EVALUATION OF THE UNICEF EDUCATION PROGRAMME IN TIMOR LESTE

2003 - 2009
EVALUATION OF THE UNICEF EDUCATION PROGRAMME IN TIMOR LESTE

2003 - 2009
July 2010

The purpose of the evaluation reports produced by the UNICEF Evaluation Office is to assess the situation, facilitate the exchange of knowledge and perspectives among UNICEF staff and to propose measures to address the concerns raised. The content of this report does not necessarily reflect UNICEF’s official position.

The text has not been edited to official publication standards and UNICEF accepts no responsibility for errors.

The designations in this publication do not imply an opinion on legal status of any country or territory, or of its authorities, or the delimitation of frontiers.

For further information, please contact:
Evaluation Office
United Nations Children’s Fund
Three United Nations Plaza
New York, New York 10017, United States
Tel: +1(212) 824-6322
Fax: +1(212) 824-6492
UNICEF’s Evaluation Office, in close cooperation with the UNICEF Country Office in Timor-Leste, commissioned the American Institutes for Research (AIR) to conduct an independent evaluation of the Country Office’s education programme from 2003 to 2009. The purpose of the evaluation was to determine: (1) the relevance, appropriateness and coherence of the UNICEF Education Programme; (2) the effectiveness and impact of the initiative in relation to its objectives; (3) the efficiency with which outputs and activities have been delivered; (4) the connectedness of UNICEF’s efforts to those of other actors; and (5) the initiative’s sustainability. The evaluation, though “backward-looking” in that it assessed the Country Office’s results to date, also sought to uncover potential areas of institutional learning so that the initiative might improve moving forward.

The evaluation methodology relied on a mixed-method approach. Its methods included interviews with a wide array of stakeholders, including governmental officials, implementing partners, local and international non-governmental organizations, civil society organizations, donors, consultants who had worked for the initiative, and staff in UNICEF’s Country Office, Regional Office and Headquarters. UNICEF’s Evaluation Office also hired a local research firm to conduct focus groups with pupils, teachers, school administrators, community members, youth and district education officials in five of Timor-Leste’s 13 districts. The evaluation team also undertook a number of direct observations of teacher trainings, preparations for an annual joint planning session, and a life skills training course for youth. In addition to these primary sources of data, AIR reviewed and systematically analyzed a rich body of secondary data sources. Finally, AIR conducted an extensive analysis of cost and output data in an effort to complete a cost-effectiveness analysis.

This report presents an in-depth analysis of an extraordinarily far-reaching, multi-faceted, and complex programme, and provides a range of strategic recommendations for how the Country Office might proceed with this initiative in future. We hope that readers from both the Education sector and the Evaluation discipline will be satisfied with the rigour of the methodologies employed, and with the overall clarity of the analysis.

Our appreciation for the effort and professionalism demonstrated in this evaluation goes to AIR team leader Nitika Tolani-Brown, as well as core team member Justin Mortensen and senior advisor Jeff Davis at AIR. We also extend thanks to the national researchers who assisted AIR in Timor-Leste.

We would also like to express utmost gratitude to our colleagues in the Timor-Leste Country Office – Min Yuan, Annette Nyquist, Lucinda Ramos, and others – for their very significant assistance in implementing this project, for recognizing the independence of the evaluation, and for their insightful contributions at every stage. Finally, sincere commendations go to my colleague who managed this complex evaluation, Robert McCouch, Senior Evaluation Specialist in UNICEF’s Evaluation Office.

Readers of this report inspired to learn more about UNICEF’s education initiatives in Timor-Leste and elsewhere are invited to visit the UNICEF web site (WWW.UNICEF.ORG). Readers will also find information on UNICEF’s evaluation priorities and strategies at this site.

