceptance by the education community. Most EIs feel uncomfortable with FEM students because of their low performance in standardized tests, a situation that will affect the average of the EI.
- **Cultural conflict** develops when displaced persons belong to a different culture than that of the host community. In Policarpa, some teachers recalled different episodes at school which revealed

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<sup>36</sup> SC Technical Advisor at Toronto.

misinterpretations between the mestizo population and the increasing number of Afro-Colombian people. They noticed the lack of pedagogical tools to deal with these problems. However, it is to be expected that this is a transitional situation since the project responds with training on appropriate methodologies. This includes the Program *Convivencia Escolar* (IPC Medellín) addressed to Tumaco and Ricaurte and *Aulas en Paz* (Universidad de los Andes). The last is to be implemented this year in four (4) EIs of Policarpa.

- **EIs perceived a discrepancy between the increasing demand for their service and insufficient resources.** In the different municipalities, school staff complained about the lack of classrooms, labs, furniture, pedagogical material, to meet the increasing enrollment and activities in which the students are participating. There is a perception of a worsening situation as the MoE has become more rigid regarding the application of the children's right to a free public education but without offering compensating financial measures. Against this background, the contribution of PAC is highly appreciated although it is clear that it cannot solve all the needs, particularly the ones related to a high cost infrastructure. While the above quoted MoE's recent policy that focuses on more vulnerable territories and populations (*Section 2.1.2*) offers a space for better budget negotiations, the project explores initiatives for local complementary funding such as departmental and municipal governments and the business community.
- **School principals and teachers usually resist innovations.** It takes time to convince principals and teachers about the benefits. The training on new methodologies and the support (*acompañamiento*) provided by external consultants and project officers have been the most important tools to introduce the pedagogical innovations that, in the end, resulted in approval by the education community and by external observers.
- **Public universities have presented problems** with teacher contracting (Law 80), internal conflicts (such as the case of UNAD)<sup>37</sup>, changes in policies regarding the FEM (flexibility becomes a problem before a financial controlling entity) or the displaced population. Project staff have been close to these problems in search of solutions that sometimes exceed their negotiating capacity to find rapid alternatives.
- **To develop strict monitoring for identifying the causes of dropout has been a challenge** that has been shared with the MoE. The administration of the schools and officials of the SEs do not feel responsible for providing information and monitoring data. This reveals a lack of staff qualified to analyze the school dropout and its causes. The Y4 Annual Report (p.26) also provides information in this regard and includes a list of successful strategies for retention applied with UNIPA and CAMAWARI and with EIs in Samaniego, Policarpa, Ricaurte, Pasto (EI Chambú) and Tumaco (EI Ciudadela de Paz).
- **Some monitoring activities and instruments did not work well.** The official statistics (results from SABER tests) are the source of the PMF and the annual reports. Other sources are the EI's statistics and narrative reports, baseline surveys and other surveys with semi-open questions. Experience showed reliability problems with these sources and also with some combined indicators. To compensate for this problem, qualitative interviews with persons who were knowledgeable about the project, document reviews, process reviews through the Technical Committees and direct observation have been used. As a result, the Y4 Annual Report became easier to prepare.
- **Executing agencies have also faced internal challenges.** The PAC has been a huge challenge because education is not the NRC's focus of attention. Its field officers are always working on different issues concerned with displaced populations. Staff rotation is high because of hard working conditions. In the opinion of some officers, the NRC missed the opportunity to negotiate the contracting of staff exclusively dedicated to the FEM. Another challenge is the systematization of key information. NRC provides information tables to Cooperation officers of the SEs but they expend too much time in filling out this material. There remain information lagoons on topics like the out-of-school population or the amount of resource investment in Nariño to assist these persons. The SC field

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<sup>37</sup> See Y3 Annual Report, page 20



team seems to be more concentrated on the PAC tasks. Even so, the execution of PAC showed a gap between activities and the budget. It was necessary to promote a dialogue and share activities between the education officers and the financing officer to put the team on the same track. Regarding gender equality, a similar strategy was followed to guarantee that the entire team (including NRC) would understand the concept and strategies. Gender equality is an integral part of the inclusion and quality models and not a task that should be left to the gender officer.

#### **2.1.4 Better Expected Outcomes: Recommendations for a Similar Future Initiative**

*Whatever project will be replicated, it is important to follow what was done in Ricaurte: To start from the context in response to the needs of each community. Those are the projects that really render good results.*

-- Teacher, EI Ospina Pérez, Ricaurte.

*Stronger conditions for the SEs must be included. They have executed their responsibility in a very relaxed way. They never monitored the project closely or provided administrative support to the EIs.*

-- EI Coordinator, Pasto.






*It has been such a short time span to deal with so many needs. A future initiative should stimulate creative teachers, very active in generating pedagogic material. It is a step from a receptor to a creative, coordinating and guiding agent. This would imply a change in the training approach. Consider this point: teachers must be multiplier agents to guarantee the survival and improvement of this experience.*

-- Key informant, Universidad de Nariño.

The different recommendations for a future initiative are grouped into three categories: (i) Project design, (ii) Enrichment of inclusive and quality education models (FEM and IEM), and (iii) EIs' demands for infrastructure improvement. *See Section 4.1, Recommendation 3.*

#### **2.1.5 Unintended Results and their Contribution to Achieve the Ultimate Outcome**

The last two annual reports and some of the people interviewed called attention to several unintended results. The following table presents these results grouped according to the indicator of the ultimate outcome that would be affected. A black arrow means an expected positive effect while a gray one supposes a negative effect.

Unexpected results	Final Result. Indicators	Comment
<ul style="list-style-type: none"> <li>The linking of the Normal School of Barbacoas (the only school of this type for the South Pacific Region) in the teacher training process.</li> <li>The 42 partnerships with CSOs from a goal of 30. This process has resulted in the preparation of participatory plans which include projects and initiatives for the promotion of educational improvement and peace that exceed the objectives of the PAC and of the schools, for example, the PACOS whose impact has spread to the community environment.</li> <li>MoE, UNICEF and NRC signed on August 2011 the Agreement 478<sup>38</sup>. This document opened new opportunities for PAC such as the adoption of the Census as an active mechanism to identify children and youth out of school and the design of the Information System for the prevention of school dropout (SINPADE, Spanish acronym).</li> </ul>	 <p>Indicator 1. Number of municipalities which have integrated local education policies and strategies to ensure access to quality and inclusive education for out of school and internally displaced children and youth, Afro-Colombian youth and illiterate adults.</p>	<p>The Normal School of Barbacoa adds a new offer to train teachers of the region on FEM.                  A greater number of actors (allies) to support PAC efforts on education inclusiveness and quality.</p> <p>The Census is an institutional mechanism that empowers the education authorities to better know the number of children and youth excluded from the formal education system.</p>
<ul style="list-style-type: none"> <li>As a result of the census carried out by NRC to identify children and youth out of the formal education system, MoE became aware of 231 newly displaced and vulnerable children through the LC model in rural and urban areas of Tumaco and 108 persons through the Youth Creative Groups in rural areas of Policarpa.</li> </ul>		<p>This action has the double effect of increasing the number of children and youth returning to the education system and the probabilities for a replication of PAC's strategies for inclusion.</p>
<ul style="list-style-type: none"> <li>An unfortunate success was the case of UNAD. According to the Y3 Annual Report (page 20), by the end of 2010, the UNAD (Open and Remote National University), experienced an enduring and critical transition process that involved the change of all of the team members of the project that used to work with EIA and FEM in Pasto and the process of the Ethno High School in Tumaco. PAC had to assume the direct implementation of the projects operated by UNAD.</li> </ul>	 	<p>This incident was a setback on sustainability efforts. It leaves little doubt about how solid the efforts regarding this concern are.</p>
<ul style="list-style-type: none"> <li>The commitment of local political candidates to the themes of childhood and education and the impact of this in municipal development plans.</li> </ul>	 <p>Indicator 2. Number of municipalities in which the guaranteeing of rights replicates the new policies and actions that guarantee a quality and inclusive education.</p>	<p>The greater the responsiveness/commitment of the political leadership to the rights of children and youth to quality education, the greater the probability for a replication of PAC in other municipalities.</p>

<sup>38</sup> NRC was a promoter and co-author of this Agreement.

## 2.1.6 Support Provided to Communities, Adults and Parents: Its Impact on the Right of Children to Access Quality Education and Participation

The PAC has made important efforts to open new participation spaces that support the rights of children and youth to educational quality, as described in the Y4 Annual Report:

- The PAC trained 205 children and young people in the strategy for having an impact on the electoral campaign and the integration of 971 children and young people through two awareness campaigns. 1,089 parents were also trained in the development of educational policies and positive parenting techniques which also have an impact on the policies of candidates in local elections.
- The Awá community was strengthened through the adoption of Decrees 004 and 174 of the Constitutional Court for the implementation of the educational mandates of the Awá population in partnership with MoE. As part of 2010 Decree 2500, Camawari contracted 63 counselors to improve support for students when developing their personal study plans, a service they enjoyed for the first time.
- The positive parenting techniques have had a lasting effect because they were translated into parent committees or parent schools and innovative pedagogic initiatives such as the project “The family read and write together” (*Proyecto de Lecto-escritura en familia*).
- Students’ training on the ICFES test has been another important input that has raised the interest of students and parents on school performance.

These efforts have been rewarded in several ways. The most important could be the increased awareness among children and youth about their rights. The 2011 monitoring study found evidence that children and youth had good knowledge about their rights. However, the evidence seems stronger in the case of Pasto because for the rest of the municipalities there was no comparison baseline information. But also the degree of students’ responsibility towards the school seems to have improved:

*After a year, we have seen very significant changes in the educational community. They are not only in students, but in teachers, managers, and parents. Students now show more sense of belonging with their school; they feel better and are more interested in learning. Previously we had many absences. At harvest time parents used their children as assistants at work. Today students themselves communicate to their parents that they prefer to attend school. This year the dropout rate fell to 25%, 10% last year and next year we hope it will be 5%.*

-- EI Coordinators, Ricaurte.

*I told my child, “Today you are not going to school because I am short of money”. Instead of showing happiness she answered “I am going to school even if I have to walk”.*

-- Mother, Policarpa.

*I have seen a change. My daughter returned home very happy reciting verses. In this way, she learned about the environment and the rights of children. She looks highly motivated.*

-- Mother, Pasto.

*When we initiated the centres of PACO we established the standard of full respect, respect the views and respect the space of the radio station. This space should not be used to offend others, for gossip; this space is to disseminate values, rights and duties.... Our radio station announces the rights and duties of children. We speak against child abuse and instruct children to behave properly. Even our parents cannot control us -the young people- but we do not want children to follow that example so that they will grow in a different environment.*

-- Young students, Samaniego.

Another important impact is the change in the parents' behavior regarding their responsibilities for their daughters and sons at school:

*Parent training was useful. About 80% of parents are now well prepared to go together with their daughters and sons on their learning journey.*

-- EI Coordinators, Pasto.

*On the basis of a diagnosis, families were trained. Soon they became multipliers, transmitters of knowledge to other parents. We started with 10 parents and soon reached 50.*

-- EI teacher, Pasto.

*The project with the parents is beneficial for us. It teaches us patterns of parenting. We are grateful to the program... I hope that never leaves the school for parents because it is very good*

-- A Mother, Pasto.

*I came from EI Altamira. We have looked at the change. As mothers, we feel more integrated into the EI. We sometimes ignore the affairs of the school but we now understand that we are one family within the institution and that we must show a positive attitude in favour of our children.*

-- Father, Policarpa

*I very much appreciate the support of the project to the school. I belong to the school for parents. They help us guide the children, it is very nice. All parents are involved. In sport, we help children to avoid conflict and also help children with disabilities. It is an excellent job. I am very happy. On behalf of the parents, I ask you not to leave us; we need your support.*

-- Mother, Pasto

*ICFES is something new here. We as parents want our children to go to a public university. Thanks to the new ICFES skills, children have a better possibility of getting a good score.*

-- Mother, Policarpa.

## 2.2 Efficiency

### 2.2.1 Benchmarks

The right of children and youth to good quality education, especially for those who are excluded and marginalized or living in conflict-affected communities, is at the center of PAC's relevant benchmarks. This project commitment made the association of four institutions (MoE, CIDA, NRC and SC) possible.

As explained in *Section 2.1.2*, by the year 2006, the MoE was urged to find ways of implementing its inclusive and quality education policy. PAC offered that opportunity in a region of Colombia with low support where a high number of persons, particularly indigenous and Afro-Colombians, were suffering displacement from their homeland and other problems resulting from the armed conflict.

CIDA has had among its aid priorities the provision of help to countries in need of "Securing the future of children and youth". Regarding this priority, CIDA focuses on increasing child survival including maternal health, access to quality education and a safe and secure future for children and youth. On quality education, CIDA's strategies pursue improving access to basic education, particularly for girls; improving the quality of education and promoting learning achievement with a particular focus on teachers and teacher training, relevant curriculum and teaching/learning materials; increasing access to learning opportunities for youth in and out of school.

Regarding a secure future for children and youth, the strategy highlights: Strengthening and implementing frameworks to better protect the human rights of children and youth, particularly girls, who are at increased risk of violence and exploitation; ensuring that schools are safe and free of violence and abuse and are child-friendly learning environments; and helping youth at risk find alternatives to violence and crime and engage as positive and productive members of their societies.

On the side of NRC, its mandate concerns the protection of the rights of displaced and vulnerable persons during crisis and all human rights including those to a quality education. NRC believes that education provides a protective environment for children who are most at risk of exploitation, violence and abuse in the wake of emergencies and displacement. Going back to school holds a great meaning for the displaced children. NRC's Peace Education Programme has been designed to enable and encourage people to think constructively about issues and to develop constructive attitudes towards living together and solving problems through peaceful means.

For SC, education has been one of its central canons. Among its strategic objectives on this concern are the following:

- All children have access to a good quality basic education, especially those excluded and marginalized in conflict-affected fragile states.
- Children and youth at risk of, or affected by, emergencies have access to quality education as a fundamental part of all humanitarian responses.
- To empower vulnerable youth in rural and urban areas through education and training to become active economic, social and political citizens.
- To secure global and national policy change so that all children benefit from their right to a good quality education.

A value-added aspect of the SC approach is its concern with teacher training. SC emphasizes quality (student retention, progression and learning) and access needs of pedagogy and its training implication as the heart of these processes. To attain relevant, appropriate pedagogy, teachers need training as a condition to overcome the "chalk and talk" traditional methodology. SC calls for better designed

experimental studies to evaluate the cost effectiveness of different kinds of approaches to this endeavor and their impact on classroom pedagogy and learning outcomes. According to its own experience, SC proposes school-based training which is supported by distance learning materials and school clusters. This is a more flexible provision of training, a decentralization of teacher education in line with increased governmental responsiveness, greater community participation, more flexible planning and implementation and more efficient and less expensive training. The Spanish word *acompañamiento* (accompaniment) refers to one of the better known components of this approach, a process that some MoE technical staff recognize as one of the most interesting contributions of PAC.<sup>39</sup>

Another relevant benchmark is the SABER test that represents the national norms in terms of students' attainment of competences in basic scientific knowledge and citizen values for democracy, coexistence, and peace.

## 2.2.2 Benefits

How do the program costs stack up against the benchmarks? *Section 2.1* contains a detailed account of PAC effectiveness to cope with the benchmarks. From that detail, it was concluded that there are good reasons to believe that PAC is achieving its planned outcome. This means that in the benefit/cost equation the first would prevail. Some important outcomes are easy to perceive (*see the list below*) but the experimental character of PAC's approach and the policy context within which it develops, provides the possibility of expecting more positive results for inclusive and quality education in Colombia. This is so because this experience has implemented crucial aspects of the new educational policy such as inclusion, relevance, quality, education in values for peace and coexistence. It has shown that this is viable, and if the experience becomes better known, possibilities of replication in the country will increase. This is why it is necessary to invest in project dissemination activities and on a second initiative. The latter would extend the experience to other regions, would consolidate what has been achieved with the PAC and would allow a more aggressive strategy to disseminate widely its added value and results.

At a more concrete level, PAC has achieved:

- Attention to approximately 2,612 children and youth enrolled in the FEMs (2008-2012) of which 58% are women and 1,664 graduates.
- Approximately 9,864 children and youth participating in school spaces (organized by the project) who promote a culture of peace and improvement in the quality of education in five municipalities. The total of the school children who have benefited from the project is about 43,989 (in 2012 alone).
- A legacy of installed capacity, summarized in the following figures: 231 teachers, facilitators and coordinators trained over four years in FEM, 1,786 teachers of 22 EIs in five municipalities implementing strategies related to the project, 20 EIs implementing pedagogical practices with a gender equality approach, 42 CSO that support 54 alliances, 2 indigenous organizations (Camawari and UNIPA) trained, 18 EIs with a redefined EIP and 45 alliances with 17 public institutions.<sup>40</sup>
- 1,089 parents trained in the development of educational policies and positive parenting techniques.
- Teachers turned into points of social cohesion.
- Children and youth victims of displacement which were offered an opportunity to return to school life, providing them with protection, recovery of self-esteem, sense of belonging and the values of peace and coexistence-oriented citizens.

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<sup>39</sup> *Teacher accompaniment has been considered by us as one of the most successful experiences. Nariño has had an outstanding participation in national events by showing a rich menu of experiences on this concern where PAC's contribution is clearly recognized.* Interview with MoE high level technical staff.

<sup>40</sup> *Public policies have failures: they are not systematic, not training and motivating teachers oriented.* SC Regional Coordinator.

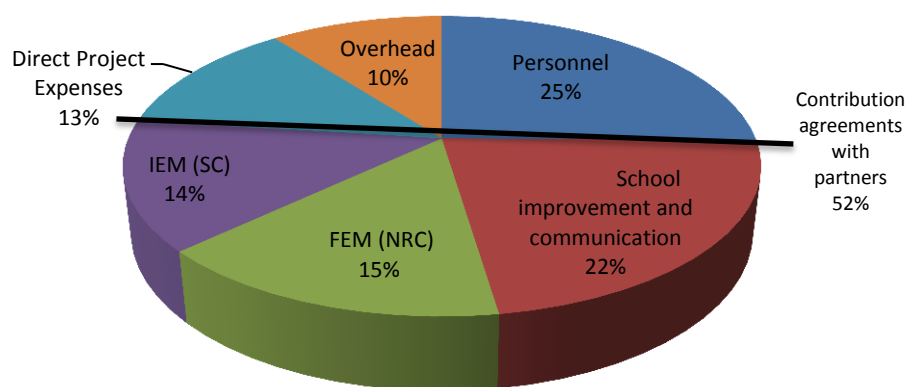
- School environments renewed pedagogically are notable for the broad student participation and a general trend towards improvement in their performance on standardized school tests.

### 2.2.3 Costs

The final revised and approved budget of April 25, 2012 shows the amount of CAD 9.5 million of CIDA budget to be applied during a period of 63 months (five years and 3 months) that starts in March 2008. The time remaining to March 30, 2012 is 24% and CIDA's remaining funds are 16%. This is a broad indication of a high level of financial implementation.

Of the amount already expended (CAD7.9 million in 48 months), 52% (CAD 4.1 million) was invested directly in the field by means of contribution agreements with local partners. A breakdown of this investment shows that 15% of the total spent budget was executed by NRC in FEM, 14% was executed by SC in IEM and 22% in schools and community improvement and communication capacities. Of the total expended budget, 25% represents payments for personnel based in Canada and Colombia (Bogotá and Nariño), 13% is for direct project expenses and 10% to cover overhead compensation.

#### PAC: CIDA Executed budget (48 months)



In a 1991 study it was estimated that the New School, an old and well-known flexible rural model in Colombia, had a cost of between 5% to 10% higher than conventional schools (Schiefelbein, 1991) and the teacher training cost was three times higher (Psacharopoulos, Rojas, & Vélez, 1992)<sup>41</sup>. Since these findings, the question remained as to how to survive and reproduce these modalities, particularly in countries with fewer economic resources than Colombia.

The pedagogical service for the care of students with disabilities and special talents within the framework of inclusiveness (there is no mention of another type of vulnerability) is regulated by Decree 366 (February 9, 2009). The MoE calculated the cost per student served under this Decree to be 1.5 million Colombian pesos per year, an amount that is considered high and therefore hinders the implementation of this type of attention.<sup>42</sup>

Another source reported that the investment made by the MoE in FEMs was around 1.65 million pesos annually. PAC exceeds the average cost of the MoE only a little as it costs approximately 1.75 million

<sup>41</sup> The studies of Schiefelbein and Psacharopoulos et al. are quoted by (Torres, 1992:12).

<sup>42</sup> MoE high level Staff, Bogotá.

pesos for the HSP. At the beginning of the project, the cost of the HSP was 3 million pesos per student which was due to the investment in the development of the service. This average cost was diminished with the passage of time. The higher cost is also related to the quantity and quality of the FEM-PAC benefits such as subsidies for transport and food, psycho-social counseling and educational materials.<sup>43</sup> The HSP is the most expensive model. The EHS, ranging from 890 thousand pesos and 1.75 million, followed in cost. Circles of Learning have an approximate annual cost of 1.45 million pesos (Consejo Noruego para Refugiados, 2012).

The difference in cost of these FEMs in relationship to the models of the conventional schools should be taken –in the case of displaced population- as social compensation for the damage that the conflict has caused them, the uprooting from their homeland, the loss of friends, family and property, the physical and psychological damage, etc. In the majority of cases, the purposes of these conflicts are alien to the affected people. If the central government has real problems in financing these inclusion models extensively, it would be useful to seek alternatives in other sources.

## 2.2.4 Reducing the Costs of Future Initiatives

The people interviewed on this subject considered several potential areas of savings in future initiatives.

Possible areas for cost reduction	Possible effects / Compensating actions
<ul style="list-style-type: none"> <li><b>Contribution agreement with EIs to reduce costs.</b></li> </ul>	<p>If EIs operate FEM services, review costs (e.g. more accurate identification of priorities, more use of alliances or consortia with other organizations to share mutual advantages), and received more help from MoE or other sources, this option might produce a substantial budget reduction. Without compensating measures, EI's interest in the project could be reduced.</p>
<ul style="list-style-type: none"> <li><b>Personnel</b></li> </ul>	<p>SCC might explore with their staff various costed options relating to the location of personnel (Canada, Colombia, etc.), as had been suggested by one person<sup>44</sup>.</p>
<ul style="list-style-type: none"> <li><b>National Execution</b></li> </ul>	<p>As in the case of working directly with a government agency (e.g. MoE), this alternative risks losing the commitment and accumulated experience of NGOs like SC and NRC. Under the current conditions affecting the target populations (high poverty, political and criminal violence, etc.), the educational authorities might not guarantee the best results. There may also be questions about the administrative capacity to implement such a project in the required time frame and the possible encounter of conflict of interests.</p>

<sup>43</sup> CNR Financial officer, Bogotá.

<sup>44</sup> It is important to know that SC Canada provides (SCC) technical assistance and quality control of reporting. Also, SCC is responsible for consolidation of financial reporting. SC's protocols include technical staff in their respective headquarters to provide assistance to the countries and to guarantee alignment with the Canadian Donors requirements. Also, as an international organization the members follow up best practices to eventually identify models to promote/expand in other countries around the region/world.



## 2.2.5 Coordination with Other Organizations and Donors: Its Impact on Costs.

*Given rationalized resources and maximization of the impact of interventions in education, we should reflect on the possible complementarity between national and international education actors, developing synergies that complement interventions.*

-- Primera Misión Baastel (Le Groupe-conseil baastel Itée, 2010:36).

The new Governmental Administration that began in January 2008 sought to address the complex problems of Nariño through broad consultation and participation that culminated in the design of the Departmental Development Plan. Simultaneously, the municipal government called on international cooperation agencies to support it in its efforts, achieving 26 international cooperation agencies successfully attracted. The new development plan was the basis to guide the cooperating entities to find their niche.

The first Baastel Mission (Sep. 2010; p. 35-37)<sup>45</sup> reported to the main international cooperation partners in the region such as USA, Canada, Spain, Germany, Sweden, the Netherlands, Switzerland, Japan, China, Italy, the European Commission, Canada and UN agencies like (e.g., ACNUR, OCHA, UNICEF, World Food Program, PHO-WHO and others concerned with displacement and emergency assistance. According to Baastel, it would be highly recommended for PAC to seek coordination with some of these cooperating partners.

According to some interviewed PAC officers<sup>46</sup>, NRC and SC made efforts to coordinate their work with the agencies in the fields of education, children and youth. However, it was not an easy task since each agency had its own plans, objectives, etc. to produce results. Sometimes pragmatism does not wait for others to be ready. Even so, it should be mentioned that good coordinating experiences involved ACNUR, UNDP, Government of Nariño, in organizing a Joint Certificate Program (*Diplomado Conjunto*) on Public Policy at the Local Level. Another experience was a coordinating effort of the G-24 Group under the leadership of Switzerland and including ACNUR, OXFAM, Doctors Without Borders, Actions Against Hunger (ACF), OCHA, CNR and SC to stop the violence against the Awá People. There are other diverse experiences with UNICEF and Plan (Plan International).

The main objective of coordination was not to save money but to expand the effect of some events (e.g., training or advocacy seminars) or to attend to children and youth populations in emergency situations. Coordinating efforts have been made at the top Management level of the implementing agencies (NRC and SC) but also at the field and EI levels. An example of a local initiative was the work of the Gender Officer in Pasto and the respective consulting team. They coordinated actions with the Social Policy Division of the Government of Nariño among others. It also involved most of EI reporting agreements with different governmental (MoE, SENA) and non-governmental agencies.

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<sup>45</sup> Informe de seguimiento al proyecto “Aprendiendo Crecemos” – Promoción y protección del derecho a la educación de los niños y jóvenes en el departamento de Nariño – Colombia. Septiembre 2010

<sup>46</sup> Particularly the NRC Field Coordinator at Pasto.

## 2.3 Relevance

### 2.3.1 Project Response to the Most Important Education Needs in the Department of Nariño

PAC was designed with the knowledge of the new national policy that sought to achieve quality and inclusive education. PAC also provided technical support to the Nariño Government in the development of the Ten-Year Education Plan. Additionally PAC revised its original strategy to attain greater coordination with the efforts of the provincial government (CIDA funded projects require the identification of needs emerging from participatory assessments with target populations).

The review of this strategy served to reaffirm or modify the project priorities sought to address the educational needs of children and youth. Thus, although the project had initially emerged from technical discussions in Bogotá, the positive fact was that NRC and SC undertook a review with regional actors.

After signing the Contribution Agreement, NRC and SC coordinated three workshops in Nariño to review the project document and to develop the Project Implementation Plan (PIP). The quote below reports that the educational needs of children and youth in Nariño were identified through these consultation workshops, showing the need to develop FEMs to address the situation of many children outside the formal school system.

