

OUTCOME EVALUATION OF THE EDUCATION CAPACITY DEVELOPMENT PARTNERSHIP FUND (CDPF) – PHASE I AND II

Presentation of the Final Report

Phnom Penh, March 2018



Evaluation Purpose

Provide **findings, conclusions and recommendations that will inform the positioning of capacity development in the formulation of the CDPF Phase III (2018-2021);**

Ensure that **lessons learned** from CDPF Phase II are documented (*formative/future guidance*); and

Ensure **accountability** of CDPF II towards donors, MoEYS, teachers and children (*summative*).



Evaluation Objectives

To assess CDPF approaches to capacity development and whether outcomes and pathways to achieve results are comprehensive;

To evaluate the extent to which CDPF has achieved intended outcomes of building capacities at national and sub-national levels;

To determine the extent to which CDPF has adequately and efficiently collaborated and coordinated internally and externally through partnerships;

To determine the extent to which UNICEF financing, management and governance arrangements coalesced around CDPF programmatic goals; and

To determine the extent to which the CDPF builds on existing knowledge and evidence, and identify lessons learned that can inform the CDPF Phase III or similar programmes.



Evaluation Scope

Geographic coverage: Nationwide, national and sub-national levels of the MoEYS.

Time-frame: CDPF Phase I (2011-2014) and Phase II (2015-2017).

Stakeholders, directly involved in CDPF and in evaluation:

- UNICEF
- MoEYS central level (technical departments, National Institute of Education and Education Research Council), Provincial Offices of Education (POEs), District Offices of Education (DOEs) and School Directors (SDs)
- District level organisations: District Training and Monitoring Team (DTMT) – 1,2, 3, School Clusters (SCs), School Support Committees (SSCs)
- CARE and VSO (partners through Programme Cooperation Agreements)
- CDPF development partners (the EU and Sida)
- Education sector development partners
- Other NGOs active in education sectors (and in Education Sector Working Group (ESWG) and Joint Technical Working Group (JTWG)).

Stakeholders, ultimately benefiting from CDPF and only marginally involved in evaluation:

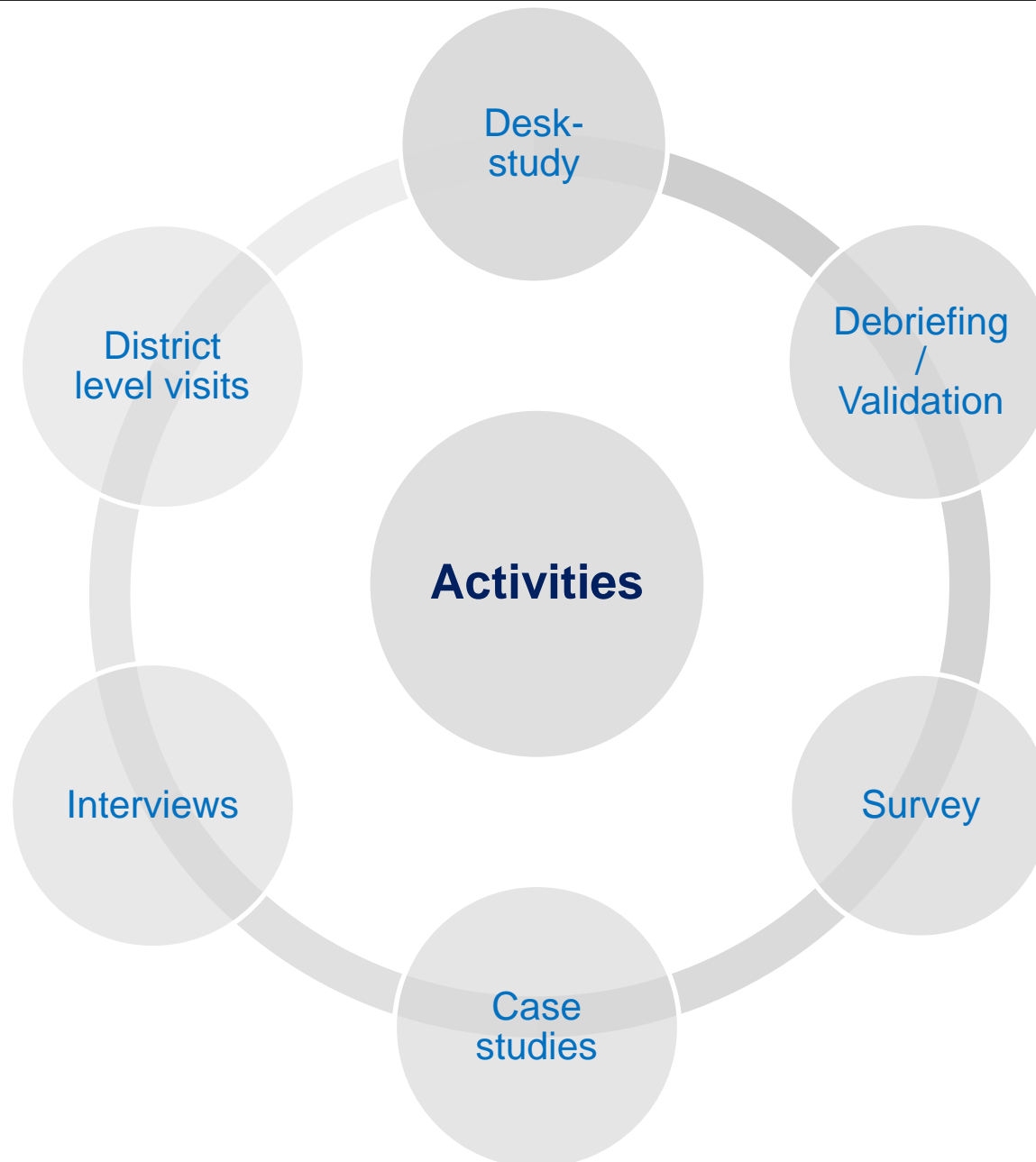
- Students
- Parents and caregivers
- Community (community leaders).



Sampled Locations for Field Research



Research Phase Activities



Research Phase Activities

Desk-study:

- Of relevant documents and web-sites (in total over 500); and
- At district level, key documents in POEs and DOEs, reviewed and sampled POEs and DOEs during the field visits.



Research Phase Activities

12 district-level visits (2 – 2.5 days):

- 6 in provincial administrative capitals (combined POE and DOE level);
- 6 in other more remote districts in the same province;
- Additional visits to POEs, DOEs and schools in three provinces (Phnom Penh, Kampong Thom, Takeo); and
- Observation, key informant interviews, group interviews and focus group meetings.