Finbar O’Brien
Director
Evaluation Office
UNICEF New York Headquarters
Table of Contents

EXECUTIVE SUMMARY ........................................................................................................................................... i

1. Introduction and Objectives ................................................................................................................................. 9

2. Background ........................................................................................................................................................ 10
   2.1 Country Context .............................................................................................................................................. 10
   2.2 Programme Background ............................................................................................................................... 13

3. Evaluation Questions ........................................................................................................................................... 21

4. Methodology ....................................................................................................................................................... 24

5. Limitations ......................................................................................................................................................... 30

6. Findings ............................................................................................................................................................ 32

7. Recommendations ............................................................................................................................................ 76

ANNEXES ............................................................................................................................................................... 83

   Annex 1: Terms of Reference ............................................................................................................................ 83
   Annex 2: School-Level Sample for Evaluation of UNICEF Programme in ............................................... 95
   Annex 3: Final Aide Memoire ........................................................................................................................... 96
   Annex 5: Final Indicator Matrix ....................................................................................................................... 106
   Annex 5: Detail of UNICEF Reported Cost Data, 2005-2009 ...................................................................... 117
   Annex 6: Edited list of reported outcomes, UNICEF 2005-2009 ................................................................. 120
   Annex 7: Sample National-level Interview and Focus Group Protocols ..................................................... 152

List of Tables

| Table 1: Basic Education Indicators for Timor-Leste ...................................................................................... | 12 |
| Table 2: Summary of UNICEF Project Expenditures, 2003–2009 ............................................................... | 66 |
| Table 3: Summary of 100 Schools Project Cost Data, 2005–2006 ............................................................... | 67 |
| Table 4: Summary of 100 Schools Project Reported Outputs, 2005–2006 ................................................ | 68 |
| Table 5: Summary of Child Friendly Schools Cost Data, 2007–2009 ......................................................... | 70 |

List of Figures

<p>| Figure 1: Conceptual Framework Guiding Phase 1 of the Programme in Timor-Leste ................................ | 14 |</p>
<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>AIR</td>
<td>American Institutes for Research</td>
</tr>
<tr>
<td>CAVR</td>
<td>Commission for Reception, Truth and Reconciliation</td>
</tr>
<tr>
<td>CFS</td>
<td>Child Friendly Schools</td>
</tr>
<tr>
<td>CNTP</td>
<td>National Center for Professional Training</td>
</tr>
<tr>
<td>CRC</td>
<td>Convention on the Rights of a Child</td>
</tr>
<tr>
<td>DCC</td>
<td>District Coordinating Committee</td>
</tr>
<tr>
<td>EALAS</td>
<td>East Asian Learning Achievement Study</td>
</tr>
<tr>
<td>ECCE</td>
<td>Early Childhood Care and Education</td>
</tr>
<tr>
<td>EFA</td>
<td>Education for All</td>
</tr>
<tr>
<td>EMIS</td>
<td>Education Management Information Systems</td>
</tr>
<tr>
<td>FALINTIL</td>
<td>Armed Forces for the National Liberation of East Timor</td>
</tr>
<tr>
<td>FTI</td>
<td>Fast-Track Initiative</td>
</tr>
<tr>
<td>GDP</td>
<td>Gross Domestic Product</td>
</tr>
<tr>
<td>HIV/AIDS</td>
<td>Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome</td>
</tr>
<tr>
<td>IDP</td>
<td>Internally Displaced Persons</td>
</tr>
<tr>
<td>ILO</td>
<td>International Labour Organization</td>
</tr>
<tr>
<td>INFPC</td>
<td>Institute of Continuing Teacher Education</td>
</tr>
<tr>
<td>MICS</td>
<td>Multiple Indicator Cluster Survey</td>
</tr>
<tr>
<td>MLA</td>
<td>Measuring Learning Achievement</td>
</tr>
<tr>
<td>M&amp;E</td>
<td>Monitoring and Evaluation</td>
</tr>
<tr>
<td>MOE/MECYS</td>
<td>Ministry of Education, formerly Ministry of Education, Culture, Youth and Sport</td>
</tr>
<tr>
<td>MOH</td>
<td>Ministry of Health</td>
</tr>
<tr>
<td>NFE</td>
<td>Non-Formal Education/Division of Non-Formal Education within the MOE</td>
</tr>
<tr>
<td>NGO</td>
<td>Non-governmental Organizations</td>
</tr>
<tr>
<td>PTA</td>
<td>Parent-Teacher Association</td>
</tr>
<tr>
<td>RDTL</td>
<td>Republica Democratica of Timor-Leste/Government of Timor-Leste</td>
</tr>
<tr>
<td>SBM</td>
<td>School-Based Management</td>
</tr>
<tr>
<td>SIDA</td>
<td>Swedish International Development Agency</td>
</tr>
<tr>
<td>SP-UPC</td>
<td>Strategic Plan for Achieving Universal Primary Completion</td>
</tr>
<tr>
<td>SSYS</td>
<td>Secretariat of State for Youth and Sport</td>
</tr>
<tr>
<td>TFT</td>
<td>Temporary Fixed-Term</td>
</tr>
<tr>
<td>ToR</td>
<td>Terms of Reference</td>
</tr>
<tr>
<td>UNESCO</td>
<td>United Nations Educational, Scientific and Cultural Organization</td>
</tr>
<tr>
<td>UNICEF</td>
<td>United Nations Children’s Fund</td>
</tr>
<tr>
<td>UNMIT</td>
<td>United Nations Integrated Mission in Timor-Leste</td>
</tr>
<tr>
<td>UNTAET</td>
<td>United Nations Transitional Administration in East Timor</td>
</tr>
<tr>
<td>UNTL</td>
<td>United Nations Timor-Leste/Universidade Nacional de Timor Lorosa’e</td>
</tr>
<tr>
<td>WB</td>
<td>The World Bank</td>
</tr>
<tr>
<td>WFP</td>
<td>World Food Programme</td>
</tr>
<tr>
<td>YEP</td>
<td>Youth Employment Project</td>
</tr>
</tbody>
</table>
EXECUTIVE SUMMARY