*Representatives of departmental and municipal governments, schools, indigenous and Afro-Colombian communities, universities, teacher-training institutes and NGO's came together to validate and refine the project's goals, results, cross-cutting theme, and implementation strategies...*

*While the project's expected outcomes and results were re-affirmed during the consultative workshops, modifications in implementation were made to reflect the inclusion of: i) community life plans, articulated to Municipal and Departmental Development Plans for pertinent education; ii) the school as the central axis of the project, iii) the formation of strategic Alliances among educational actors (schools, governments, NGO's, universities, indigenous and Afro-Colombian communities and teacher-training institutes) in order to enhance the role of schools as central to educational change and transformation; and iv) innovative education that ensures social, economic and cultural opportunities for children and youth. The development of educational models which are flexible, in response to the specific needs of displaced, over-age and marginalized children, youth, and adults; centred in children; self-defined in indigenous and Afro-Colombian communities; and pertinent to the social, cultural and economic conditions at each site were affirmed. Cross-cutting themes of gender equality, a rights-based approach, child and youth participation, protection of the environment and inter cultural education were likewise re-affirmed and will form part of each participating Alliance's proposal for improving educational quality and pertinence in schools (Norwegian Refugee Council and Save the Children Canada, 2008:2-3).*

The reforms made to PIP during these workshops included the selection of municipalities and schools where the project would focus its activity. This selection required the refinement of the original criteria and required information from research, consultation and participation at various levels.

*The departmental government proposed modifications which included representative geographic targeting and the inclusion of indigenous territories that cross municipal boundaries. These modifications resulted in the addition of the municipality of Policarpa and Awá indigenous people living in the municipality of Barbacoas (Awá territory includes communities in Ricaurte, Tumaco and Barbacoas)... (Norwegian Refugee Council and Save the Children Canada, 2008:13).*

The criteria for selecting school were the following:

- a. Schools which form part of the public education system;
- b. The expressed will of the school principal and teachers to participate in the collective construction of

*The Project;*

- c. *Schools with the capacity to commit to innovative processes for constructing quality education in Nariño;*
- d. *Schools that include a significant percentage of the municipal population in conditions of vulnerability (children who are over-age for their grade level, in a situation of displacement, involved in street-living or victims of “historical poverty”);*
- e. *Schools that accept to be and are recognized as community actors in local development;*
- f. *Schools willing to promote and achieve high levels of involvement by the educational community and the democratic functioning of local governance bodies;*
- g. *Schools committed to sharing their learning locally and to forming alliances in order to replicate results regionally; and*
- h. *Schools committed to the implementation of flexible learning models tailored to the needs of the vulnerable population.*

(Norwegian Refugee Council and Save the Children Canada, 2008:13).

In 2010 and in keeping with the recommendations of the Baastel Mission, SC and NRC re-evaluated (i) the importance of the PMF; and (ii) the degree of change on important aspects of it to give more internal consistency and to ensure, through periodic progress reports, that the various activities meet the objectives and expected results.

Periodical report preparation requires that all the education models that PAC promotes remain adjusted to the local educational context. This is done through two types of activities: weekly planning and evaluation meetings between tutors and pedagogical advisors and monthly technical committees (Y4 Annual Report 2012:5).

In fact how pertinent/relevant for children and youth are the results of the education they receive from the project?

In *Section 2.1.1*, the intermediate results of the PMF were analyzed. The analysis of IEM’s intermediate result includes the subjects of relevance and pertinence. The indicators that permit the assessment of these intermediate results were the numbers 2.2, 2.4, and 2.5. The information available led to the conclusion that the level of attainment of these indicators was “On target”. In the case of FEM, the issue of relevance is not included in the description of the intermediate result but there are a few indicators regarding this subject, i.e. numbers 1.5 and 1.1.1. In the case of indicator 1.5, the Y4 Annual Report does not present information for this indicator because it would depend on results of ICFES that were not yet published. In the case of indicator 1.1.1, the information is based on a survey and focus groups in Tumaco and Pasto; this indicator is shown to be “on target”

The survey that was carried out as a part of the present evaluation shows several findings that allowed an idea of students’ perception of the relevance and pertinence of PAC. In general, PAC is a project with very high acceptance among students. What is appreciated most is the participation that the project permits. The values of peace, coexistence and respect for the rights of others are accepted by students.

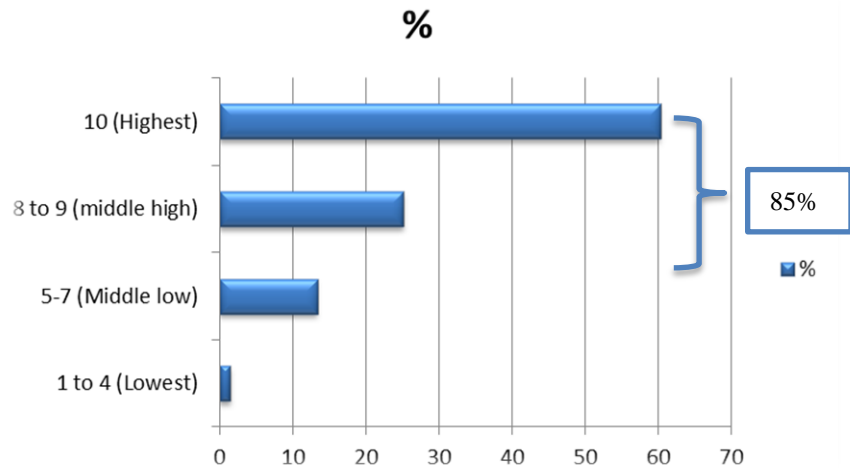
**Are you participating in an activity or project of your school? If so, which one?**

By a judgment decision, half of the sample consisted of FEM-NRC students and the other half of IEM-SC students. The question above was addressed to IEM students.

- Participation in 1 school activity: 30%
- Participation in 2-3 school activities: 37%
- Participation in 4-5 school activities: 19%
- Participation in more than 5 school activities: 13%

- Not all the students in a school participate in the different project activities (PACOS, Golombiao, Band of Peace, Danze, etc.), but what calls the attention is the high percentage of students (70%) participating in more than one activity. These findings suggest that students are highly enthusiastic with PAC school activities.

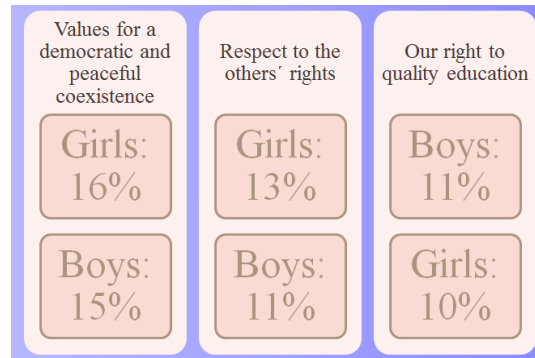
### How do you rate the experience of participating in this project?



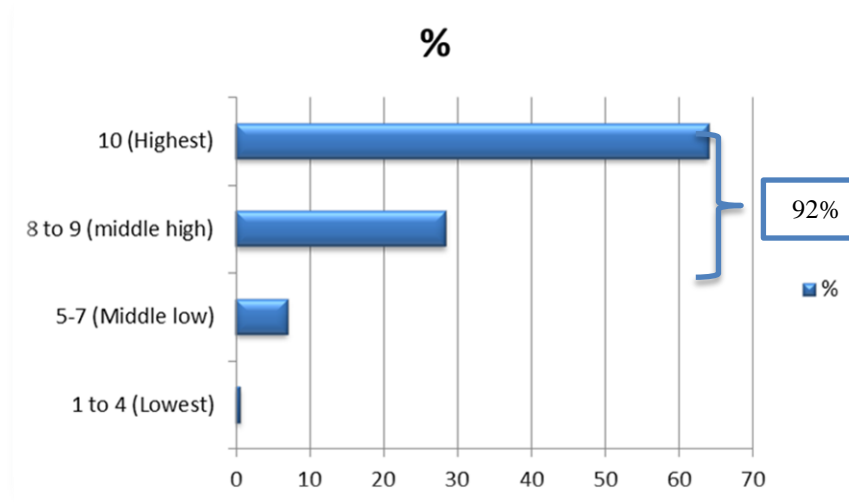
- 65% of respondents rate PAC in the highest value (rank 10).
- 25% rate the project in the scale of 8 to 9.
- 85% of the interviewed students rates PAC in the scale of 8 or higher.
- Are there differences by gender, age, location and program among the ones who rate the project in the rank 10? Yes, there are differences in all the cases:
  - Girls: 68%, boys: 49%. Female students seem to be happier with this learning experience.
  - Students aged 35 and more: 81%, students aged 9 to 12: 63%. There is a clear difference by age, adult students feel better with this experience. Younger student seem to be in a more critical mood.
  - Ricaurte: 68%, Tumaco: 54%. These are the extreme values. The differences among places are small but in Tumaco the students seem to be a little less enthused with the experience.
  - FEM: 62%, IEM: 58%. It is not a significant difference. The higher value in the case of FEM is in relationship to the fact that this model is the one that works with adults.

### Of this project what teaching did you like more?

- Students have 17 options to choose, including an open one to add, if necessary, the teaching experience of his/her preference.
- Here are the most voted choices, broken down by gender just to show that differences are minimal. The most appreciated examples of teaching are the ones in which PAC is more interested.

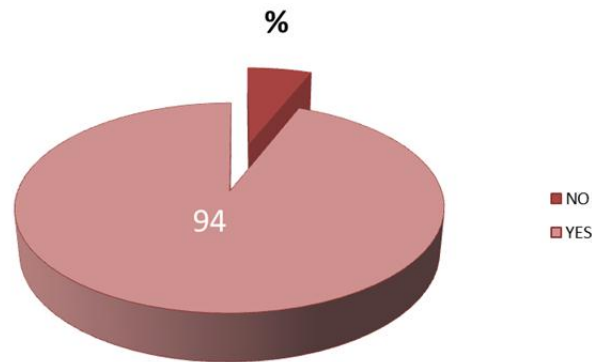


### In your opinion, how useful for your life are the topics you learn at school? Please rate from 1 to 10.



- 64% of the respondents considered the topics they learn at school as extremely useful (rank 10).
- For the 18% of the students who were interviewed, the topics they learn at school deserve a rank of 9.
- This means that 92% of the students who were interviewed considered the topics they learn at school to be highly useful (rank 9 or 10). This is a great result for PAC.

**If it were your own decision, would you enroll next year at school?**



- If a student considers that school learning is relevant for him/her and is, in general, pleased with school, it is a reasonable expectation that he/she would like to continue at school.
- 94% of the respondents would like to enroll next year at school.
- However, there are important differences by gender and grades:
  - 97% of girls declared that they would like to enroll next year at school but only 90% of boys did so.
  - Student grades 3<sup>rd</sup> to 6<sup>th</sup>: 86%. This group is the only one below the average.
  - By municipalities all percentages are on the average.

### 2.3.2 Project Response to the Needs of the Most Vulnerable Children and Youth in Nariño

Since PAC was a project with the main objectives of inclusion and quality education for a region and a population affected by a lack of attention by the central government, poverty and armed conflict, the project had the potential to respond to the needs of the most vulnerable children and young people in Nariño. The Second Baastel Mission Report (July 2011) refers to this issue in the following terms:

*According to interviews conducted in Tumaco, FEMs models are of great need in this region as there is a high percentage of people in a vulnerable situation and out of school. FEMs represent a pedagogical response that facilitates insertion (with a leveling of knowledge) to the conventional education system.*

*The FEMs are based on two strategies of coverage and quality. In terms of coverage, focus on children and parents are sensitized to the model through a meeting. The child passes a test to assess the grade and psychosocial status and from the results it can develop a work plan for the child. Home visits can **observe the actual living conditions and how the child performs in the family**. At the level of quality, teachers are trained on techniques to improve language skills and mathematics.*

*This year in Tumaco a system was developed to accompany children integrated into the formal education system through the project "The Circle with me". In this way the model in EIs and also teachers that work with children and youth from the Circle with me receive support, to have all the information necessary for tracking children. EIs are currently working on the realization of close monitoring of the children graduated from "The Circle with me" **to know if there is a level of defection by these children and their possible causes** (Le Groupe- Conseil baastel Itée, 2011: 9; emphasis are us).*

According to the above, the FEM (NRC) is itself an instrument for approaching vulnerable children and young people. The following actions designed to learn more about the particular situation of each child finish the work of refining targeting and appropriate service.

In the case of the inclusive education model (SC), targeting is tuned and finished through the EIP. The first report of the Baastel Mission (Le Groupe-conseil baastel Itée, 2010:17) describes in detail the process for the preparation of an EIP. The process takes place in three stages: design, construction and implementation. The first stage is a needs assessment and consultation of commitments with the different agents of the educational community. The second stage is a repeat of the first stage but this time the diagnosis is a participatory one where the community provides the information. The third stage discusses the priorities and potential of each EI to meet the EIP.

The progress of each EIP is evaluated periodically in accordance with the requirements of the PMF. Presumably, the assessment includes both aspects of investment, administration, external relations, etc. and those related to substance, i.e. the extent to which the needs of children and youth, especially the most vulnerable, are met. The semi-annual reports and annual projects are full of references to actions that benefit the target population but these are a sort of self-evaluation where there is a risk of missing some critical events that could affect the targeting of the most in need people. In this regard, it is considered important in the near future to conduct an external evaluation of the effectiveness and efficiency of the targeting procedure used by PAC with its target population. From this evaluation important lessons could emerge for similar future initiatives. The point is that one needs to know more precisely what percentage of the most vulnerable population is being covered and the specific impact on it. The census of population outside the formal school system will certainly be a valuable tool in this endeavor.

## 2.4 Sustainability

*Colombia would not need international cooperation if it were not for the conflict. The country has sufficient national expertise. The problem is that this capacity is concentrated in large centers. The area of conflict and poverty has less support and low technical capacity.*

-- SC Programs Manager, Bogota

*The project attends to educational quality through processes and actions not with buildings. The intention is to transform the community, to give them autonomy in their development....*

-- SC Regional Coordinator, Pasto.

### 2.4.1 Local Ownership, Capacities, Resources and Sustainability Strategies

Sustainability is one of the most important general objectives of CIDA development projects. It is intended that countries own the particular objectives and processes that characterize each project. The PAC is no exception. There is a perceived consensus among directors and officers of PAC to build autonomy at all levels, from the immediate community (educational community around each IE) to the national community. As the project has remained true to this intention, all its actions can be understood as contributing to the process of sustainability.

However, the construction of sustainable interventions differs between SC and NRC, given the expertise that each has adopted in the implementation of the project (Report of the Second Mission Baastel, 2011:16).

The table below summarizes the PAC's actions for sustainability. There are six levels of intervention. The first level is related to NRC in its efforts to institutionalize the FEM through official recognition and the ability of local operators (universities, EIs and community organizations) to implement these models.

<b>Building sustainability. The actions of PAC</b>				
	<b>Levels of the sustainability strategy</b>		<b>Actions</b>	
<b>Institutional Strengthening</b>	1. FEM operators (public universities and community organizations)	1.1 Operational capacity	a. Pedagogical b. Administrative	
		1.2 Monitoring capacity	a. Improving original monitoring tool by introducing a gender equality perspective	
	2. Education institutions	2.1 IEP redefining	<i>A success of the SC approach is in the training of the IE in the results-base management....( SC Regional Coordinator, Pasto).</i>	
		2.2 Students: Increasing their participation and improving their results in standardized tests		
		2.3 Parents: Training in the development of educational policies and positive parenting techniques.		



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3.	Civil society organizations	2.4 Construction of a rural education model 3.1 Increase in the programming and organizational capacities of CSOs	
4.	Municipal and departmental SE	4.1 Different cooperation agreements	<ul style="list-style-type: none"> <li>a. Strategic partnership for the teaching and learning of Mathematics</li> <li>b. Training teachers on gender equality perspective in pedagogical practices</li> <li>c. The Policarpa Municipal Development Plan (SE, Suyusama and SIMANA)</li> <li>e. The Municipal Circles of Educational Quality and Relevance</li> <li>f. Strengthening plan for the Escuela Normal de Barbacoas</li> <li>g. Approval of the Awá educational mandate (teacher training)</li> <li>h. Diversity Languages in the Classroom Strategy</li> <li>i. Collaboration with the Departmental Ten Year Plan for Education</li> </ul>
5.	Government of Nariño	5.1 Cooperation agreements	<ul style="list-style-type: none"> <li>a. Policarpa Municipal Development Plan</li> <li>b. Implementation of the gender equality strategy (Office for Social Policy)</li> </ul>
6.	Ministry of Education	6.1 Cooperation agreements to improve inclusive and education quality	<ul style="list-style-type: none"> <li>a. Development of national guidelines on inclusive education, family participation and use of school time</li> <li>b. Strategies for peaceful coexistence in schools (with UNICEF and CHIP)</li> </ul>

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At this point, it is useful to recall the two challenges that Baastel’s second Report (2011:18) identified in relation to the FEM: (i) to ensure that the government takes responsibility for the coordination and implementation of the FEMs within EIs, (ii) to train a good number of teachers that can be hired and, in turn, become leaders in the EIs’ implementation of FEM, and (iii) improve student outcomes in SABER and ICFES tests.

The following levels are related to the intervention of SC in relation to improving inclusion and quality of education in schools.

The most distinctive feature of the project is capacity building in schools via the *Rutas de Mejoramiento* of the EIP and encouraging student participation in school activities (building a protective environment).

But the project has also (i) worked with parents to teach them about educational policies and positive parenting techniques, (ii) trained students and teachers in the knowledge of standardized tests, literacy, ethno-numeracy, citizenship, and (iii) built a rural education model supported by Urdimbre and the Normal School of Pasto. The investment of each educational institution is related to its EIP. In the case of NRC a consultant is responsible for both financial management and training of the EI in a result-driven management model. Within SC, a field officer reviews the EI investment while the Finance Officer accompanies the resource management process which includes special software.

The project also seeks to develop capacities among CSOs, community and grassroots organizations, the Municipal and Departmental SE, the Government of Nariño and the MoE.

The PAC Annual Reports describes these processes in detail.

To what extent are these interventions sufficient to ensure the sustainability of actions in favor of children's right to inclusion and the quality of education? The actions are appropriate because they are addressed at empowering different institutional actors in the project objectives. Empowerment of institutions is taking place at basic, intermediate and higher levels. Missing is an assessment of whether these actions have been carried out with sufficient depth and quality to ensure that they have been appropriated by the beneficiaries. There are no reviews but, according to the SC Technical Advisor in Canada, these are planned for this year.

The box below contains testimonies of different project stakeholders. These statements provide an indication of the impact of project activities on the perceptions of the actors.

**Box 1. Perception of Attainment in Sustainability**

*There are different scenarios of sustainability; changing the way of thinking and seeing the world is one of them. For example, the fact that the children think of studying suggests sustainability. A girl learned how to dance, and now she teaches that and became a leader in her community. Sustainability is a way to change the mentality.*

-- SC Education Officer, Pasto

*SC qualified us for everything, and this started the idea and the learning process ... SC helped to create sustainable new methodological tools by means of training.*

-- Leader of Component, EI Iberia, Tumaco

*The acceptance of project activities among students facilitates sustainability strategies because students begin to demand the continuation of the spaces involved.*

-- SC Regional Coordinator, Pasto

*Five years ago we observed a weak RECOMPAS; the leaders had no high school education. Today's leaders have built a political discourse, have trained academically, we have capable leaders ... Five years ago we were invisible; we are not so much today. The community is coming to the stage of responsibility. Before, the programs were only a teacher's affair, today human talent is in the community.*

-- Leader of RECOMPAS, Tumaco

*The most important thing is that we already have the infrastructure and teachers for ethnic education.*

-- Teacher, EI San Luis Robles, Tumaco

*The Municipal Development Plan supports the FEMs. Quality committees have been organized to monitor them.*

-- SE of Tumaco Official

*RECOMPAS and the SE of Tumaco are now a guarantee of FEM continuity.*

-- NRC Coordinator, Pasto

### **Box 1. Perception of Attainment in Sustainability**

*Thanks to PAC we had the opportunity to form institutional alliances; we partnered with an institution that is responsible for the ecology of our town. As a result, we developed the skills and PRAES, the school environmental project, which is a valuable tool that allows us to access resources that come from the Government of Nariño. This will expand the space for the greenhouse.*

-- Teacher, EI Ospina Pérez, Ricaurte

*It invests in self-sustaining processes. For example, a greenhouse was organized in Ricaurte which the teacher and community appropriated. The greenhouse is an area of practice for different courses. Students sell the products from their gardens ... The project is a strategy to keep children in school ... In Samaniego, in EI San Martin de Porres, the project contributed to the strengthening of an orchard. The garden has taken hold and provides resources to the institution.*

-- SC Education Officer, Pasto

*SC helped us acquire an accounting package to manage money. If money is subtracted the software informs us how much is left.... Besides, SC staff provide administrative advice and this has strengthened the organization.*

-- Coordinator of CAMAWARI, Ricaurte

*The School Rectors of Policarpa and El Ejido acquired experiences in handling agreements; ... that helps strengthen the management and the institution.*

-- Coordinator of EI, Policarpa

*The Municipality has been making efforts to increase (school) coverage. Each year the budget increases.*

-- Municipality of Policarpa Official

*The project leaves a capacity that allows us to rethink the future of the education sector.*

-- Coordinator of EI, Pasto

*The project has articulated the topics of gender and citizenship. Additionally (the project) has left an installed capacity when training teachers and parents.*

-- SE of Nariño Official

*The MoE liked our work. For example, in Policarpa, there is a municipal plan ... The MoE approved a budget of 30 million for publishing two pamphlets to be distributed in the department. This serves to provide sustainability to the process and is a historical memory. In Barbaçoas, a traveling library joined with the school library. That promoted a permanence of books in classrooms. This occurred thanks to the National Literacy and Writing of the Ministry of Culture. Another is the rolling box with 200 books. This infrastructure is installed.*

-- Representative of *Expresión Viva*, interview in Pasto

*When the project ends it will be difficult to continue with the processes because only some of the teachers have been trained.*

-- Representative of *Expresión Viva*, interview in Pasto

*We already have the tools and we are enthusiastic. We can get partnerships. I wish that SC would continue helping us but, if not, we are able to continue what we have done so far. We will continue with or without help.*

-- Teacher, EI Ospina Pérez, Ricaurte

*We feel the need for more support because education processes are very slow.... The project could run but not the process because it remained written in different ways, for example, through the mandates to be met. We still need help because the needs are great and resources provided by the government are few.*

-- CAMAWARI Coordinator, Ricaurte

To finish answering the question about the adequacy of these actions to ensure sustainability of the objectives and processes triggered by the project, the policy framework that the project has contributed for its development should be examined as well as the degree to which the actors seem to have appropriated it. The next section deals with the policy issue while the first part of Section 2.5 does so regarding ownership.

## 2.4.2 Policies and Sustainability

*The alliance with the NRC is invaluable to the MoE because this experience has impacted public policy and retention strategies.*

-- MoE official, Bogota

*Communication with SC was very good and allowed us to follow. We do not want to miss the experience; we want the EI to take ownership and make an effort to include them in their EIP, institutionalize them so they become policies.*

-- Officer of the SE, Pasto

PMF Indicator 2.6 refers to project achievements on inclusive and quality education policies: *The number and type of new policies, plans and educational strategies implemented by Municipal and Departmental Secretariats of Education that include strategies of inclusive and quality education, including gender equity strategies.*

In Section 2.1.1 it was noted that the Y4 Annual Report includes evidence that this indicator has been reached. The baseline situation showed progress on this matter (except at the national level) but currently<sup>7</sup> the five participating municipalities and the Nariño departmental plan contain policy prescriptions for inclusive and quality education. Are these policies conducive to the maintenance of results and continuity of efforts towards better access for children and youth to quality education and participation?

The answer to this question is yes. The national policy in this area has achieved an acceptable level of progress as shown, for example, by the MoE's Guide for inclusive education quality; and building institutional capacity for attention to diversity (Ministerio de Educación Nacional, 2010b). The Introduction in this guide states:

*Strengthening institutional capacity for attention to diversity is an initiative of the Ministry of National Education of Colombia to develop alternatives to quality and equitable education for the growing number of students who have personal skills or cultural conditions that are different from the average population and have been excluded from educational services and from active participation in the economic, social, political and cultural life of their communities.*

*The implementation of inclusive education in the country offers a better knowledge of the characteristics and peculiarities of the various and vulnerable population group, who are served in educational institutions. These populations concern: ethnic (Afro descendants, Rom and Raizales people), Special Educational Needs (with disabilities or exceptional skills or talents), people of short stature (dwarfism), uneducated youth and adults affected by violence (in displacement situations, children and young people disengaged from armed groups outside the law and reinserted adults), children at risk (children and young workers, children in conflict with the law and children in protection); inhabitants of border and dispersed rural populations.*

*The challenge of strengthening institutional capacity to provide educational services for all involves the use of strategies that range from improving the management processes of the local authority to developing competencies in the educational communities, especially those leading school management processes, teacher training and educational care.*

Departmental and SE educational policy follow these national guidelines and, although there are still areas that need development, it is clear that the inclusion and quality of education approach is well positioned.

However, as noted at the end of *Section 2.1.2*, there is a difference between policy formulation and implementation. Different national or local governments may show different attitudes regarding the existing policy that will affect implementation and allocation of resources. That is why it is so important to build sustainable policies and processes at community and local levels. In this, the PAC has made an important contribution but it could still be insufficient given the existing challenges, particularly in terms of awareness and resources. The weight of tradition is still large and several EIs could soon succumb to it. The recommendations for similar future initiatives include seeking consolidation of processes that starts with the identification of the strengths and weaknesses of the current project.

### **2.4.3 Recommendations for Enhanced Sustainability of Results in a Similar Future Initiative**

*See Section 4.4, Recommendation 6*

## **2.5 Evaluation issues: Ownership, Alignment, Harmonization**

### **2.5.1 Ownership. Proactivity**

*The little that has been done has been on our own initiative.*  
-- Rector of EI, Policarpa

Ownership is an important component of the sustainability of projects. Processes triggered by a project will be maintained in the long run if people manage to take over such processes. The methodology of the project should encourage this participation. The appropriation takes place through participation and responsibility.<sup>47</sup> One way to assess whether the appropriation is taking place is by observing the behavior of people that have to be proactive and creative.

The testimonies of those interviewed are an important list of modest initiatives that have enriched the project's achievements. This proactivity probably originates from two major components of the PAC participatory methodology, i.e. the *Rutas de Mejoramiento* (Improvement Paths) and the menu of participation options offered to students, particularly in matters of communication (e.g. the PACOS). With these components, the project has made room for participation which welcomes the participants' initiative. In the case of the *Rutas de Mejoramiento*, project officers are generally limited to advising the EI in project design within the focus of results-driven evaluation but the content and implementation of these EIPs is the responsibility of administrators, teachers, parents and other participants. In the case of students, the spaces for participation have just minimal limits for imagination.