District
level
visits

Interviews

Case
studies



សម្រាប់កម្ពុជា

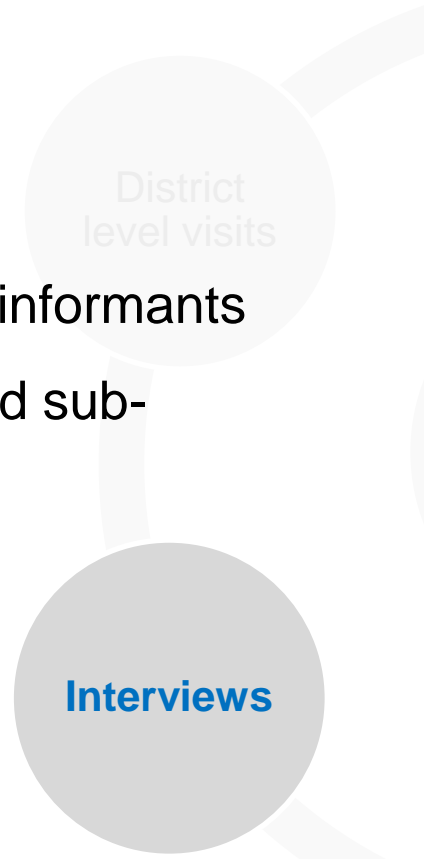
SWEDEN

ដើម្បីកុមារគ្រប់រូប

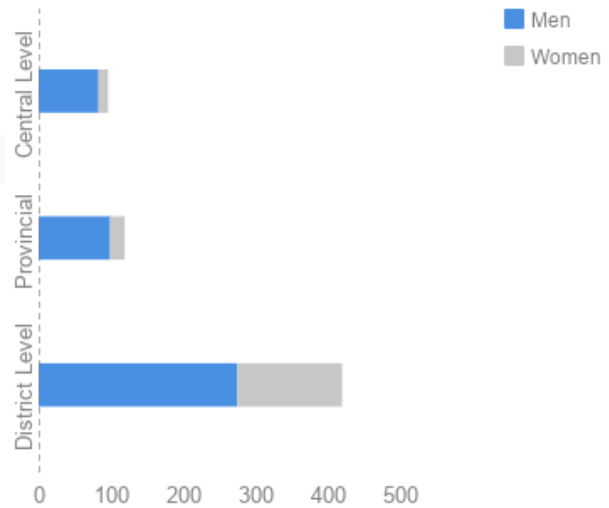
Research Phase Activities

Interviews:

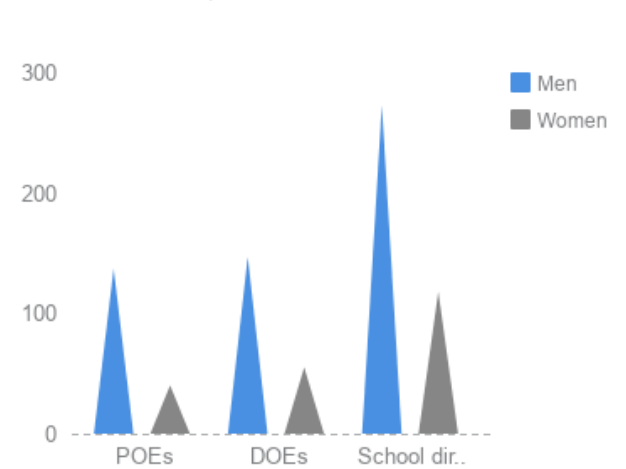
With 711 key informants at national and sub-national level.



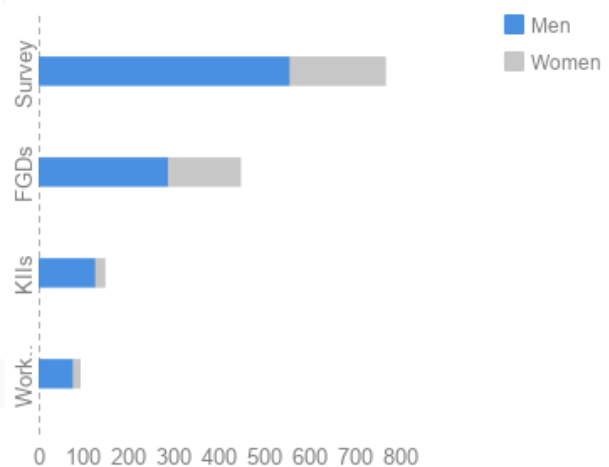
Consultations by administrative level



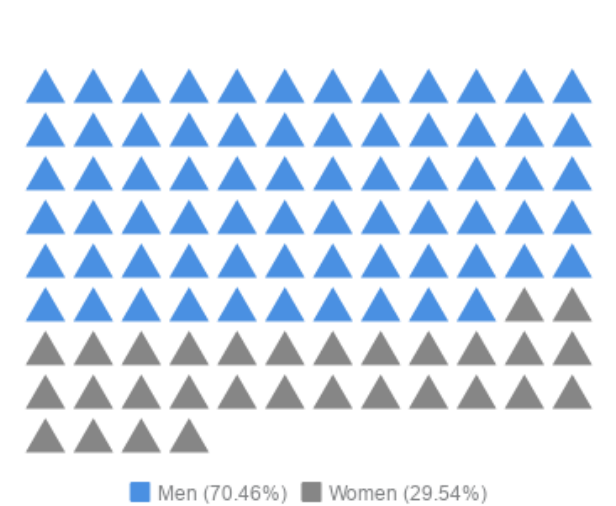
Survey respondents by gender in POEs, DOEs and schools