In September 2009, UNICEF’s Evaluation Office in New York contracted with the American Institutes for Research (AIR), through its International Development Division (IDD), to conduct an independent evaluation of UNICEF’s work in the area of basic education and youth literacy, life skills and participation in Timor-Leste. UNICEF’s education programme, “From Emergency Responses to Sustainable Development for Children and Adolescents in Timor-Leste,” is at a critical juncture as it nears completion, and UNICEF and its partners seek to evaluate the efficacy of the myriad of interventions sponsored during the initiative in order to consider further collaboration.

This executive summary briefly describes the evaluation approach and presents the main findings and recommendations from the evaluation. Detailed results and recommendations are presented in the full evaluation report.

Overview of Evaluation

In response to the numerous challenges facing the education system following Timor-Leste’s independence in 1999, the primary objectives of this education initiative have been to: (1) assist in the development of a high-quality, basic education system through curriculum development and reform, and capacity-building efforts at all levels, including resource gap-filling; (2) assist in advancing the Government of Timor-Leste’s goal of universal access to education for all Timorese children through institutional capacity building and modernization of education management and information systems to address barriers to access; and (3) build the capacities of youth through initiatives targeting literacy, life skills and participation. Projects within the overall initiative can be split between those that have targeted upstream beneficiaries (e.g., teachers, school administrators, district education officials and parents) and those that have targeted downstream beneficiaries (e.g., youth and adolescents or pupils). The projects targeting upstream beneficiaries have primarily focused on increasing the Ministry of Education’s (MOE) capacity to increase pupil enrolment and achievement by improving the capacity of teachers, school administrators, and district and national officials to effectively complete their duties. On the other hand, the majority of those projects targeting downstream beneficiaries have tended to do so directly. For example, youth and adolescent-focused sub-projects sought to improve youth participation, youth literacy and HIV/AIDS awareness through direct stakeholder trainings and classes.

Consequently, the objectives of this evaluation were to determine: (1) the relevance, appropriateness and coherence of the UNICEF Education Programme; (2) the effectiveness and impact of the initiative in relation to its objectives; (3) the efficiency with which outputs and activities have been delivered; (4) the connectedness of UNICEF’s efforts to those of other actors; and (5) the initiative’s sustainability. The evaluation, though summative in focus (and therefore “backward-oriented”), also sought to uncover potential areas of institutional learning so that the initiative might improve moving forward.