#### **Mentioned Initiatives<sup>48</sup>**

**Partnership efforts with public entities and CSOs.** The coordinators of the EIs of Ricaurte mentioned alliances with the municipality, the government of Nariño, the MoE, the Ministry of Culture, the National Endowment Fund, the hospital Ricaurte, the Secretary of Agriculture and others. In Pasto, EI coordinators

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<sup>47</sup> Collaborative Learning Projects. 2011. The Listening Project Issue Paper: Whose development? Aid recipients perspectives on ownership. Cambridge (September). [www.cdainc.com](http://www.cdainc.com)

<sup>48</sup> The information provided by respondents on initiatives was spontaneous. The guide did not include questions addressing this issue directly.

mentioned a partnership with SENA addressed to training for agricultural development and tourism services. But these examples could have been mentioned by several other EIs because they are some of the most widespread practices.

**Actions by the EI to take responsibility for implementing FEM.** The EI Iberia in Tumaco has followed the example of the HSP in allowing the student-mothers of the adult education modality to bring their young children to the classroom. In Pasto, EIs have been looking for some co-financing from various organizations to implement FEM (HSP) in the Eastern corridor of the department.

**Actions to multiply the effect of the training.** One Policarpa EI requires teachers who are trained to share the knowledge gained with other teachers. This example has been transferred to the students who started the group PACOS with two students who received training.

**Efforts to support students.** In Tumaco, HSP tutors supported twenty youth in efforts to obtain scholarships. The EI Ricaurte has taken steps to provide staff responsible for physical and psychological health services.

**Utilization of production projects for sustainability purposes.** There are several experiences with school greenhouses and farms but also in aspects of communication. Agricultural projects have improved the diet of students attending the school cafeteria and even provided a source of income when sold to parents in the neighborhood. In Pasto (Chambú), groups of teachers and students have managed to design communication projects that generate resources. This last experience was mentioned earlier in the Y3 Annual Report: *As successful experiences we can point out the management of the PACO's in Chambú, in Pasto, which offers processes of education and technical advice to other education institutions in the department, selling communication products and becoming a kind of micro-enterprise or NGO...* (Box 5, page 8).

**Printed publications for communication purposes.** There is a variety of communication activities in all schools. For instance, in Samaniego, EI students publish a magazine, in other EIs, pamphlets and educational materials.

**Using the Internet for information and resource savings.** In Samaniego, an EI created a Web page to improve communication with parents and students. In other EIs, the internet is used to supplement the existing scarcity of educational materials. The use of electronic communication has also served the EIs to save paper.

**Communication projects to promote reading.** Literacy has been a component in all schools as illustrated by the example of an EI in Ricaurte where students' literacy skills and weaknesses were identified and overcoming this deficiency became an institutional policy. Teachers have been put in charge of accompanying students with improvement exercises. This effort has also included the use of theater shows.

**Reforming curricula.** It is commendable that in the EI Ricaurte, teachers have begun to restructure the curriculum to overcome various shortcomings of their students. This curriculum reform has become a familiar activity in the majority of schools supported by PAC.

In Policarpa, the School Census and teacher participation in developing the educational component of the Municipal Development Plan may also be added to the list of initiatives of educational communities.

These initiatives are modest in most cases but may be foretelling more ambitious initiatives such as curriculum changes and the initiation of alliances to consolidate changes from below for the benefit of inclusion and educational quality.

## 2.5.2 Ownership. Student Participation

*The rights approach was not very attractive to teachers (of Pasto) until they found the link between these rights and the best learning. What was this link? Participation.*

-- SC Regional Coordinator, Pasto.

PMF Immediate Result 2.2 (*Increase in the capacities in participation and citizenship construction among children and young people and their families to promote an inclusive education*) has been the project benchmark concerned with the issue of student participation. Two indicators for this result are on target and a third one is above the target. This last result (number of students that, due to the project, actively participate in spaces that...) shows a cumulative number of 9,864 children and youth participating in the different activities in five municipalities and Awá territories. Y3 and Y4 Annual Reports include details of this achievement.

Participation has been a key factor for students to show a high degree of identification with the project. Annex 3 (Report on Monitoring Tools and Qualitative Indicators) of the Y3 Annual Report reached the following conclusions regarding student participation:

- In general, there is a strong comprehension of mechanisms of participation such as school governments in the EIs of the project, with the case of the EI Chambú shining as an example of an extremely active culture of participation.
- Mechanisms exist, such as class monitors/representatives, so that all students (at least those in secondary education) can freely participate and express their opinions on school life. In each of the institutions that participated in the interviews, the young people could identify examples of proposals of actions that had been realized by students.
- The PACOs were identified as a crucial mechanism for the participation and empowerment of the students.
- In general there is an equal participation of female and male students in the school governments except in the case of the Awá schools. In Policarpa, this issue requires more investigation.

The data collection tools used for the present evaluation (individual and collective interviews and a survey) did not find evidence contrary to the above conclusions. A lot of students, without major gender differences, are eagerly participating in one, two or more of the spaces created by the project. This mechanism is a highlight among the qualities of the project and is one of its most promising areas for long-term sustainability.

Targets on participation have been inspired by SC's global monitoring process "Participation and Accountability" which is a six stage scale of child participation from a lower rank where *children are included but are only informed of decisions* to a highest rank where *joint initiatives and decision making come from both children and adults*. (See Table 7) The Y3 qualitative evaluation warned that *the majority of students' proposals focus on pressing and immediate needs* and less on structural transformation such as curriculum design (Y3 Annual Report, Annex 3, 2011:4). There is an expected finding within it that only confirms the traditional education system that the project tries to change. Indeed, traditional education is basically receptive in that it teaches students passively that everything comes from above. To overcome this situation, the project aimed to achieve the two highest ranks of the participation scale. At the end of the project, students would be part of the process of decision-making in their respective schools.

**Table 7. Types of child participation**

<b>Children are included but are only informed of decisions</b>	1
<b>Children are consulted and then informed of decisions</b>	2
<b>Adults share decisions with other adults</b>	3
<b>Children share decisions with adults</b>	4
<b>Children lead decision making processes</b>	5
<b>Joint initiatives and decision making come from both children and adults</b>	6

However, the goal of high student participation is difficult to achieve, both because of the weight of tradition and because of possible limitations on the participation of children and young people at different stages of the project cycle.

During the inception/planning stage, the education community of each EI agreed that, in the *Ruta de Mejoramiento*, the student should

be adequately represented and even trained to achieve relevant participation. This was a crucial aspect to equip students with benchmarks of structural character. NRC and SC had a vision early on in favor of student and community participation to build an *open-door school*. The Contribution Agreement (March 2008) and the Project Implementation Plan (August 2008) indicate that the PAC will feature participation in its best sense as a participatory democracy, which entails transforming the nature of the student government. However at the beginning, when the *Rutas de Mejoramiento* (EIP) were under discussion, the project was expected to accept the existing situation as the starting point. There is no evidence found in this regard but it would be appropriate to assume that student participation in these debates was limited by the conditions of student government at the time.

At the Implementation stage, student participation had a better position. Training activities of student governments are documented and students have found various learning channels and expressions of opinion, excelling in communication spaces like the PACOS. It will be important to assess the extent to which the training has exposed students to experiences/models that will serve as benchmarks to exercise a proactive capacity with more structural content. This is a capability difficult to achieve in the medium term as it requires systematic learning and mental maturity. The most important thing is to make effective opportunities available for the student to grasp benchmarks (national or international experiences on inclusive and quality education). It also requires that teachers in educational institutions are active in promoting the participation of students in various activities inside and outside the classroom. Regarding this aspect, the available evidence suggests that student participation has passed the first two ranges on the scale of participation and, in some EIs (e.g. The Chambú) it could be found in the highest ranks.

Regarding the monitoring, reporting and evaluation stage, students participate through technical committees and have also been widely consulted through surveys and monitoring visits, including this assessment. Moreover, communication activities enable children and youth to exercise their ongoing right to criticism. It is noteworthy that, in the survey conducted in relation to this external evaluation, younger students show a more critical attitude towards the type of education they receive. The question that remains is whether this attitude is an effect of the training received about their rights or the persistence of traditional situations that bother the students, or both. It is possible that the third possibility applies in view of the fact that students who were interviewed were able to identify various problems, such as that some teachers still cling to the traditional method of teaching, conflictive teacher-student or student-student relationships, lack of learning materials, various infrastructural deficiencies (classrooms, libraries, laboratories, computer equipment, etc..) and even curriculum demands that include components such as the productive dimension (e.g. business training, school greenhouses, etc.), TICs, and language (English). In this sense, it is perceived that a student is being prepared to reach the highest ranks in participation. What remains is to evaluate the extent to which EIs are open and methodologically prepared to enable more advanced forms of participation.



### 2.5.3 Alignment with Local Systems and Practices

*The NRC strategy is to align its work with local practices.*  
-- RECOMPAS Staff, Tumaco

*Awá culture has been respected. No imposition but suggestions, a consistent language, rigorous tracking, monitoring visits, confirmations of interest... Community must adapt to some projects, but in this case the project adapted to our needs.*  
-- UNIPA Coordinators, Ricaurte

Schools have been the focus of the project activity by way of technical and financial support to improvement plans. As these plans were designed by the educational communities, the risk of conflict with local systems and practices was minimized. The project challenges traditional systems and practices opposed to inclusion and quality education but how to deal with the problems has been the product of an analysis and goal setting done with educational communities.

In the indigenous and Afro-Colombian communities, the participatory methodology of the project has been well understood. In these villages, a sense of community is a prominent feature of their culture. Even critical issues, like the gender equality approach, have come to gain wide acceptance.

None of the testimony or documentary evidence collected shows conflicts between the project and local systems and practices. In its implementation, the project appears aligned to national policies that, among other things, have been honed through lessons learned.

### 2.5.4 Harmonization/Coordination between CIDA and Implementing Organizations

*The relationship with CIDA has been interesting because it is a demanding agency with many programmatic tools ... All this has meant an interesting learning experience with a positive impact for the NRC.*  
-- NRC Country Representative, Bogotá

The administration of PAC requires coordinating efforts between CIDA and the two implementing agencies, NRC and SC. These agencies coordinate actions between them and also with their respective teams. The project has Agency Specific Operational Teams in Pasto (SC and NRC) and Tumaco (NRC), Agency Specific Teams in Bogota (NRC and SC), and an Agency Specific Team in Toronto (SC).<sup>49</sup> During the first months of implementation, there were problems of coordination between the two implementing agencies that originated in project design flaws. The Baastel Mission was helpful in correcting these problems. This was based on respecting the forms of action of each agency and its internal procedures. The last, in turn, was reflected in the separation of tasks that PMF shows and the separation of budgets:

*Now individual budgets are kept and the consolidation is now performed by SC (sic). This has reduced areas of conflict and provided better overall information for project management. Separation of the task between agencies has better enabled each to focus on their areas of specialty. Lines of communication have eased to allow a better flow of information.*  
(SC Finance Consultant, Canada)

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<sup>49</sup> See Baastel. First Mission Report, Annex A (Le Groupe-conseil baastel Itée, 2010).

According to the testimony of interviewed agency officials, coordination between CIDA and the implementing agencies is frequent, efficient, and without major conflicts. The existence of the SC project team in Toronto has contributed to more fluid communication between CIDA and the implementing agencies, this without diminishing the importance of coordination in Bogota between CIDA and the teams representing the two implementing agencies.

Moreover, the NRC and SC have their own forms of internal organization and coordination. The National Project Coordinator based in Bogotá performs the organization's functions with relative autonomy. The current National Coordinator has been an officer of SC so he is familiar with its internal procedures, an enabling factor for coordination with SC national and regional teams. The National Coordinator has delegated key functions to the SC Regional Coordinator, based in Pasto, who has direct control over the field officers and financial matters. In addition, the Project Financial Officer went to reside in Pasto both to support the Regional Coordinator and to provide close financial support to IEs. The Regional Coordinator found that levels of delegation are well defined and, therefore, do not face problems of bureaucratization.

On the NRC side, the administrative style seems to be somewhat more centralized. The home teams of NRC in Pasto and Tumaco, unlike the regional team of SC, are not focused exclusively on the PAC because they must attend to other tasks on behalf of the organization. Budget execution is more controlled from the headquarters in Bogota which requires the Regional Coordinator to consult frequently about several decisions related to the project. Some negotiations with local partners have been carried out directly from Bogota. The Regional Coordinator perceives that the lack of staff dedicated exclusively to the PAC is an important source of the problem.

Both field coordinators, who share offices in Pasto, ensure that coordination between them is also frequent and efficient.

In summary, despite CIDA's rigor in monitoring its projects, the implementing agencies perceive this to be a competent relationship without conflict. Something similar happens with the coordination between implementing agencies. As for the internal coordination between teams of each agency, a difference in administrative method is perceived. SC seems more decentralized and its operational team is entirely dedicated to the implementation of the CAP. NRC has the disadvantage that its operations team maintains a level of more dispersed and intense activity.

## **2.6 Evaluation Issues: Risk Management**

The project design included a Risks and Mitigation Matrix that identified five general risks, grouped into three categories: financial, operational and development. For each risk, mitigation actions were anticipated. Later events made evident the usefulness of this planning exercise, for instance, the measures put into effect in anticipation of the risk of a partner organization's poor financial performance: (i) monitoring and ongoing support of the local project team and financial reporting, (ii) technical assistance to strengthen the administrative area of the partner organizations, and (iii) the transfer of the Financial Assistant to Pasto. Faced with the danger of a field team dropout and the hiring of new people, it was planned to build capacity in all members of the team and to document thoroughly the different processes. Faced with the possibility of the Awá community's resistance to the gender strategy, it was proposed to build a joint strategy based on the Awá worldview. All these show that project strategies have an understanding of risk at their core.

However, of the consulted agency staff few (two) showed accurate knowledge on this subject. This finding leaves the impression of a zero or low transmission/discussion of information at different levels

because of a non-systematic use of the risk matrix. At certain execution stages this non-systematic use may bring problems. An example identified by one of the respondents was the lack of budgetary provision to meet the need of some means of sea and river transport (motorized boat) and the high costs of various field operations in the Pacific Region (Tumaco). It is well known fact that the harsh social-geographic conditions of this region posed particular financial, operational and development risks.

## 2.7 Evaluation Issues: Gender Equality

2.7.1 Progress in Gender Equality Implementing the project with a gender equality approach was envisaged in the design stage but, in general, this was more rhetorical than real. The first Baastel monitoring mission (2009) provided recommendations to improve project performance and consequently SC and NRC were deeply involved in reviewing the Performance Measurement Framework.

The project hired a Gender Specialist in late 2010 with an office at the PAC's site in Pasto. The Gender officer's agenda prioritized the preparation of a gender strategy and the inclusion of gender indicators in the Performance Measurement Framework. These initial actions were in line with CIDA's policy and its three concrete objectives: (i) To advance women's equal participation with men as decision makers in shaping the sustainable development of their societies; (ii) To support women and girls in the realization of their full human rights; and (iii) To reduce gender inequalities in access to and control over the resources and benefits of development.

An examination of the Performance Measurement Framework shows that 10 of the intermediate outcome indicators and 18 of the 26 indicators of immediate results (69%) are gender-sensitive ones. It also shows that gender equality is a central concern of the PAC.

A gender section of the Y3 Annual Report informs about *great advances in the integration of the gender perspective in the project* (p.4). Among the advances is the ending of reviewing the Performance Measurement Framework to (i) incorporate gender-sensitive indicators, (ii) prepare the training of the NRC/SC field team, teachers of the schools and tutors of the FEM, and (iii) integrate questions and gender-related criteria in the data gathering tools of the qualitative monitoring (p. 2-3). The same section of the Y4 Annual Report informs (p.4) that the Gender Equality Strategy is consolidated in the 20 EIs, the FEMs and the 2 indigenous communities participating in the project. This outcome has been possible by training teaching staff; training and accompaniment of Awá teachers; and training of the SC/NRC team, representatives of the Secretariats of Education and members of the Municipal Committee for Early Childhood and Adolescence in Pasto. Training includes topics like Education based on equality, non-sexism and respect for diversity, Gender Equality Model in the School, Alternative Masculinities and Sexual Diversity in Schools.

Some quantitative results gave a good idea of the important participation of females as students and teachers: 58% of the FEM's total accumulated registration; females show a higher FEM's total accumulated retention rate (79% vs. 76% for male)<sup>50</sup>; 48% of the students actively participating in spaces that promote cultures of peace and improvement of the quality of education; 65% of the FEM trained teachers and; 59% of EI trained teachers.

In general, the available information indicates a good implementation of the gender strategy. However, some resistance to the gender equality approach was reported among the different participants. In the Awá community, this resistance was later transformed into enthusiasm and unusual interest. In the Afro-Colombian community, success was lower due to budget problems that hampered the task of preparing culturally appropriate content. Among teachers, training led to the introduction of classroom projects

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<sup>50</sup> These percentages have increased to 90% for female and 85% for male students during the year 4 (2011-2012).

(also complementary participatory activities like the Golombiao game) and learning materials. Qualitative monitoring shows significant progress in student behavior (decrease of discriminatory treatment towards girls, less use of sexist language, knowledge of rights, etc.) though significant challenges still prevail in order to achieve more critical acceptance of the defense of gender-related rights and the interpretation of gender roles at home and community.

In summary, project's gender sensitive indicators enable the observation of areas of critical inequality between women and men, and therefore to discuss and implement actions to resolve them. In turn this ensures that project's results become consistent with the objectives of CIDA. Notwithstanding some flaws seems to be at play: (i) the design of the project endorses gender equality approach though its actual practice did not begin until mid-2010 with the hiring of the gender specialist and the initiation of the implementation of a gender strategy. Apparently there was a flaw in the budgeting of this strategy as evidenced by the case of implementation among the Afro-Colombian community. The project field staff lacked sufficient knowledge on gender, which it subsequently tried to fix with the training received in the fourth year of the project.

### **2.7.3 Recommendations for a Similar Future Initiative**

*See Section 4.5, Recommendation 7.*

## **3. Conclusions**

The conclusions are structured by the evaluation issues (evaluation criteria).<sup>51</sup> In each case, the conclusions flow from the findings derived from the corresponding evaluation questions which, for ready reference, are identified in footnotes.

### **3.1 Conclusion 1: Achievement of Expected Outcomes<sup>52</sup>**

In general the Project is achieving expected outcomes in an effective way, especially when considering its complexity and the adverse contextual conditions for implementation. Almost all of the targets established in the PMF have been met, while other targets show progress towards this same end.

The final outcome of the project is that the education system works efficiently for inclusive and quality education, implying the offer of educational opportunities (via FEMs) to children and young people outside the school system. The biggest problem to attain this outcome is that EIs show insufficient commitment to take responsibility for the implementation of FEMs. This problem is mainly perceived as due to the insufficient budget to cover the costs of these models which are usually higher than the conventional school model. Moreover, Colombia has a policy framework that facilitates partial or complete replication of inclusive and quality education approach. However, this is not enough because there is always a risk that the government changes its priorities for implementation.

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<sup>51</sup> The evaluation criteria (issues) are identified in the Terms of Reference. These form the fundamental structure in the "Evaluation Design Matrix" (Annex A) of the approved Deliverable 1, Methodology and Work Plan.

<sup>52</sup> Q1.1 To what extent has the project achieved the expected outcomes (intermediate, immediate) as indicated in the PMF?

Q1.2 What is the progress towards the ultimate outcome?

Q1.3 What has been the challenges regarding the achievement of expected immediate and intermediate outcomes, taking into account the changes that occurred in the PMF, and how were these addressed?

Q1.6 What impact did the support provided to communities, adults and parents have on the right of children to access quality education and participation.

One of the most difficult targets to reach is the one to reduce dropout rates. The project has created conditions to attract and retain children and young people in educational programs but the context of violence and poverty hinders this effort. EIs have a responsibility to investigate the immediate causes of dropout and conduct proactive testing to get students back to school. Yet this is a task resisted by institutions, in part because it involves difficulty and risks. Institutions may need technical and financial support to accomplish this task with better results.

Another difficult target was the improvement of the average results in the national standardized test (SABER exams) for females and males students (an indicator of the increased quality, relevance and inclusion of the project's public schools). Among 20 schools taking the test, 17 increased their previous achievement. Twelve schools reached the target of the project (three points above the baseline for male and female students for 5<sup>th</sup>, 9<sup>th</sup> and 11<sup>th</sup> grades), and 11 schools increased their ranking provided by ICFES.

The project has made important efforts to open new participation spaces that support the rights of children and youth to inclusive and quality education. These efforts have been rewarded in several ways: the most important are the increased awareness among children and youth about their rights, the improvement in students' responsibility toward school, and the change in the parents' behavior regarding their responsibilities for their daughters and sons at school.

The achievement of the expected intermediate and immediate outcomes has required the facing of challenges that informants identified according to their own experiences. The context of poverty and social conflict, the high mobility of teachers, prejudices against the displaced population, cultural conflict, the discrepancy between the increasing demand for service and insufficient resources perceived by the EI and school principals' and teachers' resistance to innovations are the most important challenges that interviewees identified.

### **3.2 Conclusion 2: Demonstration of Efficiency and Cost-Efficiency<sup>53</sup>**

The lines of evidence indicate a positive balance of benefits versus costs. Implementation capacity has been acceptable. A little over half of the project funds were invested through contribution agreements with local partners. This amount could be reduced or distributed differently internally if it were not for the need to support the EIs with some investment in communications equipment and materials. Negotiations in this area led to some tensions because the project's investment policy prioritized processes rather than physical infrastructure or consumables.

All alternatives mentioned by respondents for a more efficient cost-benefit relation of a future similar initiative involve risks that require compensatory measures. The most plausible seems to be searching for further rationalization in the support given to the EIs, including a conditionality to assure a greater commitment to the implementation of FEMs, and also an arrangement that enables increased involvement of the national and regional educational authorities in conducting the project.

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<sup>53</sup> Q2.1 Based on comparisons with relevant benchmarks and taking into account results achieved, what is the cost-results relationship?

Q2.2 How could a future initiative be more cost-effective?

Q2.3 How is the project consistent and coordinated with the efforts of other organizations and donors addressing the same needs in the department of Nariño? To what extent have partnerships with these organizations helped to reduce costs for related activities (e.g. such as flexible models and nutrition support)?

The project coordinated actions on the ground with other cooperating agencies but did so with the intention of extending its activities beyond its own population or to serve children and youths in emergency situations rather than saving resources.

### **3.3 Conclusion 3: Relevance, the Project Addresses Priority Needs** <sup>54</sup>

The project is responding, by definition and action, to the most important educational needs of Nariño. Inclusion and quality education are fundamental national project priorities that are also found in the agendas of CIDA and the implementing agencies. The project supported the Government of Nariño to align the particular education needs of the region to the aforementioned national priorities. This was possible because the goals and operational details of the project were enriched by the wide participation of local education authorities and communities selected. Participation legitimized the project before the Municipal Government.

Moreover, the evidence indicates that the project has become widely perceived as relevant by the various stakeholders.

Exclusion particularly affects the most vulnerable children and young people of Nariño. So the project was oriented from the beginning to try to address the most important educational needs of this population. Moreover, the methodology requires flexible educational models which begin by identifying the key problems of the target population. This identification is supported by the educational community. In the end, one has a detailed diagnosis of the social and psychological situation of each child or youth, leading to the design of an individualized learning strategy for virtually every case. The project has achieved its goals of coverage of the target population but it is unknown how much of the potential population has remained without being supported. The De-schooling population census will be a valuable tool for this purpose. Furthermore, there is evidence that the project is progressing acceptably in its goals of achieving official recognition for all FEM supported by the project and retention of the population served.

### **3.4 Conclusion 4: Sustainability** <sup>55</sup>

The project has performed at various levels to strengthen institutional capacities and this was widely recognized by interviewees. However, EIs and some municipalities still hesitate about possibly taking responsibility for the implementation of the FEMs.

Inclusive and quality education at the national and regional level is an encouraging achievement. The approach to inclusive quality education is now well positioned. However, more work is still needed to build sustainability from below. This means a job for communities to take ownership of the right to inclusive and quality education. This will put them in a better position to demand that the education authorities, legislators and political leaders create the technical and budgetary conditions needed to develop this type of education. The lack of this demand from below facilitates the budget devoted to education suffering drastic cuts as a result of economic crises or changes in priorities. It also exposes the

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<sup>54</sup> Q3.1 To what extent does the work on the quality and access components of the Norwegian Refugee Council and Save the Children respond to the most important needs in the field of education in the Department of Nariño?

Q3.2 How does the program/project respond to the needs of the most vulnerable children and youth in Nariño?

<sup>55</sup> Q4.1 At the subproject level, will the local ownership, the capacities developed and the resources and sustainability strategies be sufficient to maintain results and continuity of activities?

Q4.2 Are policies at the national, departmental and municipal level conducive to maintenance of results and continuity of efforts towards better access for children and youth to quality education and participation?

Q4.3 Have institutional capacities been sufficiently developed to ensure maintenance of results and continuity of efforts?

Q4.4 For a future similar initiative, what are recommendations for enhanced sustainability of results?

budgets allocated to misuse, for instance, by expanding current expenditures at the expense of investment, or investing more in infrastructure than in pedagogical processes (teacher training, pedagogical materials, etc.) without the mediation of appropriate technical justification. In this sense it is to recognize the importance of the advocacy campaign with candidates to municipal and departmental authorities that took place in 2011.

### **3.5 Conclusion 5: Ownership, Alignment, Harmonization<sup>56</sup>**

Institutions and individuals are committed to actions that indicate a growing level of proactivity. Project support to institutional improvement plans and promoting student participation are certainly factors that have encouraged proactivity. Some of these initiatives are aimed at curriculum reform and institutional partnerships with a potential for strengthening the approach to inclusive and quality education.

Student participation, broadly similar between boys and girls, is also expanding the expression of ideas and the students are gradually becoming major actors in the decision making. Students show critical capacity. It remains a challenge to assess the extent to which educational institutions are methodologically prepared to advance superior levels of participation.

Evidence shows alignment of the project with local policies and practices. This result is probably linked to the facts (i) that the project was born from the decision to implement the national policy of inclusive and quality education and (ii) the project promoted stakeholders' participation during the stage of its operational design.

Testimonial evidence indicates that coordination between CIDA and the implementing agencies is fluid and without major problems. Coordination between the latter is perceived as acceptable although the question persists as to whether the best way to integrate the work of both agencies is by using the figure of a national coordinator or, instead, a management committee. One factor that can complicate this is a difference in the management style of the agencies. The NRC seems more centralized, perhaps because the alternating field teams work between the project and other projects of the agency. SC has a field team entirely dedicated to the project and has achieved much fluidity between different levels of decision.