People consulted by data collection method



Consultations by gender

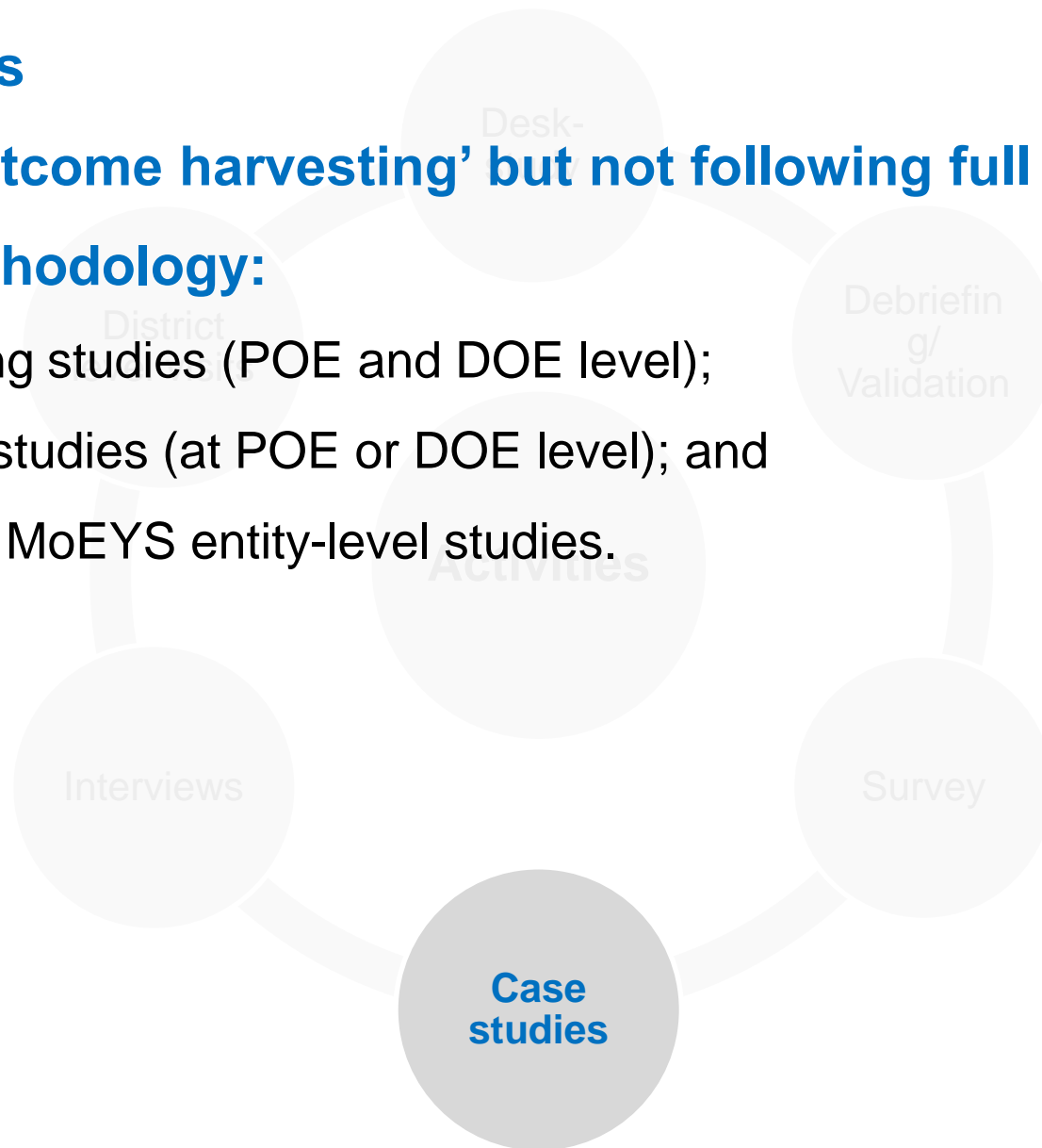


Research Phase Activities

16 Case studies

inspired by 'outcome harvesting' but not following full outcome harvesting methodology:

- 8 cascading studies (POE and DOE level);
- 4 specific studies (at POE or DOE level); and
- 4 National MoEYS entity-level studies.