American Institutes of Research (AIR) had envisioned using a mixed-methods approach that relied both on primary and secondary data sources to measure the performance of sub-projects and the overall education initiative against criteria set forth in the Terms of Reference (ToR). Due to a lack of quantitative data sources, the evaluation relied heavily on qualitative sources as a means to evaluate the initiative as a whole. Thirty-four national-level interviews were conducted, including interviews with members of the Ministry of Education (MOE) and other government officials; implementing partners, local and international non-governmental organizations (NGO), civil society organizations and other donors; consultants that had worked for or currently work for the initiative; and UNICEF’s Country Office, UNICEF’s Regional Office and Headquarters/New York. UNICEF’s Evaluation Office hired a local research firm to conduct focus groups with pupils, teachers, school administrators, community members, youth and district education officials in five of Timor-Leste’s 13 districts. Within each of the five districts, two sub-districts and four school catchment areas were randomly selected to participate in focus group discussions and structured interviews. These districts represent diversity in UNICEF’s overall level of
programme saturation (or “dosage”), as well as geographic, linguistic and religious variation within Timor-Leste. In addition, the evaluation team conducted several direct observations during its data collection mission, including observations of a national training of trainers, preparations for an annual joint planning session, and a life skills training course for youth. The evaluation team also conducted a focus group with teachers and interviewed a school director outside of Dili.

In addition to these primary sources of data, AIR reviewed and systematically analyzed a rich body of secondary data sources. These secondary data sources included progress and annual reports submitted to the Swedish International Development Cooperation Agency (SIDA) by UNICEF, internal monitoring reports, planning documents, independent evaluations of UNICEF activities, scholarly articles, national laws relating to education and youth, curricula, conference reports, reports from other partners and expenditure data from UNICEF’s accounting system. The primary purpose of this review was to substantiate and triangulate the perceptual data gathered at the primary level, as well as to extend the results of the primary-level analysis. For example, it was very difficult to locate and speak directly with beneficiaries who had participated in sub-projects implemented during the first phase of the initiative (2003–2006). A desk review of project documents and other secondary sources provided the evaluation team with critical information to help evaluate the first phase of the initiative. In addition, the secondary data sources provided a context in which to situate the findings from primary-level data collection activities. Finally, AIR conducted an extensive analysis of cost and output data in an effort to complete a cost-effectiveness analysis.

Country Context and Programme Background

Following a military coup in Portugal in April 1974, Portugal left Timor-Leste after colonizing the island-nation in the early 1500s. Buoyed by the strength of a growing independence movement, however, Timor-Leste officially declared independence in late 1975, prompting an invasion by the Indonesian military weeks later and a declaration that Timor-Leste was to be its 27th province. By the late 1990s, Indonesian President Habibie, faced by continuing guerrilla battles and increasing international pressure, announced plans to hold a referendum in which the people of Timor-Leste could choose between independence and autonomy within Indonesia.

Coordinated and supervised by the United Nations (UN), this referendum was held on August 30, 1999, resulting in a majority (78 percent) vote for independence. Violence ensued, prompting the deployment of Australian-led peacekeeping troops in September 1999, bringing the fighting to an end. However, much of the country's infrastructure – including irrigation, electricity and water supply grids, housing and schools – was severely damaged or destroyed. Following the arrival of the peacekeeping troops, a formal UN mission, referred to as the UN Transitional Administration in East Timor was in place from December 1999 to May 2002 with a mandate to oversee the transition period leading to independence. Timor-Leste became a fully independent state on May 20, 2002, and, since that time, has been governed as a parliamentary republic.

Violence and civil unrest broke out in 2006 following disputes within the Timorese military forces that failed to be solved politically, causing further destruction of infrastructure and homes. Additionally, large numbers of Timorese fled their homes for the relative safety of internally displaced person camps. Escalating clashes led to a collapse in civil order, giving ground to violence by mobs and gangs largely made up of youth. Peacekeeping troops were again dispatched to Timor and another large-scale UN mission, the United Nations Integrated Mission in Timor-Leste (UNMIT), was established. Shortly before the elections in 2007 and 2008, political tensions flared and assassination attempts were made on President Ramos-Horta and Prime Minister Gusmao, prompting the Australian government to send reinforcements to Timor-Leste to maintain public order.