### **3.6 Conclusion 6: Risk Management<sup>57</sup>**

The project uses a mechanism to identify risks and their mitigation. This mechanism has been tested during the implementation of the project. While there is an understanding of risk at the core of each project strategy, it seems most project officers do not make a systematic use of the risk matrix. As a result some fieldwork activities could be affected by not enough budgetary and risk anticipation.

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<sup>56</sup> Q5.1 Are primary stakeholders fully committed and supportive of the development intervention and do they have the appropriate authority and tools to make decisions and take action?

Q5.2 Based on the "Monitoring Child Participation in a Project Cycle" tool, describe the level of participation of children and youth in the project. Was it sufficient? And can it be maintained?

Q5.3 Does the project align with local systems and practices?

Q5.4 Was there coordination between donor organizations and implementing organizations to simplify procedures and to share information in order to avoid duplication?

<sup>57</sup> Q6.1 Were effective and efficient systems in place and properly used to identify and manage risks, including risks mitigation?

## 3.7 Conclusion 7: Gender Equality<sup>58</sup>

Overall the project has aimed its actions in alignment with the three objectives related to gender equality of CIDA. Results have been culturally and socially important considering the type of people (most at risk of exclusion) with which it has worked, although its practice was not observable until the second half of the project.

Working with the Awá and Afro-Colombian communities leaves important lessons on how to introduce the vision of gender equality in a specific cultural context. Of particular importance is the ability to argue that better treatment of women and respect for their human rights have a positive impact on the physical and cultural survival of the community. So instead of interpreting gender equality as a value alien to indigenous or Afro-Colombian cultures it should be considered as an alternative that promotes cultural revival since it dignifies women, the other half, invisible and limited in their rights.

## 4. Recommendations

### 4.1 Recommendations regarding Achievement of Expected Outcomes

**Recommendation 1.** Although NRC's FEM retention rate is higher than the national FEM's, it remains difficult to meet the project's target on this concern. CIDA, in collaboration with SC and NRC, will be an important organization (i) for special actions to promote high-level discussions on the subject, and (ii) for supporting the study on methodologies to be used by EIs and Municipal Quality and Relevance Circles for the investigation of causes of school and FEM dropout and its solutions.

**Recommendation 2.** Colombia's achievements in legislation for inclusive and quality education should be maintained, improved, expanded, and evaluated within the Latin American regional and national contexts. This legislation is intellectual wealth, providing a potential for human development in Colombia and a contribution to other Latin American countries. CIDA might consider supporting initiatives that highlight the value of these policies to serve as an incentive to their implementation.

**Recommendation 3.** *(Related to Section 2.1.4, Better expected outcomes: Recommendations for a future similar initiative).*

The different recommendations for a future initiative are grouped into three categories: (i) Project design, (ii) Enrichment of inclusive and quality education models (FEM and IEM), and (iii) EIs' demands for infrastructure improvement.

#### Project design

- Consider a component to improve the conditions for access of the out-of-school population. The component may include studies to identify efficient lower-cost FEM alternatives, special incentives to educational institutions that implement FEMs, advocacy activities aimed at obtaining increased budgetary support for the attention of the out-of-school population, continuation of the De-schooling Population Census, more approaches to and work with the MoE and the SE.
- Integrate the FEM in an operational manner with the EI: The project will need to pilot and promote administrative systems for the FEM that allow mainstreaming of schools to operate flexible models with their own staff (Y4 Annual Report, page 37). This is a challenge that PAC is facing during Year 5. A new initiative should depart from a previous agreement with the beneficiary EIs on this matter.
- Pay more attention to the design of the monitoring system. If this system will imply participation from different stakeholders to collect information and as a control and fine-tuning tool, simplicity and

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<sup>58</sup> Q7.1 How has the project achieved results regarding gender equality?

Q7.2 What have been the challenges regarding achievement of gender equality results within the project, particularly with indigenous communities, and how were they addressed?



pragmatism have to be important features. Problems in collecting information have to be anticipated to negotiate the appropriate agreements. Indicators and measures should be easily understood. Information feeding and displaying routines must be user-friendly.

- Anticipate the role of the SEs in the different processes to have the pertinent agreements on time. Important areas for SEs' action are the monitoring and accompaniment of the EIs and the evaluation of curricula and adjusted pedagogic material. Monitoring activity could be effective to diminish school staff resistance to innovations. A similar recommendation applies to departmental and municipal governments whose development plans are the integrating axes for mutual commitment to participation.
- Refine the coordinating capacities of the implementing agencies, particularly regarding fieldwork. However, their high level executives are the starting point. An aspect to explore is the exchange of experiences in decentralization. Field teams with unequal authority to take decisions or at different levels regarding their duties will be in a more difficult position for coordination.

#### Enrichment of the inclusive and quality education models

- Advance to more areas of inclusion. Inclusion also means attention to persons with disabilities, first infancy, children care in supporting teenager mothers, family participation and the use of school time.
- Curricular processes will need review and reinforcement. This will require harmonization with and integration into the Plans of the EIs.
- Integrate into the curricula the productive component. FEMs or IEMs that integrate productive components are already a part of the offer in several EIs. This offer captures the attention of young students who consider it as a way to deal with the open or subtle pressures for contributing to the household budget. Those participating in such activities expressed satisfaction and hope, although some called for improvement in the offer such as tools or installations. A widespread demand for the productive component was perceived from different audiences that have been consulted.
- Further strengthen teacher training to promote a more active, productive role for teachers (e.g. writing pedagogical guides and other learning material, systematization of experiences).
- Further strengthen teacher training to promote a more active, productive role for teachers. In the opinion of departmental public university operators and consultants, this productive role is perceived as decisive to guarantee a high quality replication of these education models.
- Help MoE to improve its own FEMs. For instance, La Escuela Nueva (The New School) has interesting advantages in flexibility but outdated modules, untrained and highly mobile teachers. For the benefit of inclusive and quality education these FEMs could be integrated into the menu of a future initiative as pilot experiences for improving the system.

#### EIs' demands for infrastructure improvement.

- Include an aggressive component on public incidence to (i) guarantee the existence of an educative attention fund to populations in extreme vulnerability conditions, and (ii) help the participant EIs to mobilize national and local resources to solve their increasing infrastructure needs.

## **4.2 Recommendations regarding efficiency and cost effectiveness**

**Recommendation 4.** In the implementation of a similar future initiative CIDA should consider a progressive involvement of the educational authorities while the role of NRC and SC evolves to focus on technical advice, advocacy and monitoring.

### **4.3 Recommendation regarding Relevance.**

**Recommendation 5.** Given the importance of having more and better statistical information on the out-of-school population, CIDA should consider supporting the Ministry of Education in this task, either as a part of the future initiative that is under discussion or directly.

### **4.4 Recommendation regarding Sustainability**

**Recommendation 6.** (*Related to Section 2.4.3*).

- Greater advocacy effort to achieve financial support especially for the FEMs and, in general, the entire process of inclusion and quality of education. It should set goals related to the financing of inclusive and quality education. This process will imply advocacy with national actors at the three political levels since it relates to national budgetary policies.
- Strengthening the capacities of local institutions, community organizations, CSOs and grassroots organizations. The PAC was successful in strengthening institutions at this level. It is possible that these efforts, although important, may have been insufficient to ensure the self-sustainability of long-term processes. In a new initiative, this component should give its greatest attention to building sustainability.
- Continuity of the student participatory approach with a more determined purpose of increasing their awareness of rights to quality education. Promoting student involvement has also been a success and a hallmark of the PAC. It also needs continuity for students to become a more powerful force for their rights.
- Activities for exchanging information and experiences on inclusion and quality education with the purpose of replication. This component should occupy a more prominent place in the new initiative because the accumulation of experiences in PAC is a wealth of material to share with other educational communities throughout the country and Latin America. The exchange can easily multiply the treasure itself and become one of the best resources for sustainability.

## 4.5 Recommendation regarding Gender Equality

**Recommendation 7.** *(Related to Section 2.7.3).*

CIDA might support the systematization of the project's gender strategy, particularly the experience with the Awá and Afro-Colombian communities, which may be published with the accompanying learning materials that have been produced. In the design of a similar future initiative CIDA might also consider (i) Closer attention to project alignment with CIDA's policy objectives since the design stage; (ii) Support from past experiences is important especially in indigenous communities. It should work from their cosmology and objectives of survival as a people; (iii) Coverage to train teachers needs to be enlarged with the goal of training them all; and (iv) The management of risk (security) situations should be incorporated for consultants and officials involved in the implementation of the strategy, especially in the case of indigenous communities.

**Recommendation 8.** In the search for answers to problems such as school dropouts and the level of school performance of children and youth, CIDA could support exploratory studies on the role of the family in the educational process with a gender perspective.

## 5. Lessons Learned

- The project shows that it is possible to achieve that children and young people affected by violence, social exclusion, and poverty have access to inclusive quality education even in difficult circumstances such as those found in the department of Nariño. But this requires sufficient monetary resources, political support and institutional participation of the various stakeholders, and a management and implementing team with sufficient technical capacity and commitment to the defense of children and youth to education.
- The easy way to get the support of educational institutions has been the funding to improve their physical condition. However, this should not replace the need to negotiate strategies toward inclusion and improving the quality of education in schools. This is really the fundamental mission of a project focused on the protection of rights of children and youth for a quality education.
- Participation has proven to be an ideal tool to ensure that a project meets the priority needs of the target population. Hence, although sufficient technical expertise is displayed in the initial design, a project is better positioned for effective attention to priorities after passing the filter of wide consultation with the different stakeholders, particularly the target population.
- Participation is also important in building foundations for sustainability, provided that participation empowers key stakeholders to pressure from below (learning communities) and to be flexible and responsive to these pressures from above (educational authorities and policy makers).
- The gender equality approach meets resistance in different cultural contexts. This resistance can be lessened with proper knowledge and respect of each culture in dialogue processes designed to discover the relevance that the approach may have for cultural survival. Each project must provide sufficient resources to enable research and materials which form the basis for these discussions.

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## Annexes

### Annex 1 List of Interviewed Persons and Groups

Key informants included representatives of executing agencies, strategic partners and implementing agencies, as well as some consultants.

From the 30 planned interviews, 26 were successfully undertaken. Numbers 9, 13, 15 and 29 could not be interviewed.

#### Key Informant Interviews (KII)

According to the Work Plan		Fieldwork outcome	
LOCATION	ORGANIZATION AND CONTACT	Yes	
Canada (3)	Save the Children (Toronto)		
	1. Technical Advisor	✓	1
	2. Financial Advisor	✓	2
Bogotá (7)	3. Deputy Director of Programs	✓	3
	Save the Children		
	4. Coordinador de Educación	✓	4
	5. Gerente de Programas	✓	5
	6. CINDE (Consultoría). Coordinador de Proyecto (Medellín) [Por Skype]	✓	6
	Universidad de los Andes		
	7. Aulas en Paz. Consultoria. Coordinador	✓	7
	Consejo Noruego de Refugiados.		
	8. Director de País	✓	8
	Universidad Nacional Abierta y a Distancia		
9. Vice-Rector (actual)			
10. Vicerrectora Saliente	✓	9	
Tumaco (6)	Copartes Save the Children		
	11. Institución Educativa Iberia. Coordinador	✓	10
	12. Institución Educativa Ciudadela Mixta. Coordinador	✓	11
	Consejo Noruego de Refugiados		
	<u>Socios en la Implementación</u>		
	13. Universidad Nacional Abierta y a Distancia. [Programa de Licenciatura de docentes]		
	14. RECOMPAS	✓	12
15. Universidad del Cauca [Teléfono]			
16. Corporación Infancia y Desarrollo (CID)	✓	13	
Ricaurte (2)	Indigenous Organizations. Coordinators		
	17. CAMAWARI (Indigenous organization representing the Awá) (1)	✓	14
	18. United Indigenous Awa People's Organization (UNIPA) (1)	✓	15
Samaniego (0)			
Policarpa (0)			
Pasto (12)	Save the Children		
	19. Coordinador	✓	16
	20. Especialista en Género	✓	17
	Universidad Nacional Abierta y a Distancia		
21. Programa Educación Integral de Adultos	✓	18	

	Save the Children Consultorías		
	22. Universidad Mariana. Decana	✓	19
	23. Expresión Viva. Coordinador de Proyecto	✓	20
	24. Urdimbre. Coordinador	✓	21
	25. Universidad Mariana. Coordinador	✓	22
	26. ALCANDRES. Coordinador	✓	23
	27. IPC. Coordinador General	✓	24
	28. Universidad Nariño. Coordinador de Proyecto	✓	25
	29. OPS/Pacos. Professional		
<b>CIDA</b>	30. Colombia Program	✓	26
<b>TOTAL</b>	<b>30</b>	<b>26</b>	

### 6.1.2 Group Interviews and Focus Groups

Group interviews and focus groups were directed at staff of the executing agencies, strategic partners, implementing partners, consultants and direct beneficiaries.

In accordance with standard practice, the group interviews were defined as having from 2-3 participants and focus groups from 4 to a maximum of 12 participants. Both types were planned on the basis of the following two profiles regarding SC-NRC as well as other documents:

- *Perfil de Copartes Proyecto Aprendiendo Crecemos – Save the Children Nariño / Colombia;*
- *Proyecto Aprendiendo Crecemos. Perfil de Copartes / Alianzas – Consejo Noruego para Refugiados.*

**Number.** Fourteen group interviews (14) and thirty-four (34) focus groups were planned to be executed in Bogotá and in five municipalities of Nariño: Tumaco, Ricaurte, Samaniego, Policarpa and Pasto, as detailed in the table below. During fieldwork it was discovered that interviews T13 repeated interview T11, T15 repeated T8, and Pa11 repeated key informant interview No. 13 in the list above. These brought down the real numbers of group interviews and focus group to **13** and 32, respectively. From these, all the group interviews and **31** focus groups took place without problems. A total of **330** persons were interviewed.

Location	Group Interviews	Focus Groups
Bogotá	B1	B2, B3
Tumaco	T1, T4, T5, T6	T2, T3, T7, T8, T9, T10, T11, T12, T13, T14, T15, T16, T17, T18
Ricaurte	R1, R2, R3, R4, R5	R6, R7
Samaniego		S1, S2
Policarpa		Po1, Po2, Po3, Po4, Po5
Pasto	Pa8, Pa9, Pa11, Pa13	Pa1, Pa2, Pa3, Pa4, Pa5, Pa6, Pa7, Pa10, Pa12
<b>Total</b>	<b>14 (13)</b>	<b>34 (32)</b>

**Duration.** Group interviews were expected to require up to 90 minutes and focus groups up to 90 (on average 60-90). The duration of most of these tasks occurred as planned.

**Selection.** All participants in **group interviews** were selected on a census basis. **Focus group** participants were selected on a census basis when the total number of candidates for a group was 12 or less. When the total number of candidates for a given focus group was greater than 12, the selection was made randomly from the lists of potential candidates, using the *Excel Random Sampler*. This approach was chosen to avoid selection bias, which could occur through “cherry-picking” of star candidates. Under the sampling process, the lists were ordered in random sample sequence and invitations to attend were issued in sequence from the highest ranking (#1) to the lowest ranking candidate until the quota for a focus group had been reached.

The planned group interviews and focus groups are presented in geographic order by the cities in which they were planned to be executed: Bogotá (B), Tumaco (T), Ricaurte (R), Samaniego (S), Policarpa (Po) and Pasto (Pa).

#### **Bogotá**

B1 NRC (Bogotá Team with the exception of the Country Director who is in the Key informant interviews list)

Number of expected participants: Three (3)

Selection method: Census

Participants:

- ✓ Gerente Programa de Educación (1)
- ✓ Oficial Nacional de Educación (1)
- ✓ Gerente Administrativo Financiero (1)
  
- ✓ Interview date: June 1. Number of interviewed participants: 3

#### B2 Ministerio de Educación Nacional

Number of expected participants: 6

Selection method: Census

Participants:

- ✓ Viceministro (1)
- ✓ Jefe, Oficina de Cooperación Internacional (1)
- ✓ Dirección de Cobertura (1)
- ✓ Dirección de Calidad (1)
- ✓ Subdirectora de Permanencia (1)
- ✓ Coordinadora modelos flexibles (1)
  
- ✓ Interview date: May 31. Number of interviewed participants: 3

#### B3 Consejo Noruego para Refugiados. Observatorio para la Paz

Number of expected participants: Maximum 12

Selection method: Census\* and sampling

Participants:

- Directora\* (1)
- Coordinadores pedagógicos (2-11)
  
- ✓ Interview date: May 31. Number of interviewed participants: 1. The *Coordinadores pedagógicos* did not attend the meeting.

### **Tumaco**

#### T1 Consejo Noruego de Refugiados. Oficina Tumaco

Number of expected participants: 2

Selection method: Census

Source of candidates for participation:

- Coordinador de Oficina (1);
- Oficial de Campo. (1)
  
- ✓ Interview date: June 02. Number of interviewed participants: 2

#### T2 Secretaría de Educación. Tumaco

Number of expected participants: 4

Selection method: Census

Source of candidates for participation:

- Secretario de Educación (1);
- Directora de Cobertura; (1)
- Director de Calidad (1);
- Supervisor de Modelos Flexibles (1).
  
- ✓ Interview date: June 05. Number of interviewed participants: 4



### T3 Consejo Noruego de Refugiados. Education Programs. Leaders

Number of expected participants: Maximum 12

Selection method: Sampling

Source of candidates for participation:

Universidad Nacional Abierta y a Distancia (UNAD)

- Bachillerato Pacicultur (2)
- Educación Integral de Adultos (1)
- Etnobachillerato (1)
- Licenciatura en Etnoeducación. Coordinador (1)
- Etnoalfabetización (1)

Red de Consejos Comunitarios del Pacífico Sur (RECOMPAS)

- Alfabetización (3)
- Etnobachillerato (3)

✓ Interview date: June 4. Number of interviewed participants: 13

### T4 Consejo Noruego de Refugiados. Aliados Estratégicos. Instituciones Educativas

Number of expected participants: 3

Selection method: Census

Source of candidates for participation:

- Institución Educativa: Liceo San Luis Robles
  - Rector (1);
  - Coordinador académico (1);
  - Coordinador proyecto Etno-Bachillerato (1)

✓ Interview date: June 4. Number of interviewed participants: 3

### T5 Consejo Noruego de Refugiados. Aliados Estratégicos. Instituciones Educativas

Number of expected participants: 3

Selection method: Census\* and sampling

Source of candidates for participation:

Institución Educativa Ciudadela Mixta

- Rector\* (1);
- Tutor proyecto: Bachillerato Pacicultor (1);
- Coordinador proyecto Educación Integral de Adultos (1)

✓ Interview date: June 4. Number of interviewed participants: 2

### T6 Consejo Noruego de Refugiados. Aliados Estratégicos. Instituciones Educativas

Number of expected participants: 3

Selection method: Sampling

Source of candidates for participation:

- Institución Educativa: Iberia (3)

✓ Interview date: June 4. Number of interviewed participants: 3

### T7 Consejo Noruego de Refugiados. RECOMPAS. Directivos

Number of expected participants: 6

Selection method: Census\* and sampling

Source of candidates for participation:

Presidente\* (1);  
Coordinadores (2);  
Tutores (3).

✓ Interview date: June 4. Number of interviewed participants: 4

#### T8 Consejo Noruego de Refugiados. RECOMPAS. Jóvenes

Number of expected participants: Maximum 12

Selection method: Sampling

Source of candidates for participation:

Red de Consejos Comunitarios del Pacífico Sur (RECOMPAS)<sup>59</sup>

- Consejo Comunitario de las Varas. Cohorte de 2009 (2)
- Consejo Comunitario de Tablón Dulce. Cohorte de 2009 (2)
- Consejo Comunitario de Tablón Salado. Cohorte de 2009 (2)
- Consejo Comunitario de Chaui. Cohorte de 2011 (2)
- Consejo Comunitario de Chajal. Cohorte de 2011 (2)
- Consejo Comunitario de Mexicano. Cohorte de 2011 (2)

✓ Interview date: June 3. Number of participants: 11

#### T9 Consejo Noruego de Refugiados. Corporación Infancia y Desarrollo e Instituciones Educativas. Círculos de Aprendizaje, Círculo me Acompaña

Number of expected participants: 8

Selection method: Census\* and sampling

Participants:

Corporación Infancia y Desarrollo

- Directora\* (1);
- Coordinadora de Proyecto\* (1);

Institución Educativa Iberia

- Rector\* (1);
- Coordinador académico\* (1);
- Tutor del Proyecto *Círculos de Aprendizaje* (1);

Institución Educativa Tumaco

- Rector\* (1);
- Tutor proyecto *Grupos Juveniles Creativos* (1);
- Tutor proyecto *Círculos de Aprendizaje* (1).

✓ Interview date: June 5. Number of interviewed participants: 6

#### T10 Consejo Noruego de Refugiados. Diploma Holders (Diplomados)

Number of expected participants: 3 to maximum 12

Selection method: TBD (depending on the number of available participants)

Source of candidates for participation:

Observatorio de la Paz (TBD: 3-12)

✓ Interview date: June 5. Number of Interviewed participants: 7

#### T11 Consejo Noruego de Refugiados. Youth who completed the Bachillerato Pacicultor

Number of expected participants: 12

Selection method: Sampling

Source of candidates for participation:

Observatorio de Paz (12)

✓ Interview date: June 3. Number of interviewed participants: 13

#### T12 Consejo Noruego de Refugiados. Youth who did not complete the Bachillerato Pacicultor

Number of expected participants: 12

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<sup>59</sup> Participantes de Varas cuestan cerca de 10 dólares por cada persona invitada (Transporte y comida). Los demás cuestan 30 dólares /persona (Transporte y comida).

Selection method: Sampling

Source of candidates for participation:  
Observatorio de Paz (12)

- ✓ Interview date: June 3. Number of interviewed participants: 7

T13 Consejo Noruego de Refugiados. Institución Educativa Ciudadela Mixta. Estudiantes

Number of expected participants: 10-12

Selection method: Sampling

Source of candidates for participation:  
Bachillerato Pacicultor (5-6);  
Educación Integral de Adultos (5-6);

T13 repeated T11 as explained by NRC officers in Tumaco.

T14 Consejo Noruego de Refugiados. Educación Integral de Adultos. Estudiantes

Number of expected participants: 5-12

Selection method: Sampling

Source of candidates for participation:  
Estudiantes (5-12).

- ✓ Interview date: June 3. Number of interviewed participants: 11

T15 Consejo Noruego de Refugiados. Etno-Bachillerato. Estudiantes

Number of expected participants: 5-12

Selection method: Sampling

Source of candidates for participation:  
Estudiantes (5-12).

T15 repeated T8, as explained by NRC officers in Tumaco.

T16 Consejo Noruego de Refugiados. Círculos de Aprendizaje. Estudiantes y Representantes de las Familias

Number of expected participants: 10

Selection method: Sampling

Source of candidates for participation:  
Niños/as (5);  
Representantes de las familias (5).

- ✓ Interview date: June 2. Number of interviewed participants: 7

T17 Copartes Save the Children. Líderes por Componentes

Number of expected participants: Five (5)

Selection method: Census

Source of candidates for participation:  
Institución Educativa Iberia (5)

- ✓ Interview date: June 6. Number of interviewed participants: 6

T18 Copartes Save the Children. Líderes por Componentes

Number of expected participants: Four (4)

Selection method: Census

Source of candidates for participation:  
Institución Educativa Ciudadela Mixta (4)

- ✓ Interview date: June 6. Number of interviewed participants: 6

### ***Ricaurte***

#### **R1 Copartes Save the Children. Docentes Camawari**

Number of expected participants: 3

Selection method: Sampling

Source of candidates for participation:

CAMAWARI (Indigenous organization representing the Awá) (3)

✓ Interview date: June 7. Number of interviewed participants: 9

#### **R2 Copartes Save the Children. Docentes UNIPA**

Number of expected participants: 3

Selection method: Sampling

Source of candidates for participation:

United Indigenous Awá People's Organization (UNIPA) (3)

✓ Interview date: June 15 (Pasto). Number of interviewed participants: 5

#### **R3 Copartes Save the Children. Coordinadores**

Number of expected participants: 2

Selection method: Census

Source of candidates for participation:

Institución Educativa Ricaurte (1)

Institución Educativa Ospina Pérez (1)

✓ Interview date: June 8. Number of interviewed participants: 2

#### **R4 Copartes Save the Children. Docentes**

Number of expected participants: 3

Selection method: Sampling

Source of candidates for participation:

Institución Educativa Ricaurte (3)

✓ Interview date: June 8. Number of interviewed participants: 11

#### **R5 Copartes Save the Children. Docentes**

Number of expected participants: 3

Selection method: Sampling

Source of candidates for participation:

Institución Educativa Ospina Pérez (3)

✓ Interview date: June 8. Number of interviewed participants: 6

#### **R6 Copartes Save the Children. Padres de Familia (Awá people)**

Number of expected participants: Four (4)

Selection method: Sample

Source of candidates for participation:

CAMAWARI (Indigenous organization representing the Awá) (2)

United Indigenous Awá People's Organization (UNIPA) (2)

✓ Interview date: June 7. Number of interviewed participants: 8.

#### **R7 Copartes Save the Children. Padres de Familia**

Number of expected participants: Twelve (12)

Selection method: Sample

Source of candidates for participation:

- IE Ospina (6)
- IE Ricaurte (6)

This interview did not take place because nobody attended the meeting.

### ***Samaniego***

S1 Copartes Save the Children. Estudiantes

Number of expected participants: Maximum 12

Selection method: Sampling

Source of candidates for participation:

- Institución Educativa Policarpa Salavarrieta (2-3)
  - Institución Educativa Simón Bolívar (2-3)
  - Institución Educativa Simón Álvarez (2-3)
  - Institución Educativa San Martín de Pórréz (2-3)
  - Institución Educativa Motilón(2-3)
- ✓ Interview date: June 12. Number of interviewed participants: 19. Due to the high number of participants they were interviewed in two separated groups.