Field Phase Activities

Level	Forms Distributed	Forms Returned	Response Rate
POE	180	159	88%
DOE	210	202	96%
SDs	420	381	91%
Total	810	742	92%

Survey:

Conducted in 42 districts in 18 provinces:

- Districts of field visits
- Other districts
- Geographic spread
- MoEYS presence only
- VSO presence
- VSO and CARE presence.



Debriefing and validation meetings:

- Inception 'outcome harvesting' workshop on 28 July 2017; and
- Preliminary findings presented and discussed in national workshop 18 October 2017.

Draft report writing:

- First draft submitted to Evaluation Management Team on 17 November 2017; and
- Second draft submitted on 13 December 2017.

Presentation and discussion of draft report:

- With Reference Group on 20 December 2017; and
- Feedback provided by Reference Group and Evaluation Management Team.

Final report submitted:

- Final draft submitted on 23 February 2018.

Debriefing
/
Validation

Survey





Main Findings



ដើម្បីកុមារគ្រប់រូប



How relevant is the CDPF?

Relevance:

Exploring to what extent CDPF approaches to capacity development are clearly spelled out and reflect the need and the priorities of the main parties involved; and to what extent CDPF strategy is aligned with the national priorities, regional priorities and international benchmarks.



ដើម្បីកុមារគ្រប់រូប

- CDPF programming choices are relevant and responsive to national education policies and plans and are appropriate to achieve priorities of core MoEYS' policy. Less direct is the responsiveness of the CDPF at sub-national level.
- The capacity development approach in the CDPF has focused on the individual and institutional levels and less on the organisational one, although approaches are gradually changing.
- Agreement on approaches in capacity development actions among CDPF implementing partners is good, but has not always led to complementarity and synergy.
- MoEYS has clear ownership of CDPF at all levels, although awareness around CDPF was limited among district and school level actors.





How effective is the CDPF?

Effectiveness:

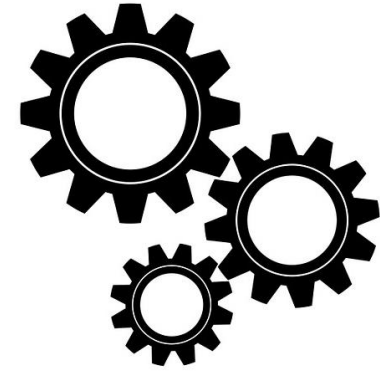
Exploring to what extent has the CDPF achieved the expected outcomes in contributing to building capacities in the education sector in Cambodia as identified in the core documents.



Effectiveness

- Capacity effects are stronger at individual and institutional level than at organisational level and more pronounced at national than at sub-national level.
- Constraints at district level entities are caused by limited staff and budget. These constraints limit capacity to absorb more capacity.
- CDPF as a flexible fund is somewhat fragmented and focuses on short-term capacity development interventions.
- Capacity for gender analysis in particular is not strongly developed yet.
- Beneficiaries and stakeholders are generally satisfied with outputs and outcomes of CDPF, although this is less the case at the local level.
- Recipients appreciate long-term capacity development support on-the-job. Incremental effects of long-term, on-the-job assistance is difficult to verify.
- Knowledge management and exchange of lessons learned on CDPF have remained limited.
- Coordination among development partners supporting CDPF was good and extended to the JTWG on Education chaired by MoEYS.
- Functionality of JTWG at the national level is strong and systematic, while this is not always the case at sub-national level.





How efficient was the CDPF?