Today Timor-Leste is today one of the poorest countries in the world and the poorest country in the Asia Pacific region. It consists of 13 administrative districts, including Dili, the capital. Approximately 50 percent
of the country’s population lives below the poverty line.\(^1\) As the result of severe poverty and its troubled history, there are large deficits in the quality of Timor-Leste’s infrastructure. More than 60 percent of the population is estimated to be under the age of 18, which not only makes it one of the youngest populations in the world, but also the most rapidly growing one. Due to limited natural resources and a virtually non-existent industrial base, unemployment and underemployment are rampant (estimated at around 70 percent); among young urban males, the unemployment rate is 43 percent.\(^2\) As a rural country with few resources and poor educational attainment levels, Timor-Leste’s economy and budget are mostly dependent on the country’s recent exploitation of gas and oil and aid from international donors. The private sector remains weak, due to a massive shortage in well-educated human resources.

Timor-Leste’s education system faces many of these same constraints and weaknesses. UNICEF\(^3\) and the World Bank summarized the main obstacles facing the education sector immediately after the country’s independence (2002–2003) to be as follows:

- Low attendance levels in primary school. Over one-third of children of primary school age were not enrolled, with even higher rates for girls\(^4\) and in rural areas.
- High repetition and dropout rates among children prior to reaching Grade 6. Due to high repetition rates, these children lacked basic literacy and numeracy skills.
- Limited language skills of teachers and children in Portuguese, one of two languages of instruction in Timor-Leste.
- Shortages of learning resources and the absence of an official curriculum. A lack of textbooks and teaching and learning materials, coupled with the absence of an official curriculum, led to a lack of uniformity in what children were learning at school. An estimated 53 percent of children had no textbooks or learning materials at all.
- Schools were severely underfunded and lacked basic physical infrastructure such as water, sanitation facilities and furniture.
- Too few hours of instruction of education (2–3 hours maximum per day).
- A large number of teachers with limited motivation and competence resulted in high levels of teacher absenteeism and insufficient preparation.
- A majority of teachers were untrained or under-qualified, resulting from insufficient teacher training, technical supervision and teaching resources.
- Teacher-pupil ratios were extremely high, with a national average of 1 teacher per 62 pupils and as high as 1 teacher per 100 pupils in rural areas. In remote areas, teachers often taught several grades in a single classroom.
- A lack of capacity at all levels (national, regional, school) in matters related to administration, management, education planning and educational policy. There were no laws, policies, guidelines or strategies aiming to build up the education sector.
- High rates of youth illiteracy, especially among girls.
- A lack of policies in support of child rights and youth participation.
- Absence of reliable data on teachers, school enrolments, child population and the distribution of schools, posing a severe obstacle for informed policy-making.

Within this context, in 2003 UNICEF, with funding from the Swedish International Development Agency (SIDA) and in close cooperation with the Ministry of Education of the Republica Democratica of Timor-Leste Government (RDTL Government), launched a far-reaching programme to help restore Timor-Leste’s system of basic education. The main objectives of this programme were twofold: first, to assist in developing a system of quality basic education in Timor-Leste through curriculum development and reform, systemic capacity building, and resource gap-filling; and second, to help advance the

---

2 www.unicef.org/infobycountry/Timorleste_1034.html
4 Cultural values, especially in rural areas were reported by these UNICEF and World Bank reports to give priority of the boys' education while girls are required for domestic chores and economic activities.
Government’s goal of universal access (with a particular view to achieving gender equity\(^5\)) through institutional capacity building and the modernization of management and information systems to detect and address barriers to access.\(^6\) (Though initially focused on primary education, i.e., Grades 1-6, the programme expanded its emphasis in 2007 to include pre-secondary education, i.e., Grades 7-9.\(^7\)) Further programmatic elements explicitly aimed at addressing adolescent and youth literacy, life skills and participation, not least of all to reduce vulnerability to HIV/AIDS, commenced in 2005. The programme occurred in two phases. The first phase, “Securing Lifelines and Livelihoods of Children in East Timor via Basic Education,” was based upon a systems model that was organized around inputs, processes and outcomes (see Figure 1). Rather than highlighting challenges and bottlenecks, this model was chosen by UNICEF and key counterparts to achieve positive outcomes while simultaneously addressing mitigating circumstances and challenges to implementation. At the end of the extended programme, in 2007, the programme consisted of five main components and 29 specific sub-projects.