S2 Copartes Save the Children. Coordinadores

Number of expected participants: 5

Selection method: Census

Source of candidates for participation:

- Institución Educativa Policarpa Salavarrieta (1)
  - Institución Educativa Simón Bolívar (1)
  - Institución Educativa Simón Álvarez (1)
  - Institución Educativa San Martín de Pórréz (1)
  - Institución Educativa Motilón(1)
- ✓ Interview date: June 12. Number of interviewed participants: 16

### ***Policarpa***

Po1 Copartes Save the Children. Padres de Familia

Number of expected participants: 12

Selection method: Sampling

Source of candidates for participation:

- Institución Educativa Policarpa (3)
  - Institución Educativa El Ejido (3)
  - Institución Educativa Madrigal (3)
  - Institución Educativa Altamira (3)
- ✓ Interview date: June 12. Number of interviewed participants: 18

Po2 Consejo Noruego de Refugiados. Aliados Estratégicos. Instituciones Educativas

Number of expected participants: 9

Selection method: Sampling

Source of candidates for participation:

- Institución Educativa Policarpa (3)
- Institución Educativa Simana (3)
- Institución Educativa La Alcaldía (3)

- ✓ Interview date: June 13. Number of interviewed participants: 10

#### Po3 Consejo Noruego de Refugiados. Aliados Estratégicos. Instituciones Educativas

Number of expected participants: 9

Selection method: Sampling

Source of candidates for participation:

- Institución Educativa El Ejido (3)
- Institución Educativa Madrigal (3)
- Institución Educativa Altamira (3)

- ✓ Interview date: June 14. Number of interviewed participants: 10

#### Po4 Consejo Noruego de Refugiados. Grupos Juveniles Creativos

Number of expected participants: 6

Selection method: Sampling

Source of candidates for participation:

- Estudiantes finalizados (3);
- Estudiantes retirados (3).

- ✓ Interview date: June 14. Number of interviewed participants: 7

#### Po5 Copartes Save the Children. Coordinadores

Number of participants: Maximum 4

Selection method: Census

Source of candidates for participation:

- Institución Educativa Policarpa;
- Institución Educativa El Ejido;
- Institución Educativa Madrigal;
- Institución Educativa Altamira.

- ✓ Interview date: June 14. Number of interviewed participants: 6

### **Pasto**

#### Pa1 Secretaría de Educación de Pasto

Number of expected participants: 4

Selection method: Census

Source of candidates for participation:

- Secretario de Educación;
- Director de Cobertura;
- Director de Calidad;
- Supervisor de Modelos Flexibles

- ✓ Interview date: June 22. Number of interviewed participants: 1

#### Pa2 Secretaría de Educación de Nariño

Number of expected participants: 4

Selection method: Census

Source of candidates for participation:

- Secretario de Educación;
- Director de Cobertura;
- Director de Calidad
- Supervisor de Modelos Flexibles

- ✓ Interview date: June 22. Number of interviewed participants: 3

#### Pa3 Copartes Save the Children. Oficiales de Proyecto, Financieros

Number of expected participants: Five (5)

Selection method: Census

Source of candidates for participation:

- Save the Children. Oficiales de Proyecto (3)
- Save the Children. Financieros (2)

- ✓ Interview date: June 16. Number of interviewed participants: 3

#### Pa4 Copartes Save the Children. Líderes por Componentes

Number of expected participants: Maximum 12

Selection method: Sampling

Source of candidates for participation:

- Institución Educativa El Encano (1-2)
- Institución Educativa Francisco José de Caldas (1-2)
- Institución Educativa Ciudadela de Pasto (1-2)
- Institución Educativa Chambú (1-2)
- Institución Educativa Ciudadela de Paz (1-2)
- Institución Educativa Santa Bárbara (1-2)
- Institución Educativa La Normal (1-2)

- ✓ Interview date: June 20. Number of interviewed participants: 23.

#### Pa5 Copartes Save the Children. Instituciones Educativas. Coordinadores

Number of expected participants: 7

Selection method: Census

Source of candidates for participation:

- Institución Educativa El Encano;
- Institución Educativa Francisco José de Caldas;
- Institución Educativa Ciudadela de Pasto;
- Institución Educativa Chambú;
- Institución Educativa Ciudadela de Paz;
- Institución Educativa Santa Bárbara;
- Institución Educativa La Normal.

- ✓ Interview date: June 20. Number of interviewed participants: 8

#### Pa6 Copartes Save the Children. Estudiantes

Number of expected participants: 12

Selection method: Sampling

Source of candidates for participation:

- Institución Educativa El Encano (2)
- Institución Educativa Francisco José de Caldas (2)
- Institución Educativa Ciudadela de Pasto (2)
- Institución Educativa Chambú (2)
- Institución Educativa Ciudadela de Paz (2)
- Institución Educativa Santa Bárbara (2)

- ✓ Interview date: June 21. Number of interviewed participants: 17

#### Pa7 Copartes Save the Children. Padres de Familia

Number of expected participants: 12

Selection method: Sampling

Source of candidates for participation:

- Institución Educativa El Encano (2)
- Institución Educativa Francisco José de Caldas (2)
- Institución Educativa Ciudadela de Pasto (2)
- Institución Educativa Chambú (2)
- Institución Educativa Ciudadela de Paz (2)
- Institución Educativa Santa Bárbara (2)

✓ Interview date: June 22. Number of interviewed participants: 11

#### Pa8 Consejo Noruego de Refugiados. Universidad de Nariño. Docentes, Directivos

Number of expected participants: 3

Selection method: Sampling

Source of candidates for participation:

- Universidad de Nariño (3)

✓ Interview date: June 20. Number of interviewed participants: 2

#### Pa9 Consejo Noruego de Refugiados. Observatorio de Paz. Docentes

Number of expected participants: 3

Selection method: Sampling

Source of candidates for participation:

- Observatorio de Paz (3)

✓ Interview date: June 22, Number of interviewed participants: 6

#### Pa10 Consejo Noruego de Refugiados. Bachillerato Pacicultor y Educación Integral de Adultos. Directivos

Number of expected participants: 8

Selection method: Census\* and sampling

Source of candidates for participation:

- Universidad de Nariño
  - Rector\* (1);
  - Vicerrector\* (1);
- Institución Educativa Francisco José de Caldas
  - Rectora\* (1);
  - Tutor Proyecto Bachillerato Pacicultor (1);
  - Tutor Proyecto Educación Integral de Adultos (1)
- Institución Educativa Liceo de la Universidad de Nariño
  - Rector\* (1);
  - Coordinador Académico\* (1);
  - Tutor Proyecto Bachillerato Pacicultor (1)
- Institución Educativa Ciudadela de Paz.

✓ Interview date: June 21. Number of interviewed participants: 8

#### Pa11 Consejo Noruego de Refugiados. Universidad Nacional Abierta y a Distancia UNAD). Educación Integral de Adultos. Directivos

Number of expected participants: Maximum 3

Selection method: Census

Source of candidates for participation:

- Rector (1);
- Vicerrector (1);



- Coordinador (1).

Pa11 is the same as number 13 of the key informant interview list presented above.

Pa12 Consejo Noruego de Refugiados. Universidad Nacional Abierta y a Distancia UNAD). Educación Integral de Adultos. Estudiantes

Number of expected participants: Maximum 12

Selection method: Sampling

Source of candidates for participation:

- Estudiantes (12).
- ✓ Interview date: June 21. Number of interviewed participants: 7

Pa13 Consejo Noruego de Refugiados. Oficina Pasto

Number of expected participants: 2

Selection method: Census

Source of candidates for participation:

- Coordinador Regional (1);
  - Oficial de Campo (1).
- ✓ Interview date: June 22. Number of interviewed participants: 1 (Regional Coordinator)

## Annex 2 Interview Questionnaires

### Key informant interview and Group interview questionnaires. Focal Groups discussion guides

The Evaluation Design Matrix (Annex A of the Work Plan) shows how each research question is related to the different sources of information and the type of analysis to be performed. From this matrix emerged the questionnaires appearing at the end of Annex A. These questionnaires were used as a general indication of the issues that should ideally be treated with the various stakeholders.

However, project officers were the first to draw attention to the fact that some questions might be irrelevant for certain individuals or reporting groups for two reasons: first, because they would lack information about some questions and second, because the questionnaires were extensive and probably could not be answered in the planned time. This was a good departure point for a second attempt at re-adaptation of the questionnaires to each respondent type and the real available time.

With the exception of the questionnaires directed to SC officers in Toronto, all were designed in a semi-formal style to keep a friendly mood between the respondents and the interviewer. The second would generally start with an “ice-breaking” question (e.g., “history of the project”; “how do you know about this project”). The next question would introduce a first topic/concept (e.g., effectiveness, efficiency, sustainability) in a general way. The interviewer would pay attention to the answer and, according to the answer, he/she would probe with secondary questions or would change to the next question. Below are the different formal patterns of questionnaires that were used. However, most of the talks were singular in the order they followed, although keeping in mind the proper evaluation criteria and issues for each person interviewed.

### A. Questionnaires for Key Informants

#### *I. Questions for: KII\_1 Save the Children (Toronto). Technical Advisor and KII\_5 Save the Children (Bogotá). Coordinator of Education*

1. To what extent is there evidence of increased levels of access, permanence, quality and inclusiveness in the education for vulnerable and conflict affected children, young people, adults (Afro-Colombian, rural and receptor communities) in five municipalities of Nariño?
2. To what extent in public schools is there evidence of increased quality, relevance and inclusion in the education for vulnerable and conflict-affected students (indigenous, Afro Colombian, rural and receptor communities) in six municipalities of Nariño?
3. To what extent is there evidence of greater participation by the government in the institutionalization and diffusion of the flexible education models?
4. To what extent is there evidence of an increase in the capacities of the public universities and local and community organizations to implement, operate and monitor the flexible education?
5. To what extent is there evidence of an increase in the capacities of the educational institutions (EIs) to provide an inclusive education?
6. To what extent is there evidence of an increase amongst students and families in the capacities for the participation and citizenship needed to promote and support an inclusive education?
7. To what extent is there evidence of an increase in the programmatic and organizational capacities of civil society (including indigenous, Afro Colombian organizations and other grassroots organizations) to promote the conditions necessary for an inclusive education?
8. To what extent is there evidence of an increase in the capacities of the Municipal and Departmental Secretariats of Education to provide the conditions necessary for an inclusive education?
9. To what extent is there evidence of improvement in the education system and learning conditions for children, youth, adults, families and communities affected by the armed conflict and in a situation of vulnerability in the Department of Nariño, encouraging participation in the construction of democratic and peace cultures?
10. What have been the main challenges regarding the achievement of expected immediate and intermediate outcomes?
11. What changes emerged in the PMF and how were they addressed?

12. In a future similar initiative, what could be changed/enhanced to plan and achieve better expected immediate and intermediate outcomes? Which is the empirical or theoretical basis of the proposed changes?
13. Were there unintended results and, if so, what were they? If there were unintended results, how did they affect the achievement of the ultimate outcome? Is there evidence that shows communities more active and involved in the demand for more and better services for children and youths?
14. What are the relevant benchmarks?
15. How do the program costs stack up against the benchmarks? How were the needs of the children of Nariño identified?
16. How were priorities and program/project design agreed upon?
17. What measures, if any, were taken to guarantee a periodical review of the program's/project's internal consistency (activities and outputs vs. overall goal and objective) and how have these measures worked? Do criteria exist to assure that the program/project is focusing its intervention on the most vulnerable children and youth in Nariño? If so, what are these criteria?
18. Has this focalization been evaluated? How? How have the needs of the most vulnerable children and youth been identified?
19. How is the pertinence of the interventions in the needs of the most vulnerable children and youth evaluated? What has the program/project done to respond to the needs of this most vulnerable population?
20. What measures directed to ownership building and the transference of capacities and resources were undertaken? Were these measures evaluated? Is there evidence of these evaluations? What were the recommendations that emerged from these evaluations? What actions were taken to meet these evaluations?
21. Is there evidence of a proactive behavior in line with sustainability? How promising is this behavior to maintain results and continuity of activities?
22. What is the most visible/not-so-visible negative factor for attaining maintenance of results and continuity of efforts? Are there other possible factors? How could a future initiative be designed to face the challenge of this/these factor(s)?
23. Is there evidence that coordination took place between donors and implementing organizations to simplify procedures and to share information to avoid duplication?
24. What conclusions, recommendations, lessons learned, emerge from these harmonization initiatives?
25. What system(s) for identifying and managing risks, including risk mitigation, were in place?
26. Which ones were used?
27. What were the outcomes of their use?
28. What are the project's most important achievements on gender equality?
29. How has gender equality been addressed in the case of Indigenous and Afro Colombian communities? Has the approach to address gender equality changed over time? Why did it change?
30. Has the experience with Indigenous and Afro Colombian communities on gender equality been evaluated? What are the conclusions, recommendations and lessons learned from this evaluation?
31. In the case of a future similar initiative with Indigenous and Afro Colombian communities, what approach would be a more recommendable one? What is the empirical or theoretical foundation for these recommendations?

## ***II. Questions for: KII\_2 Save the Children (Toronto) Financial Advisor***

1. What are the relevant benchmarks?
2. What are the program costs?
3. How do the program costs stack up against the benchmarks?
4. In which areas could the Program costs be reduced?

5. If costs were reduced, what would be the consequences for the Program?
6. Is there evidence that coordination took place between donors and implementing organizations to simplify procedures and to share information to avoid duplication?
7. What conclusions, recommendations, lessons learned, emerge from these harmonization initiatives?

**III. Questions for: KII\_3 Save the Children (Toronto) Deputy Director of Programs**

1. To what extent is there evidence of increased levels of access, permanence, quality and inclusiveness in the education for vulnerable and conflict affected children, young people, adults (Afro-Colombian, rural and receptor communities) in five municipalities of Nariño? [Q1.1.1 (1)]
2. To what extent in public schools is there evidence of increased quality, relevance and inclusion in the education for vulnerable and conflict affected students (indigenous, Afro Colombian, rural and receptor communities) in six municipalities of Nariño? [Q1.1.2 (2)]
3. To what extent is there evidence of greater participation by the government in the institutionalization and diffusion of the flexible education models? [Q1.1.3 [1.2]]
4. Is there evidence that coordination took place between donors and implementing organizations to simplify procedures and to share information to avoid duplication? [Q5.4.1]
5. What conclusions, recommendations, lessons learned, emerge from these harmonization initiatives? [Q5.4.2]

**IV. Questions for: KII\_6 Save the Children (Bogotá) Programs Manager**

1. Historical information of the project. What happened after the Baastel Mission?
2. How do NRC and SC coordinate their work?
3. How does the project coordinate its work with other cooperating entities?
4. How is the project building institutional sustainability with national and local stakeholders?
5. Recommendations to improve building institutional sustainability in a future similar initiative.
6. Examples of the project's alignment with national and local practices.
7. Risk management. Is there a system of risk management and mitigation designed to this project? Explain.
8. Evidence/examples of project impact on children and youth rights for an inclusive and quality education.

**V. Questions for: KII\_9. NRC Country Director**

1. Place of PAC among all NCR activities in Colombia. Budget implications.
2. How do you administer PAC and follow up?
3. Alignment with the legal framework and procedures of Colombia. Harmonization issues in relation to NRC and international cooperation agencies in Colombia and specifically in Nariño.
4. What has NRC done to assure that PAC responds to the most important education needs of children and youth of Nariño?
5. What has NRC done to assure that PAC responds to the needs of the most vulnerable children and youth of Nariño?
6. Recommendations to improve project outcomes in a future similar initiative.

**VI. Questions for: KII\_10 UNAD (Actual Vice-Rector); KII\_11 UNAD (Former Vice-Rector); KII\_14 UNAD. Tumaco: Programa Licenciatura de Docentes; KII\_16; KII\_22 UNAD. Pasto: Programa Educación Integral de Adultos.**

1. General information about the University: Tuition, careers, budgeting, departmental or national importance.
2. How did this university become an implementing partner of the NRC?

3. What are the services this university provides to the PAC? Please talk about the evolution of your services. What did this university offer at the beginning and what is it offering now? Why did your service offer expand (if so)?
4. Which institutional agreements has this university made with the PAC?
5. What benefits has this university received from these institutional arrangements?
6. Has this university received training from the project? What type of training? How has this process affected the improvement of its services? Is this university now able to implement the FEM? What has this university achieved? What remains? Challenges to face, plans for improvement.
7. How do you see the future of the academic programs this university is offering? Would these services be sustainable in the long term?
8. Does this university coordinate activities with other educational institutions acting in the same area of operation? Results of this coordination.
9. Does this university coordinate actions with the education authorities (MEN, SE)? Explain. Results of this coordination.
10. Please explain your views regarding education for democratic coexistence, gender equality, pertinent education for Indigenous and Afro-Colombian people.

**VII. Questions for: KII\_7 CINDE/Génesis (Medellín), KII\_8 Universidad de Los Andes (Coordinator); KII\_17 Corporación Infancia Desarrollo (Tumaco Coordinator); KII\_23 Universidad Mariana (Decana), KII\_24 Expresión Viva (Coordinator); KII\_25 Urdimbre (Coordinator); KII\_26 Universidad Mariana (Coordinator); KII\_27 ALCANDRES (Coordinator); KII\_28 IPC (Coordinator); KII\_29 Universidad de Nariño (Coordinator); KII\_30 OPS/Pacos (Coordinator).**

1. What is this organization? In what does it specialize? How does it work?
2. Details on how this organization started to work with PAC. Signed agreements, objectives and scope of the agreements.
3. Would you describe in detail what your intervention was?
  - Main tasks
  - Beneficiary institutions/populations
  - Training activities
  - Challenges, problems, solutions
4. How did teachers/students react to the training? Did they put into practice the knowledge which they acquired? Have you monitored this process? How? Did you attempt to reinforce these activities? Explain.
5. Have the SEs participated in these training activities? What role did they play? How much interest did the Ministries of Education display? Were there some results in terms of agreements, policies, etc.?
6. To what extent did other clients know the services which your organization provided to the project? Have you been called to provide similar services? Details.
7. Lessons learned from the process. Positive aspects, aspects that would require improvement.

**VIII. Questions for: KII\_15 RECOMPAS (Tumaco Coordinator); KII\_18 CAMAWARI (Ricaurte Coordinator); KII\_19 UNIPA (Ricaurte Coordinator)**

1. Let's talk about the relationship of this organization with the project. What role did this organization play within PAC?
2. How has this organization benefited from their involvement with the project? (Let's talk about the institutional strengthening that has taken place and its impact on the organization; problems).
3. Under the specific conditions of Tumaco/Ricaurte what problems or challenges have you faced in implementing the PAC?

4. Let's make a comparison between the time before the project and now regarding...
  - Your organization
  - Teachers' capacities and attitudes to teach
  - Children and youth's attitudes toward learning and participation.
5. Your comments regarding these changes.
6. The gender equality approach. Let's talk about the project work on this issue. Your opinion about training, the topics under discussion, the community's response. Outcomes, challenges.
7. If we were to have a similar future initiative what would you like to keep from PAC, what to change. Why?

***IX. Questions for: KII\_20 Save the Children (Regional Coordinator), Pa\_13 NRC (Regional Coordinator)***

1. The implementation of the PAC is a joint responsibility of two agencies, NRC and SC. Please offer your comments about advantages and disadvantages of this joint execution at fieldwork level.
2. Baastel conducted an interim evaluation of the project. What were the most important results of its recommendations? To what extent have subsequent reforms improved the performance of SC/NRC?
3. Describe the process by which the project selected the intervention sites and the EIs? How much did the educational community participate in defining goals, objectives and action plans? What is an EIP? How does this planning tool help you to negotiate the distribution of project resources? Is it a good tool for working with the EIs?
4. Within NRC/SC how has the implementation of the PAC been organized? Refer to administrative and field staff involved, coordination, monitoring and assessment. Major challenges and how you have dealt with them (e.g., security).
5. How simple or complicated has the management of the PAC been? Please refer to administrative procedures and decision making (centralization-decentralization issues) between: (i) NRC and SC (inter-agency coordination); regional and national level (intra-agency coordination); NRC/SC versus CIDA (external coordination).
6. In your opinion, how effective has NRC/SC's performance been regarding the implementation of the PAC? Please describe the balance between goals/targets and results.
7. Has NRC/SC been efficient in managing the PAC? Describe a balance between costs and outcomes. Budget management. Cost control of the EI. Procedures/ criteria for hiring consultants and the way costs are determined.
8. Which other donor organizations are acting in Nariño? What do they do? Which of them work with children, youth and armed-conflict-displaced populations? Has there been coordination between these agencies and PAC? How? Please comment about the implications of this coordination in terms of targets and costs.
9. What has SC/NRC done for the institutional strengthening of PAC's strategic and implementing partners? Please explain the most relevant actions, problems, outcomes. How could a similar future initiative attain better sustainability outcomes?
10. Can you mention some impacts of PAC on policy changes of MoE and SE? Explain.
11. In your opinion which is the added-value of NRC regarding its experience with FEM?
12. In your opinion what is the added-value of SC regarding its experience with the inclusive and quality education model?
13. Do you know whether PAC has a risk management and risk mitigation system in operation? Has it been useful? When, how?
14. Lessons learned from the implementation of the PAC:
  - More important outcomes
  - More important impacts on participants

- Obstacles, problems
- To be considered for a future similar initiative.

**X. Questions for: KII\_21 SC Gender specialist in Pasto**

1. What has been your role in the project as a gender specialist?
2. How did you carry out your work? What resources were available to you?
3. Please list the main results of your work.
4. Please tell us about the experience in implementing the gender strategy with the Awá people, the Afro-Colombian and the mestizo population. How different was the implementation of this strategy with each of these populations? What challenges did you face? How did you solve them?
5. Lessons learned from this process. What would you recommend for a similar future initiative?

**XI. Questions for: KII\_31 CIDA Colombia Program (Officer)**

1. Please tell us about how CIDA reached agreement with the NRC and SC to implement the PAC.
2. How does the project meet the most important educational needs of children and youth of Nariño?
3. How does the project meet the needs of the most vulnerable children and young people of Nariño?
4. How important is this project in the current context of Colombia?
5. What are the most important actions of the project on institutional strengthening? Are they really effective?
6. What do you think about the cost/benefit of this project?
7. What lessons did you learn from this project? Which actions would you recommend in the event of a similar future initiative?

**XII. Questions for: KII\_12 Tumaco IE Iberia (Coordinator); KII\_13 Tumaco IE Ciudadela Mixta (Coordinator); TI NRC Field Officer**

The same questions of next Section B, X: Questions for coordinators, leaders of components, teachers (IEM-SC) were applied.

## **B. Groups Interviews and Focus Groups**

**I. Questions for B1 NRC National Officers (Bogotá)**

1. What was the NRC's previous experience with education projects? How did the idea of PAC emerge?
2. What is the method NRC uses to implement the FEMs? Let's talk about the role of the Observatorio para la Paz, the UNAD, the UDENAR, CID, RECOMPAS and the Educational Institutions. Major challenges in working with these organizations. What is the future of FEM after the PAC? What has the project done to assure future sustainability of the FEM?
3. Please describe the logic of the NRC's educational intervention, i.e. the pedagogical sense of a High School for Peace, the Ethnic High School and the Learning Circles programs.
4. What has NRC done to assure that PAC responds to the most important educational needs of children and youth of Nariño?
5. What has NRC done to assure that PAC responds to the needs of the most vulnerable children and youth of Nariño?

6. Within NRC, how has the implementation of the PAC been organized? Refer to administrative and field staff involved, coordination, monitoring, and assessment. Major challenges and how you have dealt with them (e.g., security).
7. In your opinion, how effective has NRC's performance been regarding the implementation of the PAC? Please balance goals/targets and results.
8. Has NRC been efficient in managing the PAC? Please balance FEM costs and outcomes. Budget management. Cost control of the EI. Procedures/criteria for hiring consultants and the way costs are determined.
9. Which other donor organizations are acting in Nariño? What do they do? Which of them work with children, youth and armed-conflict-displaced populations? Has there been coordination between these agencies and PAC? How? Please comment on the implications of this coordination in terms of targets and costs.
10. What has SC/NRC done for the institutional strengthening of PAC's strategic and implementing partners? Please explain the most relevant actions, problems, outcomes. How could a similar future initiative attain better sustainability outcomes?
11. Would you mention some impacts of PAC on policy changes of MoE and SE? Explain.
12. In your opinion what is the added-value of NRC regarding its experience with FEM?
13. Do you know whether PAC has a risk management and risk mitigation system in operation? Has it been useful? When, how?
14. Lessons learned from the implementation of the PAC:
  - More important outcomes
  - More important impacts on participants
  - Obstacles, problems
  - To be considered for a similar future initiative.

### ***II. Questions for B2 Ministry of Education (National Secretary of Education)***

1. In the past four years has the MoE observed any significant changes in the learning conditions of the Department of Nariño, especially related to the attention to people affected by the armed conflict? Please explain the changes and their possible relation to the project.
2. MoE's relationship with the project. What are the results of this relationship?
3. What value added, if any, has the PAC represented for you? In what way has the PAC been an important experience in relation to the inclusive and quality education policies that MoE is promoting?
4. Explain the role of the MoE in financing the FEM. (Request monetary transfer data to the Department of Nariño, FEM cost per student). Compare this cost to the cost of FEM-PAC. What do you think of the difference?
5. Future MoE support to vulnerable populations. New projects?
6. What recommendations would you wish to offer to improve the MoE participation/coordination/impacts/costs, etc. in a similar future initiative?

### ***III. Questions for B3 Observatorio para la Paz (Bogotá Director)***

1. What is the Observatorio para la Paz (OP)? What is your history as a NGO? What is your area of specialization?
2. How did OP become an implementing partner of NRC? What can you say about this experience?
3. What is the *Bachillerato Pacicultor* (High School for Peace)? What is your pedagogical approach? How do you work with the educational institutions? Are these EIs actually prepared to implement the HSP by themselves?
4. How does this approach meet the needs of the children and youth of Nariño?
5. How did you see the future of the HSP and other FEMs?

### ***IV. Questions for Secretaries of Education (Tumaco T2, Pasto Pa1, Nariño Pa2)***



1. How much do you know about the project (PAC)? Objectives, targets, how it operates?
2. One goal of the PAC is to ensure information and coordination with educational authorities. Were you properly informed? What concrete actions have been coordinated?
3. Regarding the situation of the EI, skills and attitudes of teachers and other members of different educational communities where PAC has acted, do you see any important changes? What changes? (*Attention to institutional building issues*). Please explain.
4. Have the results which you have observed influenced your institutional approaches or policies regarding the rights of children and youth to an inclusive and quality education? What aspects in particular? How this has translated into concrete policies and measures?
5. There seems to be tension between Educational Institutions and SE/MoE. The first complaint is about your close control and demands for better performance which they feel has not been compensated with enough resources and training. Is this a real tension? How fair are these comments? What is this SE doing about it?
6. The department of Nariño is strongly affected by armed conflict, population displacement, poverty, crime, changes in family structure, etc. Does this affect the educational process? How does it, primarily? How do your actions and policy proposals (including requests for budget support) aim to meet these challenges?
7. There are advanced talks about a similar future initiative. What recommendations would you wish to offer to improve the SE participation/coordination/impacts/costs, etc.?