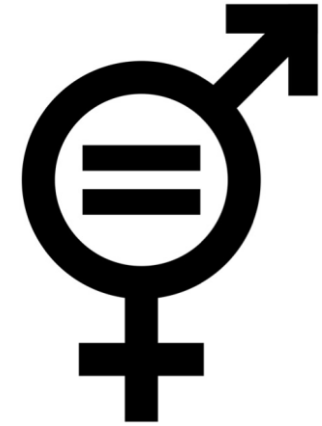
Efficiency:

Exploring to what extent has the CDPF achieved the expected outcomes in contributing to building capacities in the education sector in Cambodia as identified in the core documents.



- Efficiency of CDPF has been generally good and funds have reached the sub-national level, though its short-term planning horizon and its large number of supported interventions have challenged not only efficiency but also effectiveness.
- From the perspective of beneficiaries, CDPF activities were generally worth their time and effort to participate.
- Budget has been allocated unequally to different CDPF outcome areas, limiting results at the level of research capacity development (outcome area 1 of the CDPF).
- Monitoring systems of the CDPF by MoEYS and UNICEF were adequate to ensure efficient fund management and implementation.
- Monitoring CDPF at outcome-level, however, was only partial.
- Follow-up on recommendations of the CDPF Phase I review was limited and also not feasible given the remaining time available in CDPF II for follow up .





Equity and Gender Equality

Equity and gender equality:

Exploring to what extent CDPF has contributed to improved equity and gender equality in providing quality education, by including gender specific elements and gender mainstreaming in capacity development processes and by improving gender-balance in education delivery systems



Equity and Gender Equality

- Equity and inclusion at sub-national level, especially schools, have improved during the CDPF implementation.
- Equity and gender equality have not been sufficiently and systematically integrated in the capacity development approach and CDPF funded activities.
- Mainstreaming and sustainability of gender equality actions have received limited attention in CDPF and gender related outcomes are limited, in spite of commitment at the central level.
- No substantial changes have occurred in equal and equitable representation of women at all levels of the education delivery system during the CDPF implementation.



ដើម្បីកុមារគ្រប់រូប



Is the CDPF sustainable ?

Sustainability:

Exploring to what extent CDPF has enabled and prepared MoEYS, DPs and other stakeholders to continue capacity development actions in their approaches and activities beyond the duration of CDPF.



- The capacity development results by CDPF are well integrated and consolidated in MoEYS structures and systems, but capacities at the organisational level leak away.
- Incorporation of new thinking and practices by CDPF implementers and beneficiaries is gradually emerging.
- Commitment of MoEYS to continue CDPF actions is evident and contributes to their sustainability, but also to continuous adapting to changing needs and circumstances.
- Different options and actions to ensure sustainability of the final Phase III of CDPF are already under consideration at the end of Phase II.





Conclusions



On relevance:

- CDPF was well aligned with the Government/MoEYS policies and development partners strategies. MoEYS has shown strong commitment to and ownership of CDPF.
- The capacity development approach focused at the individual and institutional levels (policies and systems) and was less developed at the organisational level.
- CDPF as a flexible fund did not develop a long-term and programmatic approach to capacity development, instead it served as seed-money to start-up or stop gaps in capacities in the education delivery structure.

On effectiveness:

- Outcomes at national level and on policy and system development were strong, but at sub-national level (districts & schools) were less noticeable.
- Existing capacity constraints of district education management and delivery entities (DOE; DTMT 1,2,3; SCs; SDs and SSCs) are considerable (staff, budget) in light of multiple tasks. This element limited the capacity of these local entities to absorb more capacity development.



On effectiveness and achievement of outcomes:

- CDPF has focused on producing and extracting information from the local and school level for Management Information Systems (MIS) and clear results have been obtained in this area.
- CDPF's focus was on a 'first phase' of systems' development and populating systems with data was needed. Now the focus can shift to empowering stakeholders to analyse and use MIS-data for policy and strategy development and action plans. There is emerging potential for results-based management.
- Long-term and on-the-job capacity development support to POEs, DOEs and schools is appreciated provided that it is well-planned. However, effects of such support are not significantly stronger than in situations where no such on-the-job support was provided. This might be related to the fact that long-term and on-the-job support was mostly provided in disadvantaged provinces and districts.