**Overarching Findings**

**Challenges**

UNICEF has had to work with and around many of the key external challenges mentioned in the country context and programme background section. Primary among these were the low levels of capacity across all levels of the Timorese education system to design, plan and implement project-related activities. High turnover within key Ministry of Education positions has also hampered effective programme implementation. Most dramatically, the emergency in 2006 forced UNICEF to put the majority of its programming on hold in order to respond to the more immediate needs faced by the high number of displaced persons. Following the emergency, not only did a high number of key staff turnover within the Ministry of Education, but the problem of school destruction and lost momentum negatively impacted UNICEF’s ability to build on previous successes.

**Relevance and Appropriateness**

Timor-Leste is a nation transitioning from violence towards peace-building and development. In this post-conflict period, it was essential for UNICEF to work closely with the Government of Timor Leste (Republica Democratica of Timor-Leste Government or RDTL Government) to design and implement programmes that responded to the specific needs of the teachers, students, communities and Ministry staff in this context. Evidence suggests that UNICEF has had a successful working relationship with relevant Ministries within the RDTL Government and has been able to closely align the intervention with the specific social, political, economic and security priorities of Timor-Leste. Examples of this include the development of a national curriculum that supports the creation of a national identity, while also increasing the use of child-centred pedagogical techniques and the development and implementation of life skills course modules that enhance the capacity of youth to develop healthy relationships, live healthy lives and manage conflict without violence. While a desk review of key documents suggests that initiative outputs were usually consistent with the priorities of the RDTL Government and that UNICEF’s planned outputs were consistent with the needs of beneficiaries, interviews with national-level stakeholders and school-level focus groups indicated that a few projects and sub-projects were less appropriate for the Timorese context. The Parent Teacher Association (PTA) and School-Based Management activities, for example, did not adequately respond to the low levels of social capital and training of community members, ultimately failing to increase the quality of community input and school management at the local level. In recent years, UNICEF has made increased attempts to address programmes that have met

---

\(^5\) In its review of background documentation, the Evaluation Office notes a predominant concern with gender equity. It thus remains to be seen whether other dimensions of equity – e.g., involving Timor-Leste’s linguistic and religious minorities, the disabled, the internally displaced and other underserved populations – should also be explored.


with more limited success by redesigning interventions to improve their alignment with beneficiaries’ capacities and needs.

Coverage, Effectiveness and Impact

Overall, of those projects that have targeted upstream beneficiaries (e.g., most of the basic education programming), the majority have been successful at a national level, touching almost every school in the country. However, data suggest that projects targeting downstream beneficiaries with national coverage goals have been less effective than those with more discrete geographic coverage areas (e.g., the majority of youth programming). This fact is not surprising considering that Timor-Leste is a relatively young country with an education system still in its infancy. In recent years, UNICEF has responded to the challenges faced by a number of nationwide projects by scaling them back where possible, and refocusing efforts on building systematic capacity where appropriate. For example, the Child Friendly Schools project was reorganized in 2009 from a programme that served over 700 schools throughout the country to one that will primarily focus on 10 demonstration schools with intense, ongoing support in teacher training, administration, and community involvement and support. This will drastically reduce the number of schools that receive the benefits of the intervention but, in the eyes of UNICEF and some national-level stakeholders, increase the effectiveness of the project and increase the likelihood that these schools can show demonstrable and sustainable improvement across a variety of educational quality indicators over the long term. The impact of UNICEF’s programme on these indicators (i.e. increasing enrolment, attendance, promotion and completion rates) was unclear due to a lack of reliable longitudinal data.

Projects that directly targeted downstream beneficiaries, such as the back-to-school campaign and the majority of the youth and adolescent sub-projects, had mixed results in achieving their coverage targets but met more effectively the needs of beneficiaries that were served. The back-to-school campaign that followed the emergency in 2006, in which UNICEF delivered backpacks and teacher bags with supplies to almost every school in Timor-Leste, was almost universally commended by national and school-level stakeholders as having reached nearly all of its intended targets and as having boosted enrolment. Similarly, beneficiaries and national-level stakeholders spoke very highly of the quality and relevance of both the life skills-based education and the literacy/equivalency projects, even though neither of these projects achieved more than 50 percent of their coverage goals. Despite these successes, data suggest that the HIV/AIDS-focused interventions, the pupil-to-pupil mentoring project and the HIV/AIDS campaign had less success in achieving their coverage targets and in effectively meeting the needs of the beneficiaries reached by each program. Due to a robust monitoring and evaluation programme for the HIV/AIDS campaign, there are significant data, in the form of pre- and post-campaign surveys and an independent evaluation, which provide evidence on why the campaign was less successful and suggest lessons that might improve the effectiveness of future campaigns. For example, many of the music concerts had very little planned HIV/AIDS content, resulting in ad hoc speeches between songs rather than well-planned activities that ensured message delivery. With better preparation and planning, many of the activities could have more successfully delivered accurate and engaging HIV/AIDS content.