**V. Questions for SC Regional (Pasto) Project Officers, Financial Officer**

1. Please describe the responsibilities of each project officer (and the financial officer).
2. From your own area of work, can the PAC be considered to be an effective project? Please explain. (Target and results relationship).
3. What have been the biggest expenses of the project? What has the project done to generate some savings? How could a future project be more cost-efficient?
4. What have been the most important actions of the project to build sustainability? What have been the main obstacles to sustainability? What recommendations would you offer for a more sustainable similar future initiative?
5. Let's talk about the coordination between the NRC and SC, internal coordination between the central and regional levels of SC, coordination between SC and CIDA. How are these processes? Simple or complex? Have you observed any duplication of activities?
6. Risk management and risk mitigation. How has the project handled this issue?
7. Lessons learned from the implementation of the PAC. Recommendations for a similar future initiative.

**VI. Questions for Coordinators, Rectors, programs leaders, teachers, directors of educational institutions (FEM-NRC). T3 to T7, T9, T17, T18, Po2, Po3, Pa10, Pa11.**

1. What type of FEM does this EI implement? (e.g., HSP, Adult Integral Literacy Program)
2. How and why did you decide to participate in the PAC?
3. Under the current social and political conditions of this municipality, what problems or challenges do you have to face in order to deliver educational services to children, young people or adults with whom you work?
4. Has the PAC supported your work as a teacher? Explain.
5. How has this support helped you to solve, at least in part, the problems or challenges you face as teachers? Do you use or apply the knowledge you have received from PAC? How?
6. Let's play the game "Yesterday and today". About 4-5 years ago how did you teach, how did you treat the children and the community with whom you worked? Compare that teacher of yesterday with the one you are today.
7. Have you noticed some important differences in the achievement of girls and boys? Please explain. What have you done to settle or ameliorate such differences?

8. What is special about teaching to the Afro-Colombian population? Let's talk about problems and challenges. How did you fix them? *Question to ask only in the case of Tumaco.*
9. Has your EI attempted to coordinate with other organizations or partners that also work with children and youth in the Department of Nariño? Please explain. What results have been achieved with this coordination?
10. What relationship is maintained with the Pasto and the Nariño SE? Have you signed agreements to improve teaching conditions for vulnerable populations? Explain.
11. In a similar future initiative, what actions of the current PAC would you like to continue? Explain.
12. And what would you like to change? Explain.

**VII. Questions for Pa8 Teachers and managers of the Universidad de Nariño (HSP-NRC)**

1. Please give us some quick information about the U. of Nariño: number of students, importance (in terms of this number) within the Department of Nariño, degrees offered, teacher training.
2. Brief account of how the U. of Nariño became an ally of the PAC. What role did this university play?
3. What is the HSP? How it is taught? Is there any difference in the way the *Observatorio para la Paz* teaches this same HSP? How popular is the HSP among students?
4. What are the most significant changes in the students?
5. Has there been any conflict between teachers and students? Why and how was it resolved?
6. Is the demand for the HSP growing or tending to stagnate? Who are the students of the HSP? (Such as IDPs, slum youths, etc.).
7. How many of the IEs from Pasto include the HSP within their educational offer? How many EIs in the department of Nariño? How does the U. of Nariño relate to those EIs? What is the counseling or support you offer to them?
8. How many staff are employed at the University of Nariño in these tasks? Request to differentiate between activities in Pasto and activities throughout the department.
9. Does the U. of Nariño maintain a relationship with the SE of Pasto and Nariño? How does the U. of Nariño coordinate its activities with the SE? How do you rate this coordination? (E.g., good or constructive, fair, poor or complicated).
10. How has FEM been incorporated within the EI? How does the fact of offering a FEM impact the EIs? Discuss advantages and disadvantages.
11. As teachers, how do you feel about the stimuli received from the U. of Nariño, the EIs and the PAC? What are those stimuli? What other incentives would be needed and who should provide them?
12. Do you feel as teachers, and also as U. of Nariño, sufficiently motivated and prepared to give continuity to the HSP even after the PAC stops working? Please explain. Does this idea of the HSP really have a future? Is it still necessary? How long? Please explain.
13. Additional observations. Aspects that need improvement and who should improve. Specific suggestions.

**VIII. Questions for Pa9 Teachers of Observatorio para la Paz (HSP-NRC)**

1. What is the Observatorio para la Paz (OP)? Which is its role in the PAC?
2. What is the HSP? How it is taught? How popular is the HSP among students?
3. In Bogotá, interviewees expressed the view that OP fears that the HSP seemed to lose some of its essence or philosophy when it was made larger. What do you think about this? Does HSP lose its critical and pedagogical characteristics when it is no longer under the direct supervision of the OP? Please explain.
4. What are the most significant changes in the HSP students?
5. Has there been any conflict between teachers and students? Why and how was it resolved?

6. Is the demand for the HSP growing or tending to stagnate? Who are the students of the HSP? (Such as IDPs, slum youth, etc.).
7. How many of the IEs from Pasto include the HSP within its educational offer? How many EIs in the department of Nariño? How does the U. of Nariño relate to those EIs? What is the counseling or support you offer to them?
8. How many staff has the University of Nariño employed in these tasks? Request to differentiate between activities in Pasto and activities throughout the department.
9. Does the U. of Nariño maintain a relationship with the SE of Pasto and Nariño? How does the U. of Nariño coordinate its activities with the SE? How do you rate this coordination? (E.g., good or constructive, fair, poor or complicated).
10. How has FEM been incorporated within the EI? How does the fact of offering a FEM impact the EIs? Discuss advantages and disadvantages.
11. As teachers, how do you feel about the stimuli received from the U. of Nariño, the EIs and the PAC? What are those stimuli? What other incentives are needed and who should provide them?
12. Do you feel as teachers (and also as U. of Nariño) sufficiently motivated and prepared to give continuity to the HSP even after the PAC stops working? Please explain. Does this idea of the HSP really have a future? Is it still necessary? How long? Please explain.
13. Additional observations. Aspects that need improvement and who should improve. Specific suggestions.

**IX. Questions for Students (FEM-NRC). T8, T10 to T16, Po4, Pa12.**

1. Let's start with an exercise in daydreaming. I want each and every one of you to tell me who you are today and what is your dream in life or at least for the next five years? Let me give an example: "I am currently in the Adult Integral Literacy Program and within five years I see myself running a sewing workshop."
2. Interviewer: Ask for explanations on the current status and dream.
3. Do you believe that being or having been a participant of a
  - Learning Circle
  - HSP
  - Adult Integral Literacy Program
  - Ethno-literacy...serves you to achieve your dream? Please explain.
4. What have you learned?
5. What did you like most about the (LC / HSP / AILP)?
6. Of the things you learned from the (LC / HSP / AILP), which one has been the most useful? Explain.
7. What did you like the least about (LC / HSP / AILP)? Explain.
8. What things would need improvement?
9. To students who dropped out or did not complete the HSP (T12) ask: Why did you withdraw from the HSP?

**X. Questions for coordinators, leaders of components, teachers (IEM-SC). T17, T18, R1 to R5, S2, Po5, Pa4, Pa5**

1. Request that each guest introduce his/her EI: IE name, approximate number of students, schools under his leadership, importance within the municipality (e.g., the first or the second in relation to the number of students), number of teachers, levels and degrees offered.
2. How did you become co-participants in the PAC? Since when?
3. What have been the advantages/disadvantages for the EI participation in the PAC? Has this EI defined a *Ruta de Mejoramiento* (path of improvement)? What purpose did that path have? What were the results? How, in particular, did these results benefit the students?
4. Training received. Who has trained teachers? How many have been trained? What percentage of all teachers of the EI? Please comment on the quality of this training.

5. Let's talk about changes in the forms of teaching and student participation.
6. What problems or challenges did this EI face to implement the objectives of inclusive and quality education?
7. Let's talk about coordination with other organizations or partners who also work for the children and youth in Nariño.
8. What about the EI relationship with the SE (municipal/departmental)? What do you know about the views or attitudes of these entities with the changes introduced by the PAC? Do they monitor the project? Did they promise some support?
9. Relations with government authorities: Municipal and departmental governance. Issues under discussion. Type of support promised or received.
10. A recent PAC purpose is to collect information on education conditions disaggregated by gender. How many of the EI represented here are collecting information in a disaggregated way? Do they analyze this information? What have you discovered? What decisions have been taken when significant differences between boys and girls have been identified?
11. Upon completion of the PAC, what capacity do you have now, as EI, to give continuity to an inclusive and quality education model?
12. In short, do you think that the PAC must continue in (name the municipality)? Please comment.

***XI. Questions for Students (IEM-SC). S1, Pa6.***

1. In what school activity or project are you participating? (e.g., band of peace, dance group, music group, etc...).
2. Let us talk about the school activities in which you are participating. What is (are) this (these) activity(ies)? How much of your time does it demand? How do you feel involved?
3. What is your opinion of your teachers? Do they teach well? Do they respect you? Do they support you when you have a problem?
4. How do they teach? Is it a way of teaching you consider boring or interesting? Ask for examples. What part of the teaching do you like most? Is it useful knowledge now or for the future? Please explain.
5. What would you like to improve in this school or in the form of teaching? (For example, laboratory, library, sports facilities, etc.)
6. How many of you plan to complete your high school? Why? Please explain.
7. What dreams do you have in life? How do you look five years from now? How much is the education received at this school is helping you to shape your dreams?

***XII. Questions for Parents (IEM-SC). R6, R7, Po1, Pa7.***

1. Request that each mother/father introduce her/himself and report on how many of their children attend an EI, which EI? What school grade?
2. As parents, have you ever been invited to share in the activities of the EI? Which activities? Please explain.
3. When you want to comment, criticize or suggest something to the authorities or teachers of the EI, do you know where to turn or how to do it? In other words, do you feel heard or not? Do you feel that your opinion matters, or not? What channels does the EI have open or organized to allow parents' participation?
4. What attitude or behavior have you observed in your sons/daughters about the study and school activities? (Indifferent? With discouragement? Happy? Interested?)
5. What comments did your child make to you on teachers or the EI?
6. Regarding the time that your child devotes to school activities (as part of the band of peace or the cops or dance group), does this sound good for your children? Or is it too time consuming and distracting him/her from studying? And to you, do these activities take too much of your time or do they imply overspending? What do you think of all these complementary activities?

7. Regarding your own involvement as parents in school activities, what do you think about the EI's actual performance? Is there something outstanding? Good? What do you think it should improve?
8. Compared to other EIs (not a PAC-related EI), what differences do you find in the way of teaching? Do you think your child is getting better or worse education?
9. If you had to recommend your child's IE to other parents, what would you say? What stands out most in your recommendation?
10. Any opinions, advice, or message you want to add?

## Annex 3 Survey Questionnaire

ACDI – Consejo Noruego para los Refugiados – Save the Children – Capra International Inc.

### EVALUACIÓN PROGRAMA “APRENDIENDO CRECEMOS”

ENCUESTA DE BENEFICIARIOS (Niños, Niñas y Jóvenes en Programas de Alfabetización)

## FORMATO A: Save the Children

### Ubicación:

1. Institución Educativa: \_\_\_\_\_ 2. Lugar: \_\_\_\_\_

3. Municipio: \_\_\_\_\_ Fecha: \_\_\_\_ de junio de 2012

**Instructivo al encuestador:** *Lea despacio cada pregunta. Asegúrese que los entrevistados entienden la pregunta y la contestan.*

### Datos del Entrevistado:

Grado escolar: \_\_\_\_ Año en que naciste: \_\_\_\_ \_\_\_\_ \_\_\_\_ \_\_\_\_ Mes: \_\_\_\_\_

Cuántos años tienes: \_\_\_\_ años.

Sexo:

1.  Masculino  
2.  Femenino

1. ¿En qué actividad o proyecto de tu escuela estás participando? *Si es el caso puedes marcar más de un proyecto.*

- |      |                          |   |
|------|--------------------------|---|
| 1.1  | <input type="checkbox"/> | Formación en danza                            |
| 1.2  | <input type="checkbox"/> | Formación musical                             |
| 1.3  | <input type="checkbox"/> | Centro de Participación y Comunicación, PACOS |
| 1.4  | <input type="checkbox"/> | Formación deportiva                           |
| 1.5  | <input type="checkbox"/> | Formación cultural y educación propia         |
| 1.6  | <input type="checkbox"/> | Teatro  |
| 1.7  | <input type="checkbox"/> | Liderazgo                                     |
| 1.8  | <input type="checkbox"/> | Convivencia                                   |
| 1.9  | <input type="checkbox"/> | Acciones en equidad de género                 |
| 1.10 | <input type="checkbox"/> | Formación ICFES y SABER                       |
| 1.11 | <input type="checkbox"/> | Formación en Educación Media Técnica, SENA    |
| 1.12 | <input type="checkbox"/> | Proyecto Pedagógico-Productivo                |
| 1.13 | <input type="checkbox"/> | Golombiao                                     |
| 1.14 | <input type="checkbox"/> | Formación en habilidades para la vida         |
| 1.15 | <input type="checkbox"/> | Formación en derechos de la niñez             |
| 1.16 | <input type="checkbox"/> | Investigación                                 |
| 1.17 | <input type="checkbox"/> | Bandas de Paz                                 |
| 1.18 | <input type="checkbox"/> | Otro. ¿Cuál?: _____                           |
| 1.19 | <input type="checkbox"/> | Ninguno (no participa)                        |

2. ¿Cómo calificas la experiencia de participar en este (o estos) proyecto(s)?

Encierra con un círculo tu calificación preferida

<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>	<b>10</b>
Nada interesante									Super interesante

3. De este proyecto ¿Qué enseñanza te gustó **MÁS**? *Escoge solo UNA.*

- |     |                          |   |
|-----|--------------------------|---|
| 3.1 | <input type="checkbox"/> | Valores para la convivencia democrática y la paz        |
| 3.2 | <input type="checkbox"/> | Educación basada en el juego y la diversión             |
| 3.3 | <input type="checkbox"/> | Respeto a los derechos de los demás                     |
| 3.4 | <input type="checkbox"/> | Conciencia de nuestro derecho a la educación de calidad |

- 3.5  Igualdad de género
- 3.6  Compartir conocimientos con nuestra comunidad
- 3.7  El gobierno escolar
- 3.8  Liderazgo
- 3.9  La participación en diferentes actividades escolares
- 3.10  Aprender a partir del conocimiento de nuestra propia cultura
- 3.11  El uso de materiales a nuestro alcance para aprender conceptos matemáticos, científicos o del lenguaje
- 3.12  El autocontrol de nuestros miedos, timidez, enojo
- 3.13  El aprender a aprender
- 3.14  Actividades productivas (granjas escolares/invernaderos, etc.)
- 3.16  Otro. ¿Cuál?:  
\_\_\_\_\_
- 3.17  Ninguna

4. Según tu opinión, ¿Cuál es el **principal** defecto o deficiencia de este o estos proyectos? Marca solo una

- 4.1  Algunos profesores o profesoras conocen poco el tema
- 4.2  Algunos profesores o profesoras no respetan al estudiante
- 4.3  Algunos profesores o profesoras muestran poco dominio de los contenidos
- 4.4  Algunos profesores y profesoras muestran poco interés en el proyecto
- 4.5  No existen los espacios o los materiales apropiados
- 4.6  El tiempo es insuficiente para aprender lo necesario en el tema
- 4.7  Se pierde mucho tiempo. El tiempo no es bien aprovechado
- 4.8  Algunos contenidos son aburridos
- 4.9  Otro. ¿Cuál?:  
\_\_\_\_\_
- 4.10  Ninguno. No observo defectos

5. Lo que te han enseñado en este proyecto ¿Lo crees útil en tu vida?

Encierra con un círculo tu calificación de utilidad preferida

- 1**      **2**      **3**      **4**      **5**      **6**      **7**      **8**      **9**      **10**  
 Nada útil Sumamente útil

6. ¿Para qué te han servido esos conocimientos? Escoge **lo que mejor** describa tu caso. Solo una.

- 6.1  Para entender la relación de las partes con el todo
- 6.2  Para ser más crítico del mundo que me rodea
- 6.3  Para buscar conocimiento sobre lo que ignoro
- 6.4  Para evitar que me engañen con los números y las cuentas
- 6.5  Para aprender a convivir con los demás
- 6.6  Para mejorar la relación con mi familia
- 6.7  Para respetar las diferencias entre hombres y mujeres
- 6.8  Para respetar las diferencias religiosas, las opiniones de los demás y las discapacidades físicas o mentales de las personas
- 6.9  Para defender mejor mis derechos
- 6.10  Para vencer mi timidez y mis miedos
- 6.11  Para comunicar mejor mis ideas y creencias
- 6.12  Para adquirir habilidades manuales y productivas
- 6.13  Para lograr buenos hábitos y costumbres para el estudio
- 6.14  Otro. Explica si has encontrado una utilidad distinta:  
\_\_\_\_\_
- 6.15  Para nada. Inútil

7. Sí de ti dependiera decidir, ¿Seguirás estudiando el año próximo?

- 7.1  Sí  
7.2  No  
7.3  No sabe. No contesta

ACDI – Consejo Noruego para los Refugiados – Save the Children – Capra International Inc.

**EVALUACIÓN PROGRAMA “APRENDIENDO CRECEMOS”**

ENCUESTA DE BENEFICIARIOS (Niños, Niñas, Jóvenes y Adultos en Programas de Alfabetización)

**FORMATO B: Consejo Noruego para los Refugiados**

**Ubicación:**

1. Institución Educativa: \_\_\_\_\_ 2. Lugar: \_\_\_\_\_

3. Municipio: \_\_\_\_\_ Fecha: \_\_\_\_ de junio de 2012

**Instructivo al encuestador:** *Lea despacio cada pregunta. Asegúrese que los entrevistados entienden la pregunta y la contestan.*

**Datos del Entrevistado:**

Grado o Ciclo: \_\_\_\_ Año en que naciste: \_\_\_\_ . Mes: \_\_\_\_\_

Cuántos años tienes: \_\_\_\_ años.

Sexo:

1.  Masculino  
2.  Femenino

1. ¿En cuál programa de aprendizaje has participado o participas?

- 1.1  Bachillerato Pacicultor  
1.2  Etno-bachillerato

2. ¿Cómo calificas la experiencia de participar en este proyecto?

Encierra con un círculo tu calificación preferida

**1**      **2**      **3**      **4**      **5**      **6**      **7**      **8**      **9**      **10**  
Nada interesante      Super interesante

3. De este proyecto ¿Qué enseñanza te gustó **MÁS**? *Escoge solo UNA.*

- 3.1  Valores para la convivencia democrática y la paz  
3.2  Educación basada en el juego y la diversión  
3.3  Respeto al derecho de los demás  
3.4  Conciencia de nuestro derecho a la educación de calidad  
3.5  Igualdad de género  
3.6  Compartir conocimientos con nuestra comunidad  
3.7  El gobierno escolar  
3.8  Liderazgo  
3.9  La participación en diferentes actividades escolares  
3.10  Aprender a partir del conocimiento de nuestra propia cultura  
3.11  El uso de materiales a nuestro alcance para aprender conceptos matemáticos, científicos o del lenguaje  
3.12  El autocontrol de nuestros miedos, timidez, enojo  
3.13  El aprender a aprender  
3.14  Actividades productivas (granjas escolares/invernaderos, etc.)



3.16  Otro. ¿Cuál?: \_\_\_\_\_

3.17  Ninguna

4. Según tu opinión ¿Cuál es el **principal** defecto o deficiencia de este proyecto? Marca **solo una**.

- 4.1  Algunos profesores o profesoras conocen poco el tema
- 4.2  Algunos profesores o profesoras no respetan al estudiante
- 4.3  Algunos profesores o profesoras muestran poco dominio de los contenidos
- 4.4  Algunos profesores y profesoras muestran poco interés en el proyecto
- 4.5  No existen los espacios o los materiales apropiados
- 4.6  El tiempo es insuficiente para aprender lo necesario en el tema
- 4.7  Se pierde mucho tiempo. El tiempo no es bien aprovechado
- 4.8  Algunos contenidos son aburridos
- 4.9  Otro. ¿Cuál?: \_\_\_\_\_
- 4.10  Ninguno. No observo defectos

5. Lo que te han enseñado en este proyecto ¿Lo crees útil en tu vida?

Encierra con un círculo tu calificación de utilidad preferida

<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>	<b>10</b>
Nada útil									Sumamente útil

6. ¿Para qué te han servido esos conocimientos? Escoge **lo que mejor** describa tu caso. Solo una.

- 6.1  Para entender la relación de las partes con el todo
- 6.2  Para ser más crítico del mundo que me rodea
- 6.3  Para buscar conocimiento sobre lo que ignoro
- 6.4  Para evitar que me engañen con los números y las cuentas
- 6.5  Para aprender a convivir con los demás
- 6.6  Para mejorar la relación con mi familia
- 6.7  Para respetar las diferencias entre hombres y mujeres
- 6.8  Para respetar las diferencias religiosas, las opiniones de los demás y las discapacidades físicas o mentales de las personas
- 6.9  Para defender mejor mis derechos
- 6.10  Para vencer mi timidez y mis miedos
- 6.11  Para comunicar mejor mis ideas y creencias
- 6.12  Para adquirir habilidades manuales y productivas
- 6.13  Para lograr buenos hábitos y costumbres para el estudio
- 6.14  Otro. Explica si has encontrado una utilidad distinta:  
\_\_\_\_\_  
\_\_\_\_\_
- 6.15  Para nada. Inútil

7. Sí de ti dependiera decidir, ¿Seguirás estudiando el año próximo?

- 7.1  Si
- 7.2  No
- 7.3  No sabe. No contesta

ACDI – Consejo Noruego para los Refugiados – Save the Children – Capra International Inc.

### EVALUACIÓN PROGRAMA “APRENDIENDO CRECEMOS”

ENCUESTA DE BENEFICIARIOS (Niños, Niñas y Jóvenes en Programas de Alfabetización)

## FORMATO A: Save the Children

### Ubicación:

1. Institución Educativa: \_\_\_\_\_ 2. Lugar: \_\_\_\_\_

3. Municipio: \_\_\_\_\_ Fecha: \_\_\_\_ de junio de 2012

**Instructivo al encuestador:** *Lea despacio cada pregunta. Asegúrese que los entrevistados entienden la pregunta y la contestan.*

### Datos del Entrevistado:

Grado escolar: \_\_\_\_ Año en que naciste: \_\_\_\_ Mes: \_\_\_\_

Cuántos años tienes: \_\_\_\_ años.

Sexo:

1.  Masculino

2.  Femenino

1. ¿En qué actividad o proyecto de tu escuela estás participando? *Si es el caso puedes marcar más de un proyecto.*

- |      |                          |   |
|------|--------------------------|---|
| 1.1  | <input type="checkbox"/> | Formación en danza                            |
| 1.2  | <input type="checkbox"/> | Formación musical                             |
| 1.3  | <input type="checkbox"/> | Centro de Participación y Comunicación, PACOS |
| 1.4  | <input type="checkbox"/> | Formación deportiva                           |
| 1.5  | <input type="checkbox"/> | Formación cultural y educación propia         |
| 1.6  | <input type="checkbox"/> | Teatro  |
| 1.7  | <input type="checkbox"/> | Liderazgo                                     |
| 1.8  | <input type="checkbox"/> | Convivencia                                   |
| 1.9  | <input type="checkbox"/> | Acciones en equidad de género                 |
| 1.10 | <input type="checkbox"/> | Formación ICFES y SABER                       |
| 1.11 | <input type="checkbox"/> | Formación en Educación Media Técnica, SENA    |
| 1.12 | <input type="checkbox"/> | Proyecto Pedagógico-Productivo                |
| 1.13 | <input type="checkbox"/> | Golombiao                                     |
| 1.14 | <input type="checkbox"/> | Formación en habilidades para la vida         |
| 1.15 | <input type="checkbox"/> | Formación en derechos de la niñez             |
| 1.16 | <input type="checkbox"/> | Investigación                                 |
| 1.17 | <input type="checkbox"/> | Bandas de Paz                                 |
| 1.18 | <input type="checkbox"/> | Otro. ¿Cuál?: _____                           |
| 1.19 | <input type="checkbox"/> | Ninguno (no participa)                        |

2. ¿Cómo calificas la experiencia de participar en este (o estos) proyecto(s)?

Encierra con un círculo tu calificación preferida

<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>	<b>10</b>
Nada interesante									Super interesante

3. De este proyecto ¿Qué enseñanza te gustó **MÁS**? *Escoge solo UNA.*

- |     |                          |   |
|-----|--------------------------|---|
| 3.1 | <input type="checkbox"/> | Valores para la convivencia democrática y la paz        |
| 3.2 | <input type="checkbox"/> | Educación basada en el juego y la diversión             |
| 3.3 | <input type="checkbox"/> | Respeto a los derechos de los demás                     |
| 3.4 | <input type="checkbox"/> | Conciencia de nuestro derecho a la educación de calidad |
| 3.5 | <input type="checkbox"/> | Igualdad de género                                      |
| 3.6 | <input type="checkbox"/> | Compartir conocimientos con nuestra comunidad           |
| 3.7 | <input type="checkbox"/> | El gobierno escolar                                     |

- 3.8  Liderazgo
- 3.9  La participación en diferentes actividades escolares
- 3.10  Aprender a partir del conocimiento de nuestra propia cultura
- 3.11  El uso de materiales a nuestro alcance para aprender conceptos matemáticos, científicos o del lenguaje
- 3.12  El autocontrol de nuestros miedos, timidez, enojo
- 3.13  El aprender a aprender
- 3.14  Actividades productivas (granjas escolares/invernaderos, etc.)
- 3.16  Otro. ¿Cuál?:  
\_\_\_\_\_
- 3.17  Ninguna

4. Según tu opinión, ¿Cuál es el **principal** defecto o deficiencia de este o estos proyectos? Marca solo una

- 4.1  Algunos profesores o profesoras conocen poco el tema
- 4.2  Algunos profesores o profesoras no respetan al estudiante
- 4.3  Algunos profesores o profesoras muestran poco dominio de los contenidos
- 4.4  Algunos profesores y profesoras muestran poco interés en el proyecto
- 4.5  No existen los espacios o los materiales apropiados
- 4.6  El tiempo es insuficiente para aprender lo necesario en el tema
- 4.7  Se pierde mucho tiempo. El tiempo no es bien aprovechado
- 4.8  Algunos contenidos son aburridos
- 4.9  Otro. ¿Cuál?:  
\_\_\_\_\_
- 4.10  Ninguno. No observo defectos

5. Lo que te han enseñado en este proyecto ¿Lo crees útil en tu vida?

Encierra con un círculo tu calificación de utilidad preferida

**1**      **2**      **3**      **4**      **5**      **6**      **7**      **8**      **9**      **10**  
 Nada útil Sumamente útil

6. ¿Para qué te han servido esos conocimientos? Escoge **lo que mejor** describa tu caso. Solo una.