On effectiveness and achievement of outcomes:

- External coordination in education sector at the national level is strong in the JWGT and with development partners, and MoEYS provides clear leadership.
- At sub-national level, provincial JWTGs were established, but they were not always fully functional.

On efficiency:

- 5 outcome pillars in CDPF combined with compartmentalised structure of MoEYS challenged the strategic approach to capacity development. CDPF was a portfolio of small and short-term specific activities/projects.
- Short-term timeframes of CDPF have made it difficult to report at outcome level and most reporting was output- and input-based.
- Monitoring and reporting systems in CDPF have been adequate at output level.



On equity and gender equality:

- Women's involvement in education delivery has remained largely at the lower levels of bureaucracy (teaching in pre-schools & primary schools). Women disappear at higher grades and management levels.
- Gender awareness has increased but has remained limited to providing gender disaggregated data. Capacity for gender-analysis and translating gender-analysis into action has remained limited at all levels of MoEYS.
- The rural-urban gap in education delivery is significant and challenges in rural and remote districts are high. These districts are difficult to reach and require special attention. This was particularly done by CARE and VSO.

On sustainability:

- Individual capacities leak away a considerable extent when not sufficiently embedded in HRM policies and in staff and career development planning.
- MoEYS's ongoing matching of CDPF funds with programme budget is a good starting point for strengthening sustainability during the next phase of CDPF.





Recommendations



Recommendations (1/3)

- 1. Focused programmatic approach to CDPF Phase III:** MoEYS and UNICEF should develop a focused and programmatic approach in CDPF Phase III, while maintaining the flexible nature of CDPF as much as possible. MoEYS should ensure that CDPF Phase III remains well aligned with its Master Plan for Capacity Development and corresponding theory of change. MoEYS and UNICEF, the EU and Sida in the JTWG should increase their efforts to coordinate and harmonize actions with other actors.
- 2. Comprehensive approach to capacity development:** MoEYS and UNICEF should develop a comprehensive approach to capacity development, with increased attention to developing capacities for data analysis and translation into policies and action plans, realization of consultative and inclusive planning processes, meaningful gender mainstreaming and team, and organization level capacity development. In CDPF Phase III, MoEYS could consider piloting and introducing performance-based management mechanisms to support capacity development of provincial and district offices of education, and schools.



- 3. Functional review of education delivery at district level:** MoEYS should undertake a comprehensive functional review of education delivery structures and entities at the district level to identify the capacity constraints faced by these different entities at the local level.
- 4. More capacity development at local level:** In CDPF Phase III, MoEYS and UNICEF should continue to strengthen the process of sub-national capacity development assistance, particularly in rural and remote areas, reaching out more effectively to the district and school level, including continuing to work with NGOs like VSO and CARE to provide tailor-made and long-term on-the-job capacity development assistance, and ensuring that VSO and CARE work in a coordinated and complementary way. It is recommended that MoEYS looks at experiences and results obtained by CARE and integrates these in an approach to strengthen accountability functions of school support committees.
- 5. Appropriate M&E and baseline for capacity development:** At the start of CDPF Phase III, MoEYS and UNICEF need to introduce a comprehensive M&E system and indicators that include not only output, but also outcome indicators at the individual, organizational and institutional level, starting with a CDPF Phase III baseline.



- 6. Timely exit strategy:** It is recommended that UNICEF and other development partners develop a clear and timely transfer and exit strategy right from the start of CDPF Phase III.
- 7. Gender responsive planning:** MoEYS should develop and integrate gender-responsive planning and targets in its human resource management policies and capacity development provisions.
- 8. Multi-stakeholder coordination at the provincial and district level:** UNICEF should provide specific support to capacity development of MoEYS, provincial and district offices of education in leading multi-stakeholder coordination in JTWGs in the education sector.





THANK YOU!

Frans van Gerwen: info@fransvangerwen.nl
Marta Balestrini: balestrini@lattanziokibs.com
Heng Thou: heng21180@gmail.com

Anne Bernard: anne.bernard@bell.net
Amry Ok: okamrycc@yahoo.com