Additionally, the campaign took place in all districts and supported the development of local capacity through its use of a decentralized organizational structure; a structure that the Ministry of Health has chosen to replicate for future health-related campaigns.

One of the lessons from the HIV/AIDS awareness campaign was the importance of a broader focus on reaching beneficiaries with the highest need, such as difficult-to-access schools, and ensuring gender parity in activity design and implementation. In fact, across the entire initiative, whether the projects targeted upstream or downstream beneficiaries, evidence suggests that UNICEF struggled to reach many of the beneficiaries with the highest need, such as difficult-to-access schools, girls and young women, and pupils with disabilities. However, many national-level stakeholders called attention to the fact that, due to the great need of the Timorese education system, UNICEF had to focus on supporting basic educational systems (i.e., increasing enrolment, teaching quality, and national policy and planning) and was not able to focus on the most vulnerable beneficiaries.
Connectedness and Coordination

UNICEF’s success in ensuring non-duplication of efforts with other key actors has been mixed, due in part to the inability of UNICEF to capitalize upon the capacities of key stakeholders or potential partner agencies when planning activities. Almost half of the national-level stakeholders who commented on UNICEF’s role as coordinator commended UNICEF for coordinating effectively with external actors or allowing partners to play equal roles in design and implementation of educational programming and working groups, while one-third of these stakeholders criticized UNICEF’s efforts at coordination. Since 2006, UNICEF has significantly increased its commitment to coordination with the RDTL Government, other donors and NGOs working in the field of education. Specifically, UNICEF’s participation and leadership in numerous working groups, and annual joint planning meetings with relevant ministries has increased sectoral coordination and decreased incidences of duplication or omission. Other national stakeholders stated that UNICEF had not coordinated effectively with other key actors to ensure that building blocks for child and youth learning that lie outside of the education sector were addressed. For example, some confusion exists among ministry officials regarding implementation of the current Child-to-Child Programme by UNICEF and an earlier adaptation of the programme administered by the Ministry of Health. Similarly, synergies between UNICEF’s PTA development activities and those of the school feeding programme undertaken by the World Food Programme have not been explored or institutionally developed.

The evaluation also suggested that turnover within the Country Office and cumbersome bureaucratic procedures have hampered the production of outputs in a timely fashion, hindered UNICEF’s ability to coordinate effectively with key partners and limited program effectiveness. In the report, two examples are provided, drawn from UNICEF’s work in early childhood education and primary and pre-secondary curriculum development and reform, which demonstrate the negative impacts that turnover and bureaucratic procedures have had on project implementation. In addition, UNICEF struggles to recruit staff with appropriate language (Portuguese, Tetun) and technical (e.g., curriculum development) competencies and must often undergo lengthy recruitment processes to identify external consultants who can complete key project outputs.

Coherence

Evidence suggests that UNICEF has not ensured that all stakeholders understand the initiative’s objectives and the means it would take to achieve them. While school-level stakeholders were often unaware that UNICEF was behind many of the programmes they received, many stakeholders at the national level also expressed confusion about UNICEF’s strategy and goals. It may be less useful or necessary for school-level stakeholders to know that UNICEF is the implementing agency behind the programmes they receive given UNICEF’s objective to increase ownership within the Ministry of Education to implement and sustain educational programming; however, the confusion of both school-level and national-level stakeholders indicates that UNICEF needs to more coherently communicate the programme’s objectives and the means to achieving them to key stakeholders at all levels of the programme.