- 6.1  Para entender la relación de las partes con el todo
- 6.2  Para ser más crítico del mundo que me rodea
- 6.3  Para buscar conocimiento sobre lo que ignoro
- 6.4  Para evitar que me engañen con los números y las cuentas
- 6.5  Para aprender a convivir con los demás
- 6.6  Para mejorar la relación con mi familia
- 6.7  Para respetar las diferencias entre hombres y mujeres
- 6.8  Para respetar las diferencias religiosas, las opiniones de los demás y las discapacidades físicas o mentales de las personas
- 6.9  Para defender mejor mis derechos
- 6.10  Para vencer mi timidez y mis miedos
- 6.11  Para comunicar mejor mis ideas y creencias
- 6.12  Para adquirir habilidades manuales y productivas
- 6.13  Para lograr buenos hábitos y costumbres para el estudio
- 6.14  Otro. Explica si has encontrado una utilidad distinta:  
\_\_\_\_\_
- 6.15  Para nada. Inútil

7. Si de ti dependiera decidir, ¿Seguirás estudiando el año próximo?

- 7.1  Sí
- 7.2  No
- 7.3  No sabe. No contesta

ACDI – Consejo Noruego para los Refugiados – Save the Children – Capra International Inc.

**EVALUACIÓN PROGRAMA “APRENDIENDO CRECEMOS”**

ENCUESTA DE BENEFICIARIOS (Niños, Niñas, Jóvenes y Adultos en Programas de Alfabetización)

**FORMATO B: Consejo Noruego para los Refugiados**

**Ubicación:**

1. Institución Educativa: \_\_\_\_\_ 2. Lugar: \_\_\_\_\_

3. Municipio: \_\_\_\_\_ Fecha: \_\_\_\_ de junio de 2012

**Instructivo al encuestador:** *Lea despacio cada pregunta. Asegúrese que los entrevistados entienden la pregunta y la contestan.*

**Datos del Entrevistado:**

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Cuántos años tienes: \_\_\_\_ años.

Sexo:

1.  Masculino  
2.  Femenino

1. ¿En cuál programa de aprendizaje has participado o participas?

- 1.1  Bachillerato Pacicultor  
1.2  Etno-bachillerato

2. ¿Cómo calificas la experiencia de participar en este proyecto?

Encierra con un círculo tu calificación preferida

**1                  2                  3                  4                  5                  6                  7                  8                  9                  10**  
Nada interesante Super interesante

3. De este proyecto ¿Qué enseñanza te gustó **MÁS**? *Escoge solo UNA.*

- 3.1  Valores para la convivencia democrática y la paz  
3.2  Educación basada en el juego y la diversión  
3.3  Respeto al derecho de los demás  
3.4  Conciencia de nuestro derecho a la educación de calidad  
3.5  Igualdad de género  
3.6  Compartir conocimientos con nuestra comunidad  
3.7  El gobierno escolar  
3.8  Liderazgo  
3.9  La participación en diferentes actividades escolares  
3.10  Aprender a partir del conocimiento de nuestra propia cultura  
3.11  El uso de materiales a nuestro alcance para aprender conceptos matemáticos, científicos o del lenguaje  
3.12  El autocontrol de nuestros miedos, timidez, enojo  
3.13  El aprender a aprender  
3.14  Actividades productivas (granjas escolares/invernaderos, etc.)  
3.16  Otro. ¿Cuál?: \_\_\_\_\_  
3.17  Ninguna

4. Según tu opinión ¿Cuál es el **principal** defecto o deficiencia de este proyecto? Marca **solo una**.

- 4.1  Algunos profesores o profesoras conocen poco el tema
- 4.2  Algunos profesores o profesoras no respetan al estudiante
- 4.3  Algunos profesores o profesoras muestran poco dominio de los contenidos
- 4.4  Algunos profesores y profesoras muestran poco interés en el proyecto
- 4.5  No existen los espacios o los materiales apropiados
- 4.6  El tiempo es insuficiente para aprender lo necesario en el tema
- 4.7  Se pierde mucho tiempo. El tiempo no es bien aprovechado
- 4.8  Algunos contenidos son aburridos
- 4.9  Otro. ¿Cuál?:
- 4.10  Ninguno. No observo defectos

5. Lo que te han enseñado en este proyecto ¿Lo crees útil en tu vida?

Encierra con un círculo tu calificación de utilidad preferida

**1**      **2**      **3**      **4**      **5**      **6**      **7**      **8**      **9**      **10**  
 Nada útil Sumamente útil

6. ¿Para qué te han servido esos conocimientos? Escoge **lo que mejor** describa tu caso. Solo una.

- 6.1  Para entender la relación de las partes con el todo
- 6.2  Para ser más crítico del mundo que me rodea
- 6.3  Para buscar conocimiento sobre lo que ignoro
- 6.4  Para evitar que me engañen con los números y las cuentas
- 6.5  Para aprender a convivir con los demás
- 6.6  Para mejorar la relación con mi familia
- 6.7  Para respetar las diferencias entre hombres y mujeres
- 6.8  Para respetar las diferencias religiosas, las opiniones de los demás y las discapacidades físicas o mentales de las personas
- 6.9  Para defender mejor mis derechos
- 6.10  Para vencer mi timidez y mis miedos
- 6.11  Para comunicar mejor mis ideas y creencias
- 6.12  Para adquirir habilidades manuales y productivas
- 6.13  Para lograr buenos hábitos y costumbres para el estudio
- 6.14  Otro. Explica si has encontrado una utilidad distinta:  
 \_\_\_\_\_
- 6.15  Para nada. Inútil

7. Sí de ti dependiera decidir, ¿Seguirás estudiando el año próximo?

- 7.1  Si
- 7.2  No
- 7.3  No sabe. No contesta

## Annex 4 Sampling

For general information about this Annex, *See Annex 6.1*

1. Staff of Save the Children and the Norwegian Refugee Council  
The coverage expected in the TOR (page 11) was: Staff of SC and the NRC (Covering each sub-project). Bogotá 80%, Nariño 80%. The work plan proposed 100% coverage for both cases, as detailed in the table below.

KII = Key Informant Interview  
GI = Group Interview  
FG = Focus Group

Organization and Location	Evidence of Coverage	Work Plan Percentage Coverage	Field Work Coverage = Done
<b>SAVE THE CHILDREN</b>			
<b>Bogotá</b> Coordinador de Educación Gerente de Programas	KII #5 KII #6	<b>100%</b>	
<b>Nariño</b> Coordinador Especialista en Género Oficiales de Proyecto Financieros	KII #20 KII #21 FG #Pa3 FG #Pa3		
<b>NORWEGIAN REFUGEE COUNCIL</b>			
<b>Bogotá</b> Director de País Gerente de Programa Educación Oficial de Educación Gerente Administrativo Financiero	KII #9 GI #B1 GI #B1 GI #B1	<b>100%</b>	
<b>Pasto</b> Coordinador Regional Oficial de Campo NRC	GI #Pa13 GI #Pa13		
<b>Tumaco</b> Coordinador de Oficina Oficial de Campo	GI #T1 GI #T1		

2. Staff of all Strategic and Implementing Partners of Save-the-Children and Norwegian Refugee Council  
The coverage expected in the TOR (page 11) is: Staff of all Strategic and Implementing Partners of Save-the-Children and Norwegian Refugee Council, at least 30%. The work plan proposed by the Evaluators will result in a coverage of 100%, as detailed in the table below, provided the targeted persons will be available.

Organization and Location	Evidence of Coverage	Percentage Coverage*	Field Work Coverage = Done
<b>SAVE THE CHILDREN</b>			
<b>Strategic Partners</b>			
Ministerio de Educación	FG #B2	<b>100%</b>	
Secretaría de Educación, Pasto Secretaría de Educación, Nariño Secretaría de Educación, Tumaco	FG #Pa1 FG #Pa2 FG #T2		
<b>Implementing Partners</b>			
Tumaco	IE Iberia	KII #12, T17	

Organization and Location		Evidence of Coverage	Percentage Coverage*	Field Work Coverage = Done
	IE Ciudadela Mixta	KII #13, T18	<b>100%</b>	
Ricaurte	IE Ricaurte	KII #19, GI #R3, GI #R4, FG #R7		
	IE Ospina Pérez	KII #19, GI #R3, GI #R5, FG #R7		
	CAMAWARI	KII #18, GI #R1, FG #R6		
	UNIPA	KII #19, GI #R2,		
Samaniego	IE Policarpa Salavarieta	FG #S1, FG #S2		
	IE Simón Bolívar	FG #S1, FG #S2		
	IE Simón Álvarez	FG #S1, FG #S2		
	IE San Martín de Porres	FG #S1, FG #S2		
	IE Motilón	FG #S1, FG #S2		
Policarpa	IE Policarpa	FG #Po1, FG #Po5		
	IE El Ejido	FG #Po1, FG #Po5		
	IE Madrigal	FG #Po1, FG #Po5		
	IE Altamira	FG #Po1, FG #Po5		
Pasto	IE El Encano	FG #Pa4, FG #Pa5		
	IE Francisco José de Caldas	FG #Pa4, FG #Pa5, FG #Pa6, FG #Pa7		
	IE Ciudadela de Pasto	FG #Pa4, FG #Pa5, FG #Pa6, FG #Pa7		
	IE Chambú	FG #Pa4, FG #Pa5, FG #Pa6, FG #Pa7		
	IE Ciudadela de Paz	FG #Pa4, FG #Pa5, FG #Pa6, FG #Pa7		
	IE Santa Bárbara	FG #Pa4,		

Organization and Location		Evidence of Coverage	Percentage Coverage*	Field Work Coverage = Done	
		FG #Pa5, FG #Pa6, FG #Pa7			
	IE La Normal	FG #Pa4, FG #Pa5, FG #Pa6, FG #Pa7			
<b>NORWEGIAN REFUGEE COUNCIL</b>					
<b>Strategic Partners</b>					
Ministerio de Educación		FG #B2	<b>100%</b>		
Secretaría de Educación, Pasto		FG #Pa1			
Secretaría de Educación, Nariño		FG #Pa2			
Secretaría de Educación, Tumaco		FG #T2			
Instituciones Educativas	Pasto	Francisco José de Caldas		FG #Pa10	
		Ciudadela de Paz		FG #Pa10	
		Liceo de la Universidad		FG #Pa10	
	Tumaco	Liceo San Luis Robles		GI #T4,	
		Iberia		GI #T6, FG #T9,	
		Ciudadela Mixta		GI #T5, FG #T13, FG T11	
		Ethno-Bachillerato**	FG #T15, FG T8		
		Círculos de Aprendizaje**	FG #T16,		
	Policarpa	Educación Integral de Adultos**	FG #T14,		
		Policarpa -Grupos Juveniles Creativos***	FG # Po2 FG # Po4		
		El Ejido	FG # Po3		
		Madrigal	FG # Po3		
		Altamira	FG # Po3		
Simana		FG # Po2			
La Alcaldía	FG # Po2				
<b>Implementing Partners</b>					
Observatorio para la Paz		KII #B3, FG #T10, FG #T11, FG #T12, FG #Pa9	<b>100%</b>		
Universidad Nacional Abierta y a Distancia		KII #10, KII #11, KII #14, KII #22, FG #T3, GI #Pa11, FG #Pa12			



Organization and Location	Evidence of Coverage	Percentage Coverage*	Field Work Coverage = Done
Red de Consejos Comunitarios del Pacífico Sur RECOMPAS	KII #15, FG #T3, FG #T7, FG #T8		
Universidad de Nariño	KII #29, FG #Pa8, FG #Pa10		
Corporación Infancia y Desarrollo	KII #17, FG #T9,		

\* All categories are covered 100%. Within Save-the-Children categories, for each age group coverage is assured in at least two of the five communities.

\*\* As flexible models, these are implemented outside the educational institutions.

\*\*\* Managed by COLSUBSIDIO.

3. Norwegian Refugee Council. Flexible Models. Beneficiaries: Children, Youth and Adults. Requirement of 25% Target

The following table details the requirements of a 25% target. Under the adopted long form face-to-face interview survey approach. 45% (N=305) of these will be interviewed.

From a *results* perspective, the persons who benefited from the program are those who (1) graduated, (2) were integrated into the regular school system and (3) who are still in the system. These will form part of the sample. In addition, (4) those who withdrew from the program will also be included in the sample, since their responses may shed light on the reasons why they withdrew. Thus, to meet this requirement 220 were to be surveyed in Tumaco and 85 in Pasto, for a total population of 602.

Flexible Models	Tumaco		Policarpa		Pasto	
	Beneficiaries	25%	Beneficiaries	25%	Beneficiaries	25%
<b>Bachillerato Pacicultor</b>						
<b>Observatorio para la Paz</b>						
Graduates (2008-2010)	173	43			254	64
Integrados (2008-2010)	49	12			1	0
Abandono (2008-2010)	133	33			107	27
Permanecen (2008-2010)	29	7			20	5
<b>Universidad de Nariño</b>						
Graduados (2008-2010)	0	0				
Integrados (2008-2010)	2	0				
Abandono (2008-2010)	1	0				
Permanecen (2008-2010)	76	19				
<b>Consejo Noruego para Refugiados</b>						
Graduados (2008-2010)					0	0
Integrados (2008-2010)					0	0
Abandono (2008-2010)					26	7
Permanecen (2008-2010)					57	14
<b>Subtotal*</b>		<b>114</b>				<b>117</b>
<b>Educación Integral de Adultos</b>						
<b>Universidad Nacional Abierta y a Distancia</b>						
Graduados (2009-2010)	150	38			143	36
Integrados (2009-2010)	0				0	
Abandono (2009-2010)	14	4			39	10
Permanecen (2009-2010)	0				0	
<b>Consejo Noruego para</b>						

Flexible Models	Tumaco		Policarpa		Pasto	
	Beneficiaries	25%	Beneficiaries	25%	Beneficiaries	25%
<b>Refugiados</b>						
Graduados (2009-2010)					75	19
Integrados (2009-2010)					0	
Abandono (2009-2010)					31	8
Permanecen (2009-2010)					0	
<b>Subtotal*</b>		<b>42</b>				<b>73</b>
<b>Etno Bachillerato</b>						
Red de Consejeros Comunitarios del Pacífico Sur, RECOMPAS						
Graduados (2009, 2010)	155	39				
Integrados (2009, 2010)	5	1				
Abandono (2009, 2010)	88	22				
Permanecen (2009, 2010)	104	26				
<b>Subtotal*</b>		<b>127</b>				
<b>Círculos de Aprendizaje y Círculo me Acompaña</b> Corporación Infancia y Desarrollo, CID						
Graduados (2009-2011)	0				0	
Integrados (2009-2011)	609	152			0	
Abandono (2009-2011)	136	34			1	0
Permanecen (2009-2011)	83	21			0	
<b>Subtotal*</b>		<b>207</b>				
<b>Grupos Juveniles Creativos</b>						
<b>Subtotal*</b>						
<b>TOTAL</b>		<b>490</b>				<b>190</b>

\* The sum of the subtotals showing an asterisk (\*) equals 25% the population to be surveyed.

In brief, in the case of FEM (NRC), the survey finally had a sample size of 220 students for Tumaco (490 x 0.45) and 85 students for Pasto (190 x 0.45).

4. Save the Children's Activities. Requirement of 10% Target

The following table details the requirements of a 10% target. Under the adopted form face-to-face interview survey approach. 45% (N=297) of these will be interviewed.

Municipalities	In school		Out-of-school		Total
	Number	10%	Number	10%	
<b>Tumaco</b>					
Urban children	800	80	150	15	95
Rural children	550	55	200	20	75
<b>Subtotal</b>					<b>170</b>
<b>Ricaurte</b>					
Urban children	540	54	150	15	69
Rural children	220	22	210	21	43
<b>Subtotal</b>					<b>112</b>
<b>Samaniego</b>					
Urban children	260	26	100	10	36
Rural children	440	44	200	20	64
<b>Subtotal</b>					<b>100</b>
<b>Policarpa</b>					
Urban children	380	38	90	9	47

Rural children	220	22	150	15	37
<b>Subtotal</b>					<b>84</b>
<b>Pasto</b>					
Urban children	1265	127	100	10	137
Rural children	420	42	200	20	62
<b>Subtotal</b>					<b>199</b>
<b>TOTAL</b>		<b>510</b>		<b>155</b>	<b>665</b>

In brief, in the case of schools (SC) the survey finally had a sample size of 76 students for Tumaco (  $170 \times 0.45$ ), 89 students for Pasto ( $199 \times 0.45$ ), 50 students for Ricaurte, 45 students for Samaniego, and 38 students for Policarpa. Sub-Total: 298.

Thus, the target for the entire survey was to reach 602 FEM and school students. After the survey was done the real population surveyed was 626 FEM and school students.

### 5.3.5 Survey Distribution Summary by Location and Program

The following table details the distribution of the individual survey interviews by municipality and program.

Location	Target			Attainment		
	FEM (SC)	Schools (SC)	Total	FEM (SC)	Schools (SC)	Total
Tumaco	220	75	295	221	88	309
Ricaurte		50	50		53	53
Samaniego		45	45		45	45
Policarpa		38	38		44	44
Pasto	85	89	174	90	85	175
<b>TOTAL</b>	<b>305</b>	<b>297</b>	<b>602</b>	<b>311</b>	<b>315</b>	<b>626</b>

## **Annex 5 Terms of Reference**

### **TERMS OF REFERENCE**

*FOR THE*

### **END OF PROJECT SUMMATIVE EVALUATION**

**OF THE**

### **Right to Education and Participation for Children and Youth in Nariño**

**Project Number: A033951**

**Colombia Program**

**Americas Directorate**

**Canadian International Development Agency**

**January 2011**

EVALUATION TORs

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## 1 RATIONALE, PURPOSE AND OBJECTIVES OF THE EVALUATION

### 1.1 Rationale and purpose of the evaluation

Children and Youth being a thematic priority of CIDA and the focus of the Colombia Program, quality information on best practices, lessons' learned and project performance in this area is essential to inform further initiatives and the Colombia Program's strategic orientations.

Given that close monitoring and assessment of the project's development results and success factors was performed, no mid-term evaluation was carried out. However, an end of project summative evaluation is an appropriate moment to reflect on the successes and challenges of the project.

More specifically, the project-executing agencies, Save the Children and Norwegian Refugee Council, have communicated to CIDA's Colombia Program their interest in submitting an unsolicited project proposal for a future initiative. This evaluation will contribute to informed decision making regarding the assessment of a new project proposal and, if moving forward, as appropriate, conclusions and recommendations of the evaluation can be integrated in a future project, as appropriate.

### 1.2 Specific objectives of the evaluation

The specific objectives of the evaluation are to:

- Assess progress made towards the achievement of results at the immediate and intermediate outcome levels identified in the project's Performance Measurement Framework<sup>1</sup> and assess, where possible, the impact of the project regarding the ultimate outcome.
  - Assess the efficiency, relevance of the results and methodology of the project.
  - Assess the sustainability of the project.
- Provision of recommendations and lessons learned for future design and implementation of similar programming.

## 2 EVALUATION OBJECT AND SCOPE

The Right to Education and Participation for Children and Youth in Nariño project (2008-2012) is to be evaluated. The logic of the intervention is set out in section 2.2 Project Profile. The CIDA contribution to the project is \$10M with the partners contributing \$2.5M. The Contribution Agreement was signed in March 2008, followed by Amendment 1 in March 2009, Amendment 2 in June 2011, and Amendment 3 in September 2011<sup>2</sup>.

The evaluation is to take place between January-March 2012 and will involve travel to Toronto and Colombia (Bogotá and the department of Nariño).

### 2.1 Development Context

Colombia is one of the oldest democracies in Latin America with a diversified economy, solid functioning institutions, progressive laws, an active civil society, and abundant natural resources. However, a decades-long armed conflict fuelled by the illicit drug trade continues to hinder Colombia's development

<sup>1</sup>See EDRMS 5599687

<sup>2</sup>See Contribution Agreement en Amendments EDRMS 5442457, 5442451, 5672715, 5782613

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and impedes attempts to tackle poverty and inequality. Armed conflict, lack of security and ongoing violence prevents the expansion of social programs in certain areas.

Children and youth, representing 57 percent of the poor and 42 percent of Colombia's total population, are particularly vulnerable to inequality, poverty, and conflict. They are exposed to violence from an early age, which often affects their personal development and life-coping skills. Faced with a lack of opportunity for meaningful activity, poor and displaced girls and boys frequently join organized armed actors, gangs, or the drug trade, both for the sense of identity and belonging they provide as well as for the income-generating possibilities they represent. Because of armed conflict and displacement, many children lose their already precarious right to education. Across the country, 16 percent of children between the ages of 5 and 17 (almost two million), most of them in rural areas, fall outside the education system. Thus, Colombia still has challenges to achieve Education for All, and it is indigenous, Afro-Colombian and displaced children who face the greatest challenges. At the same time, the quality of education has deteriorated due to factors such as: high levels of poverty and increasing inequity; the government's weak presence in remote rural areas; and inadequately trained teachers.

The department of Nariño, where the project is being implemented, counts 64 municipalities and is located in the southwest part of Colombia. It currently has one of the highest rates of human rights violations infractions of international humanitarian law and presents one of the most critical humanitarian situations. In its southern reaches, Nariño shares a border with Ecuador, and it has a coastline to the west along the Pacific Ocean. It is home of Afro-Colombian and Indigenous populations in a higher proportion than the national average.

### 2.2 Project/Program Profile

In March 2008, CIDA signed a contribution agreement valued at \$10M with Save the Children Canada (SCC) and the Norwegian Refugee Council Colombia (NRC). The two non-governmental organisations (NGOs) agreed to implement in partnership the project "Right to Education and Participation for Children and Youth in the Department of Nariño"<sup>3</sup>.

The five-year project is implemented with departmental institutions in six municipalities of Nariño: Pasto, Tumaco, Ricaurte, Policarpa, Barbacoas and Samaniego, municipalities that include significant displaced, indigenous, Afro Colombian and generally vulnerable children, youth, and adults in both urban and rural settings.

The goal of this project is to ensure respect of the rights and protection of children through the enhancement of the access to, and quality of, education for children and youth in the Department of Nariño, and through the participation of children, youth, families and communities in the construction of a culture of peace.

Direct beneficiaries are 37,965 children and youth (1,965 who are out-of-school, and 36,000 who are attending urban and rural schools in municipalities of Nariño), and 4,177 adults (416 illiterate and 3,761 parents). Priority attention is being given to indigenous and Afro Colombian children, youth and families and victims of forced displacement, those at risk of being displaced, and their educators: teachers, and principals.

Concretely, the project supports the implementation of five pedagogical models, four relating to alternative educational opportunities for out-of-school indigenous, Afro Colombian, displaced and generally vulnerable children, youth and adults: Learning Circles, High Schools for Peace, Ethno high

<sup>3</sup>During its implementation, the project has locally later be called "Aprendiendo Crecemos"/"As we learn, we grow". We will however use the project title as named in the Contribution Agreement.



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school and Integral Literacy for Adults (implemented by the Norwegian Refugee Council); and one model relating to direct intervention in public schools, The Inclusive Education Model (implemented by Save the Children), aimed at enhancing the quality and pertinence of education and constructing a culture of peace around schools. This component combines Educational Improvement Plans (Rutas de Mejoramientos) constructed and implemented with the education communities of each school, and direct training and support from Save the Children and partners organisations in conjunction with the government.

The Implementation of the project is done through 22 strategic Alliances/sub-projects<sup>4</sup>. An Alliance is composed of an educative institution at its center, which works with universities, civil society organisations and community groups, including parents and youth groups. Each Alliance has proposed a project that aims to enhance the quality and pertinence of education to Save the Children (SC) and NRC. SC and NRC have signed contribution agreement with each Alliance (agreements are signed by the educative institution related to each Alliance). The pedagogical models and Education Improvement Plan will be implemented in the education institution through these Alliance. In some educative institutions, integration of the pedagogical models started before the implementation of the present CIDA funded project. In 2011, a new alliance was initiated at the special request of the Departmental Education Secretariat, to build an improvement plan with the teacher training school the Normal Superior de Barbacoas<sup>5</sup>, the only teacher training school on the Nariño pacific coast.

Each Alliance is a joint effort and has social co-responsibility in education, recognizing that while educative institutions are central to change and transformation, they cannot lead a change process in isolation and they need to work with universities, civil society organisations and community groups. This project was designed to adopt a child right's approach, in which participation of children, parents and communities is key. The project also integrates gender equality and environment as crosscutting themes.

### 2.3 Implementing Organisations and Key Partners

Save the Children Canada (SC), a non-governmental organization (NGO), is a member of Save the Children International, a network of 29 member organizations raising funds and operating programs domestically and internationally that focus on the issues of health and nutrition, education, HIV and AIDS, child protection, livelihoods and food security, emergency relief and child rights governance. SC has been a CIDA partner for over 25 years and works in Canada and 120 countries overseas to bring immediate and lasting improvements to children's lives through the realization of their rights. SC has been present in Colombia since 2003. In this project, its focus is on the quality of education component.

The Norwegian Refugee Council (NRC) was established in 1946 under the name Aid to Europe, to assist refugees in Europe after World War II. Today NRC is organised as an independent, private foundation. The primary objective of NRC's overall educational core activities is to respond rapidly to education needs, thereby contributing to durable solutions for refugees, internally displaced persons (IDPs) and returnees by: facilitating access to basic education and training, promoting education as a prime protection tool, and providing training in, or information on, conflict management, human rights, reconciliation and peace building. Since 1997, the Norwegian Refugee Council has been actively involved in Colombia. For this project, the Norwegian Refugee Council focuses on access to education.

<sup>4</sup>Each Alliance implements a subproject. The number of Alliances of the project corresponds to the number of subprojects.

<sup>5</sup>In this case, there is not a direct agreement signed with the Normal de Barbacoas but rather with the Mariana University which is leading the improvement plan.

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In order to implement the project through the various Alliances, SSC and NRC work with a variety of local partners. Amongst them are:

University of Nariño, the Open and Distance University, UNAD, Mariana University, Expresion Viva, Acandes, Urdimbre, and the Superior Normal School of Pasto: These institutions share responsibility for pedagogical leadership, and for operationalizing and implementing educational programs supported by the project in selected municipalities.

United Indigenous Awa People's Organisation (UNIPA) and Camawari: These indigenous organisations representing the Awa are the coordinating and implementing body for activities supported by the project in their territories.

Community Councils on the Pacific Coast of Nariño: These are the community organizations of Afro Colombian people charged with ensuring collective property rights and administration in their territories. As such, they are the organizations with which the Project coordinates educational programs supported in their territories.

National Ministry of Education: This is the institution charged with directing Colombian educational policy and promoting programs responding to special-needs sectors of the population: displaced people, indigenous people and Afro Colombians. Given that the project in the department of Nariño specifically responds to these population groups, coordination of activities promoted by the Ministry of Education for infrastructure improvements, improved educational materials, teacher training, fostering of relations of coordination and cooperation, and the development and implementation of alternative educational models, for example, is paramount. In 2011, three key technical agreements were signed with the MoE with the intention of ensuring that project learning can influence national policy construction in the areas of inclusive education, peaceful coexistence and citizenship in schools, and attention to out of school population. These agreements have provided a formal space in which NRC and SC, and even project beneficiaries, are able to directly communicate project learning and educational needs in spaces for the construction of national policy such as forums jointly organised with the MoE in Cali and Bogota.

Departmental Government of Nariño - Departmental Educational Secretariat-Municipal Secretariats of Pasto and Tumaco. The departmental government of Nariño is required to guarantee full coverage and educational quality in all municipalities of Nariño with the exception of Pasto and Tumaco, which, since both have been certified, are charged with such tasks. The Educational Secretariats are responsible for implementing a system of indicators and standards in education to ensure quality, therefore project development closely coordinates with the entities that assume State functions at the regional and local level. Project activities are also directed at supporting and training these institutions to carry out these functions. The project works together with the secretariats on joint plans such as the Ten Year Education Plan, the Policarpa municipal education plan, quality circles, Normal de Barbacoas Improvement plan, and thereby engages the secretariat in high quality and sustainable improvement processes. They are key actors in guaranteeing the sustainability of the Project.

### **2.4 Logic: Expected outcomes of the Project/Programme**

Following restructuration of the management of the project in 2009, the logic model and performance measurement framework have been adjusted accordingly. The result statements below reflect these changes.

#### **Ultimate Outcome**

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- Improvement in education system and learning conditions for children, young people, adults, their families and communities affected by the armed conflict and in a situation of vulnerability in the Department of Nariño, encouraging participation in the construction of democratic and peace cultures.

### Intermediate outcomes

1. Through flexible education models, increased levels of access, permanence, quality and inclusiveness in the education for vulnerable and conflict-affected children, young people, adults (Afro-Colombian, rural and receptor communities) in three municipalities 6 of Nariño.
2. In public schools, increased quality, relevance and inclusion in the education for vulnerable and conflict-affected children, young people and adults (indigenous, Afro Colombian, rural and receptor communities) in six municipalities of Nariño.

### Immediate Outcomes

- 1.1 Improved pedagogical and administrative functioning of the flexible education models adapted to local contexts.
- 1.2 Greater participation by the government in the institutionalization and diffusion of the flexible education models.
- 1.3 Increased in the capacities of the public universities and local and community organizations to implement, operate and monitor the flexible education models.
- 2.1 Increase in the capacities of the educational institutions (EIs) to provide an inclusive education 7
- 2.2 Increase amongst students and families in their capacities of participation and citizenship<sup>8</sup> needed to promote and support an inclusive education.
- 2.3 Increase in the programmatic and organizational capacities of civil society (including indigenous, Afro Colombian organizations, and other grassroots organizations) to promote the conditions necessary for an inclusive education.
- 2.4 Increase in the capacities of the Municipal and Departmental Secretariats of Education to provide the conditions necessary for an inclusive education.

## 3 EVALUATION CRITERIA AND ISSUES

The evaluation will apply the criteria and address the issues listed below<sup>^</sup>:

<sup>6</sup>See attached explanation “Adjustments in the number of beneficiaries (the Access Component)

<sup>7</sup> The term inclusive education reflects the Save the Children model – an education that is adapted to the needs of children, involving children and young people, families and communities to achieve a quality education that provides academic and life skills (incorporating a gender perspective) that are appropriate for the cultural and socio-economic contexts in which they live.

<sup>8</sup>According to the holistic definition used in the base line (executive summary) citizenship skills include child rights awareness, conflict resolution, participative decision-making, positive parenting, and recreational interaction. These skills enable families, children and young people to contribute to the social, political, and cultural environment in and out of school which will support an inclusive education.

## EVALUATION TORs

### A. Evaluation Criteria

1. Effectiveness
2. Efficiency
3. Relevance
4. Sustainability

### B. Evaluation Issues

5. Ownership, Alignment, Harmonization
6. Risk management
7. Cross-cutting theme: Gender Equality

In addition, to being guided by the aforementioned framework, the Consultant<sup>10</sup> will also identify lessons learned, and provide recommendations for guiding future program initiatives.

## 4 EVALUATION QUESTIONS

### 4.1 Evaluation Criteria

#### 4.1.1 Effectiveness

- a) Has the project/program achieved the expected outcomes (immediate, intermediate) as indicated in the PMF<sup>11</sup>?
- b) What is the progress towards the ultimate outcome?
- c) What have been the challenges regarding the achievement of expected immediate and intermediate outcomes, taking into account the changes that occurred in the PMF, and how were they addressed?
- d) In a future similar initiative, what could be changed/enhanced to plan and achieve better expected immediate and intermediate outcomes?
- e) Describe unintended results and their relevance/importance in the achievement of the ultimate outcome.
- f) What impact has the support provided to communities, adults and parents had on the right of children to access quality education and participation?

#### 4.1.2 Efficiency

Is the relationship between costs and results reasonable?

- a) Based on comparisons with relevant benchmarks and taking into account results achieved, what is the costs/results relationship?
- b) How could a future initiative be more cost-effective?
- c) How is the project consistent and coordinated with the efforts of other organisations and donors addressing the same needs in the department of Nariño? Have partnerships with these organisations helped to reduce costs for related activities (e.g. such as flexible models and nutrition support)?

<sup>9</sup> Evaluation criteria and issues are based on the OECD-DAC criteria for evaluating development assistance and CIDA's "Framework of Results and Key Success Factors" and the *Paris Declaration*. Note: the criteria stated in this section have precedence over those indicated the Section 2.8 Evaluation criteria of the *OECD-DAC (2010) Quality Standards for Development Evaluation*.

<sup>10</sup> "Consultant" is defined an individual or a team.

<sup>11</sup> Please note that the PMF has been reworked and target changed in 2011, please see Amendment 3.

## EVALUATION TORs

### 4.1.3 Relevance

- a) Does the work on the quality and access components of the Norwegian Refugee Council and Save the Children respond to the most important needs in the field of education in the Department of Nariño?
- b) How does the project respond to the needs of the most vulnerable children and youth in Nariño?
- c) What impact has the support provided to communities, adults and parents had on the right of children to access quality education and participation?

### 4.1.4 Sustainability

Will results continue after CIDA's involvement ends?

- a) At the subproject level, will the local ownership, the capacities developed and the resources and sustainability strategies be sufficient to maintain results and continuity of activities?
- b) Are policies at the national, departmental and municipal level conducive to maintenance of results and continuity of efforts towards better access for children and youth to quality education and participation?
- c) Have institutional capacities<sup>12</sup> been sufficiently developed to ensure maintenance of results and continuity of efforts?
- d) For a future similar initiative, what are recommendations for enhanced sustainability of results?

## 4.2 Evaluation Issues

### 4.2.1 Ownership, Alignment, Harmonization

Ownership:

- a) Are primary stakeholders<sup>13</sup> fully committed and supportive of the development intervention and do they have the appropriate authority and tools to make decisions and take action?
- b) Based on the "Monitoring Child Participation in a Project Cycle" tool (see Annex 3), describe the level of participation of children and youth in the project. Was it sufficient? And can it be maintained?

Alignment:

- c) Does the project align with local systems and practices?

Harmonization:

- d) Was there coordination between donor organizations and implementing organizations to simplify procedures and to share information in order to avoid duplication?

### 4.2.2 Risk management

- e) Were effective and efficient systems in place and properly used to identify and manage risks, including risks mitigation?

### 4.2.3 Cross-cutting theme: Gender Equality

- f) How has the project achieved results regarding gender equality<sup>14</sup>?

<sup>12</sup> Of strategic partners such as Ministerio de Educación, Secretaria de Educación, Universidad de Nariño, etc.

<sup>13</sup> Governmental authorities, partners, communities, etc.

<sup>14</sup> Results as per CIDA's Policy on Gender Equality and the Project Gender Strategy

## EVALUATION TORs

- g) What have been the challenges regarding achievement of gender equality results within the project, particularly with indigenous communities, and how were they addressed?
- h) What are the recommendations for better integration of gender equality in a future similar initiative, particularly with indigenous and Afro Colombian communities?

## 5 EVALUATION PROCESS

The evaluation will be carried out in conformity with the “*OECD-DAC (2010) Evaluation Quality Standards* ” and evaluation best practices.

Save the Children and the Norwegian Refugee Council representatives will be involved throughout the evaluation and consulted at important milestones during the process. It is intended that all logistical decisions will be made in consultation with Save the Children and the Norwegian Refugee Council and their partners and that they will be asked to comment on the proposed ToRs. Early on, consultations will clarify the commitments, responsibilities and expectations of CIDA, Save the Children and the Norwegian Refugee Council, appropriate Local Counterparts and the Consultant. Save the Children and the Norwegian Refugee Council will be given an opportunity to comment the draft findings before they are put in final form for the report. CIDA will approve the evaluation work plan and the final report.

### 5.1 Preparation of Work plan

The Consultant will prepare a work plan that will operationalize and guide the evaluation. The work plan shall follow the outline provided in Annex 1. Once approved by CIDA's Senior Development Officer/Program Manager, the work plan will serve as the agreement between parties on how the evaluation is to be carried out.

The work plan will refine and elaborate on the information presented in these ToRs to bring greater precision to the planning and design of the evaluation. It shall be based on a preliminary review of the documentation, discussions with key stakeholders (CIDA, Save the Children, Norwegian Refugee Council, partners in the field, etc.), literature review, etc.

The work plan will include a rapid evaluability assessment that will guide the evaluation design and help updating the evaluation questions. The Consultant will examine the following key factors that determine evaluability: the specificity of intervention; its logic; a review of the evaluation questions<sup>15</sup>, the existence and quality of data (e.g., unsuitable baseline data, etc.); the availability of key informants; and the timing of the evaluation. It also identifies if key stakeholders want/resist to have their development intervention evaluated (e.g., the level of resistance to the evaluation and its reasons). Furthermore, evaluators must explain and note any factors that compromise the independence of the evaluations and address possible conflicts of interest openly and honestly.

The purpose, scope and evaluation questions presented in the previous sections should be used by the Consultant to determine the most appropriate approach and methodology for present evaluation. The methodology is developed in line with the evaluation approach chosen. The selected methodology must answer the evaluation questions using credible evidence.

The methodology section of the work plan will inform the selection of the proposed evaluation approach and includes specification and justification of the design of the evaluation. Furthermore, it will describe and explain the evaluation methodology and its application. It will detail the techniques proposed for data collection and analysis. The choices made will be justified, and potential limitations and shortcomings

<sup>15</sup>Evaluation questions can be withdrawn if they are impossible to answer, overly difficult or if there is a need to reduce the focus of the evaluation. Questions may be further elaborated, modified or added. All change, addition or deletion of questions must be accompanied by a solid argumentation/rationale.

## EVALUATION TORs

will be explained. The Consultant will also annex an Evaluation Matrix that must follow the template provided in Annex 2. Note that the Evaluation Matrix does not replace the required narrative explanation in the methodology section.

Finally, the work plan will propose samplings accompanied by solid explanations. That is,

- in the sampling section, for each sampling (e.g. stakeholder's selection<sup>16</sup>, country/region/sites/sub-project selection, etc.) general sampling parameters will be defined;
- in the annex, for each sampling will specify: purpose/objectives, universe/population, sampling criteria, sample design, sampling frame, sampling unit, sample size, sampling method, proposed sample and limitations.

In particular, the Consultant's must ensure that samples cover:

- every subproject be covered; at least 80% of Save the Children and the Norwegian Refugee Council staff in Bogota and Nariño working on the project;
- at least 30% of staff of all strategic and implementing partners;
- 25% of children and youth and adults benefiting from NRC's flexible models;
- 10% of children benefiting from Save the Children's activities in school and out-of-school are surveyed.
- The evaluation is to include consultations with CIDA's Colombia Program, Save the Children and Norwegian Refugee Council, strategic and implementing partners, and beneficiary of the project, particularly children and youth.
- Consultations are to take place in Gatineau, Toronto, Bogota, and in five municipalities in the Department of Nariño. Reach can be enhanced using surveys and telephone interviews to the range of proposed stakeholders.

### 5.2 Data Collection

Data collection will be executed according to the CIDA approved work plan which includes the evaluation matrix along with the approved Sampling Framework clearly identifying the country to be visited, sites/projects/sub-projects to be documented (using methods defined in work plan), data to be collected by which stakeholders, documents to be gathered, etc. When applicable field mission should be carried out in collaboration with CIDA field personnel.

Stakeholder participation is fundamental to this assessment. The evaluation will provide for active and meaningful involvement of key stakeholders as appropriate (e.g. beneficiaries, government representatives, local civil society).

### 5.3 Preparation of Draft and Final Evaluation Report

The Consultant will prepare an evaluation report that describes the evaluation and puts forward findings<sup>17</sup>, conclusions, recommendations and lessons learned. The Consultant is entirely responsible for the quality of the final report and shall follow *OECD-DAC (2010) Quality Standards for Development*

<sup>16</sup>Given the importance of stakeholder participation, the work plan will identify the stakeholders to be consulted and the criteria to be used for their selection. If less than the full range of stakeholders is to be consulted, the methods and reasons for selection of particular stakeholders will be described.

<sup>17</sup> The report will present the finding disaggregated by sex whenever possible.

## EVALUATION TORs

*Evaluation*<sup>18</sup>. The Consultant is responsible for accurately representing and consolidating the inputs of the team members, stakeholders and CIDA in the final report<sup>19</sup>.

### 5.4 Management Response

CIDA, Save the Children and the Norwegian Refugee Council will prepare a management response to the evaluation report that documents their response to the recommendations and establishes how each organization will (or will not) follow-up on the recommendations. Note: the Consultant is not responsible for this part of the process.

## 6 ACCOUNTABILITIES & RESPONSIBILITIES

### 6.1 CIDA

The CIDA Program Manager/Senior Development Officer will oversee the program evaluation and be responsible for accountability and guidance throughout all phases of execution, and approval of all deliverables. The Program Manager/Senior Development Officer is responsible to:

- Prepare the Terms of Reference;
- Launch and coordinate the evaluator selection and contracting process;
- Engage and manage the contract of the Consultant;
- Act as the main contact person for the Consultant;
- Ensure the co-ordination of the Agency's internal review process;
- Provide guidance throughout all phases of execution, approve all deliverables and facilitate access to any documentation (or any person) deemed relevant to the evaluation process;
- Share deliverables with the geographic programs at CIDA HQ, CIDA field offices, in particular the countries which benefited from site visits as well as CIDA's Evaluation Directorate of Strategic Policy & Performance Branch for knowledge sharing and dissemination purposes;
- Perform quality control, in collaboration with CIDA's Evaluation Directorate at the Strategic Policy & Performance Branch - as well as sector and thematic specialists as required, of all deliverables;
  - Sharing deliverables with key stakeholders;
  - Collecting stakeholders' comments on the draft report;
- Inclusion of the management response and stakeholders' comments in the final Evaluation Report;

### 6.2 Save the Children and Norwegian Refugee Council

Save the Children and the Norwegian Refugee Council will play the following roles in the proposed exercise:

- Support the evaluation process by facilitating access to any documentation deemed relevant to the exercise, including an initial summary of key strategies and results achieved;
  - Facilitate access to project sites, project staff, project partners and beneficiaries;

18 CIDA wishes to remind the Consultant of its legal obligations with regard to the OECD-DAC (2010) Evaluation Quality Standards. The latter are an integral part of the present contract through the Standing Offer Agreement they signed.

19 As per the OECD DAC Standards, "Relevant stakeholders are given the opportunity to comment on the draft report. The final evaluation report reflects these comments and acknowledges any substantive disagreements. In disputes about facts that can be verified, the evaluators investigate and change the draft where necessary. In the case of opinion or interpretation, stakeholders' comments are reproduced verbatim, in an annex or footnote, to the extent that this does not conflict with the rights and welfare of participants."



## EVALUATION TORs

- Provide feedback at various stages of the evaluation;
- Prepare a management response and action/implementation plan for the recommendations of the evaluation

### 6.3 Consultant

The Consultant will report to the CIDA Program Manager/Senior Development Officer. The Consultant will have overall responsibility for:

- Acquiring full knowledge of the *OECD-DAC (2010) Quality Standards for Development Evaluation*  
<http://www.oecd.org/dataoecd/55/0/44798177.pdf>;
- Preparing TORs for the hiring of local consultant(s) if required;
- Putting together a team with the requisite skills, subject to CIDA approval;
- Reviewing and commenting on the Terms of Reference
- Preparing and presenting the Evaluation Work Plan;
- Conducting the evaluation according to the approved workplan;
- The day-to-day management of operations;
- Collecting credible, valid information, (i.e. cross-validates and critically assesses the information sources used and the validity of the data using a variety of methods and sources of information) following the work plan.
- Presenting preliminary data to and seeking validation from all stakeholders identified by CIDA;
- Conducting wrap-up meetings (presentation of preliminary findings and validation) with all stakeholders, identified by CIDA.
- Regular progress reporting to CIDA's Program Manager/Senior Development Officer;
- The development of findings<sup>20</sup>, conclusions, recommendations and lessons learned;
- Ensuring the timely delivery of products as established in the contractual agreement;
- Ensuring that all products adhere to the *OECD-DAC Quality Standards for Development Evaluation (2010)*.
- The Consultant shall not submit the draft evaluation report to stakeholders without CIDA's approval.

## 7 PROFILE OF CONSULTANT

The composition of the evaluation team will possess a mix of evaluative skills and thematic knowledge, be gender balanced and include professionals from the countries or regions concerned if relevant.

The team leader must be an Evaluator at intermediate level with over 5 years of experience in the field of evaluation. The individual must have substantial developing country experience and a demonstrated ability to conceptualize the overall approach to work assignments and to plan, manage and lead complex evaluations. The individual has demonstrated experience of supervising day-to-day activities of multi-disciplinary evaluation teams of experts. He/she is able to develop appropriate evaluation tools/methods, to ensure the accuracy, adequacy and reliability of the evaluation findings and recommendations, to make recommendations to senior government officials, to produce analytical reports, and to recommend appropriate CIDA action.

In addition, the team leader will also have the following experience/knowledge/competence:

1. Previous experience with the type of evaluation mandate considered in the present TORs;

<sup>20</sup> disaggregated by gender as much as possible

## EVALUATION TORs

2. Experience in the Latin America Region is mandatory, experience in Colombia or/and in a conflict-affected country an asset or requirement;
3. Advance proficiency in English (writing, reading and oral expression) and in Spanish (reading and oral expression);
  4. CIDA Thematic expertise: Education, Child's Rights;
  5. Education: Master's degree in a relevant field or the equivalent in working experience;
6. Experience with qualitative and quantitative research techniques (i.e. focus groups, directive and non directive interviews, surveys, etc.).

## 8 DELIVERABLES AND MILESTONES, SCHEDULE

### 8.1 Deliverables and Milestones

All deliverables must be prepared in English, and submitted to the CIDA Senior Development Officer/Program Manager. The executive summary, and only the executive summary, of the final evaluation report must be written in both official languages.

Both the draft and final work plan, and the draft and final evaluation reports must be submitted in MS Word or in a compatible software. PDF files are not acceptable. If need be, CIDA will convert files into PDF format. Only the Final evaluation report must be submitted in hard copy format. Presentations delivered will be submitted in electronic format to CIDA.

Upon CIDA's request, the Consultant shall submit documents used/created under the present mandate, (e.g., data collection tools, such as questionnaires, focus groups protocols, interview notes, raw data, survey data, database, etc.).

#### 8.1.1 Draft Work Plan

The Consultant is to submit a draft work plan to the CIDA Senior Development Officer/Program Manager within three weeks of the signing of the contract. The CIDA Officer will share that work plan with the Implementing Agency and partners. The Consultant shall follow the outline in Annex 1.

#### 8.1.2 Final Work Plan

Within one week of receiving comments, the Consultant will produce a final work plan to be approved by CIDA.

Note: if the contract is a "fixed time rate", no significant expenditures (including travel) other than the approved level of effort up to the deliverable "final work plan" should be incurred until the work plan itself is approved.

#### 8.1.3 Debriefing/Validation Sessions

Conduct an in country debrief/validation workshop two days before departure from the field to validate preliminary data with selected stakeholders – to be defined with CIDA in due course.

Conduct a post-mission debriefing/validation session in Gatineau two weeks after returning from the field mission.

## EVALUATION TORs

### 8.1.4 Draft Evaluation Report

The Consultant will submit a draft evaluation report (which must conform to the OECD-DAC Quality Standards for Development Evaluation - 2010) to the CIDA Senior Development Officer/Program Manager for review within a maximum of four weeks after returning from mission. CIDA is responsible for sharing the draft report with stakeholders and for collecting their comments.

The Consultant will not submit the draft evaluation report to stakeholders without CIDA's approval.

### 8.1.5 Final Evaluation Report

Within two weeks of receiving comments from CIDA, the Consultant will submit a final evaluation report which includes an executive summary to the CIDA Senior Development Officer/Program Manager. Note: before publication CIDA will add the Management Response and Stakeholders' comments (if applicable) to the report.

### 8.1.6 Presentation of the Final Report (optional)

Prepare and conduct a workshop presenting the finding, conclusions, recommendations and lessons learned at a time and location to be decided by CIDA.

## 8.2 Schedule

This evaluation is expected to be carried out between February and June, 2012. The final evaluation report must be submitted to CIDA before June 15<sup>th</sup>, 2012. The timeline below identifies the key phases of the evaluation and provides suggested target dates for the completion of each phase:

- |   |  |
|---|--|
| 1. Submission of draft work plan for revision                     | within two weeks on contract signing                                     |
| 2. Review by CIDA (minimally 2 weeks)                             |  |
| 3. Submission of final work plan for approval by CIDA             | within one week of CIDA feedback   |
| 4. Data collection - Canada                                       | March 6 to March 12 <sup>21</sup> March 14 <sup>th</sup> -               |
| 5. Data collection - field mission(s), site visits                | April 6 <sup>th</sup> April 5 and 6 <sup>th</sup> April 20 <sup>th</sup> |
| 6. In-country evaluation debriefing and validation                | May 18 <sup>th</sup>   |
| 7. Post-mission debriefing/validation session in Gatineau         | June 1st   |
| 8. Submission of preliminary report for review                    | June 15th  |
| 9. Review by CIDA (minimally 2 weeks) (and stakeholders)          | June 20th  |
| 10. Submission of final report for approbation by CIDA            | June 29th  |
| 11. Complete Final report with Management responses <sup>22</sup> |  |
| 12. Presentation Workshop of the Final report (optional)          |  |

The Consultant must specify in the work plan when each activity will start and end, using the above timeline as an indicative guideline. Once validated and approved by CIDA, the work plan will become the key reference document for tracking the progress of this evaluation.

Dates might vary by approximately one to three days.

<sup>22</sup> If required, stakeholders' comments should be reproduced verbatim as annex.

**EVALUATION TORs**

**9 LEVEL OF EFFORTS AND ESTIMATED BUDGET**

The basis for payment and payment scheduling will be determined during contract negotiations.

**9.1 Level of Efforts**

CIDA's projections for the 'level of effort' required for this evaluation and the anticipated 'consultants-related costs' for carrying out this project are set out below:

Activity	Number of Days	
	Team leader	Education Expert
Workplan preparation		
Data collection/survey preparation / interview preparation/mission		
Debriefing, analysis, report preparation		
<b>Total:</b>		

**Table 1: Projected level of effort (LOE)**

Tasks	LOE (days)	
	Team Leader	Education Expert
A) Document analysis and consultation with CIDA and CCELD Inc.		
B) Draft Work plan preparation		
C) Revision and final Work plan revision		
D) Data collection and analysis in Canada (including travel time)		
• overseas (including travel time)		
E) Report preparation		
— Draft Evaluation Report		
• Revision and Final Evaluation Report		
<b>Total</b>		

**9.2 Estimated Budget**

The estimate to complete the evaluation including all costs and GST is in the range of CDN \$98,629. This figure includes all fees, travel expenses, and miscellaneous direct project expenses.

## EVALUATION TORs

### Annex 1: EVALUATION WORK PLAN OUTLINE

1. **Rationale, purpose and specific objectives of the evaluation**
2. **Evaluation Object and Scope**
3. **Preliminary issues and potential impact on evaluation (evaluability)**
  - 3.1. Findings and recommendations from previous and/or other evaluations (if applicable)
  - 3.2. Evaluability assessment
    - Review of the coherence and logic of a intervention;
    - Review of the evaluation questions.
    - Clarification of data availability and quality and of availability of key informants;
    - Level of resistance to evaluation and its reasons;
    - Factors that may compromise the independence of the evaluation;
    - Address possible conflicts of interest
  4. **Evaluation Criteria and key questions**  
(Criteria and updated questions)
5. **Evaluation Approach and Methodology**
  - 5.1. Evaluation Approach
  - 5.2. Evaluation Methodology (taking into consideration budget, time, data and political constraints)  
specification and justification of the proposed design specification and justification of the proposed techniques for data collection; specification of proposed the data sources; specification and justification of the proposed data analysis; narrative explanation the evaluation matrix (the Matrix is to be include as an Annexe)
  - 5.3. Sampling  
For each sampling (e.g. stakeholder's selection, country/region/sites/sub-project selection, etc.) define general sampling parameters and provide detailed explanations in an annex.
6. **Reporting**
  - 6.1. Debriefing-validation and draft rapport (how it will be done)
  - 6.2. Table of content of the final report
7. **Evaluation Management**
  - 7.1. Evaluation Team Members
  - 7.2. Roles and Responsibilities
  - 7.3. Risks and risk Mitigation
8. **Key Deliverables, Timelines and Resources**
  - 8.1. Deliverables and Milestones, Schedule
  - 8.2. Level of Effort and budget (update if necessary)

#### Annexes

- Evaluation Matrix
- Sampling (detailed explanations). For each sampling, specify: purpose/objectives, universe/population, sampling criteria, sample design, sampling frame, sampling unit, sample size, sampling method, proposed sample and limitations.
  - Bibliography (used for the work plan design)
  - List of individuals (consulted for the work plan design).
  - LFA or PMF
  - ToRs

**EVALUATION TORs**

**Annex 2: Design matrix template**

Question	Subquestion	Type of subquestion	Measure or indicator	Target or standard (normative)	Baseline data?	Data source	Design	Sample or census	Data collection instrument	Data analysis	Comments

Source: Morra-Imas, Linda G. And Ray C. Rist. (2009) The Road to Results: Designing and Conducting Effective Development Evaluations, World Bank, Washington D.C., pp.243.

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