Monitoring and Evaluation (M&E)

The evaluation also indicated that UNICEF’s monitoring and evaluation efforts varied considerably within and across sub-projects. The lack of consistent monitoring and evaluation data made drawing accurate conclusions about the initiative difficult, including whether programmes were implemented as planned and whether they attained their key objectives. A review of internal reports suggested that UNICEF often relied on qualitative or anecdotal data to determine the impact and effectiveness of their programmes, rather than objective or quantitative data sources. In some instances, external evaluations had been conducted to provide the data needed to determine sub-project effectiveness (e.g., 100 Friendly Schools Project, HIV/AIDS campaign), but these efforts were sporadic rather than systematic. Interviews with UNICEF staff suggested that efforts at increasing monitoring and evaluation efforts have been hindered by capacity and financial resource constraints.
Efficiency

Finally, evidence drawn from cost data reinforced the inconsistency of UNICEF’s efforts to accurately track project and sub-project costs against outputs and outcomes from monitoring and evaluation reports. For example, 26 percent of project costs across the life of the initiative were associated with programme support (e.g., staffing and personnel costs) but none of these costs were coded to specific projects – making it impossible for a third party to assess which programmes received more or less staffing support relative to others. The combined result of the inconsistencies within UNICEF’s reported cost and monitoring data made it impossible to create accurate “life of project” cost-effectiveness ratios for projects and sub-projects.

Sustainability

Regardless of the coverage area or intended beneficiaries, most national-level stakeholders reported that the benefits resulting from the initiative were not always sustainable due to varying levels of on-the-ground capacity. Direct observations of stakeholder trainings and external evaluation reports also confirmed this. Primarily, this lack of sustainability resulted from low initial levels of capacity that had not been addressed through continuous and ongoing training of participants and beneficiaries of UNICEF projects. The development of the Educational Management Information System (EMIS) is a representative example of the need for ongoing and continuous training. UNICEF, with other donors, has made a considerable investment into the development of the EMIS over the past seven years. (At the time of this evaluation, EMIS data were not yet available for review and analysis). Data indicated that the project has successfully established the means for evidenced-based policy planning, but that continued investment in building the capacity of national-level ministry staff to use this data for effective decision making is still necessary. At a local level, almost all school-level stakeholders reported that ongoing capacity-building activities were essential to ensuring that projects attained their objectives and that positive outcomes were sustained over the long term.

Recommendations

Based on the foregoing analysis, a number of recommendations emerged. These are presented below. The recommendations are listed in order of priority; Recommendations 1–3 are considered most critical by the evaluation team.

Recommendation 1: The Education Programme and the Adolescent and Youth Participation Programme in the Country Office, in close collaboration with the Planning, Monitoring and Evaluation Sections in the Country Office and East Asia and Pacific Regional Office (EAPRO), should create robust systems of monitoring and evaluation, including the development of a results-based accounting system.

Recommendation 2: The Education Programme and the Adolescent and Youth Participation Programme in the Country Office should provide, in every program and activity, continuing and intensive mentoring and professional development based on the needs and demands of stakeholders at the community, district and national levels.

Recommendation 3: Senior management within the Country Office should convene a task force to increase the efficiency of procurement, logistics and operations, and financial management procedures.

Recommendation 4: UNICEF’s Country Office should ensure that sub-project goals are aligned with overarching initiative objectives for Timor-Leste and create systems through which to clearly communicate the initiative’s mission to all staff, partners, consultants and beneficiaries.

Recommendation 5: The Planning, Monitoring and Evaluation Section of the Country Office, in close collaboration with the Education Programme and the Adolescent and Youth Participation Programme,
should ensure that programming responds to the needs of sub-populations such as girls, pupils with disabilities and difficult-to-access communities.

**Recommendation 6:** The Education Section within the Country Office, alongside the Planning, Monitoring and Evaluation Sections of the Country and Regional Offices, should systematically identify and incorporate good practices into programming to scale-up interventions more effectively.

**Recommendation 7:** The Chief of Education within the Country Office should support increased coordination between the education sector and other relevant sectors to leverage and enhance synergies.
1. Introduction and Objectives

In September 2009, UNICEF’s Evaluation Office in New York contracted the American Institutes for Research (AIR), International Development Division (IDD), to conduct an independent summative evaluation of UNICEF’s work in the area of basic education and youth literacy, life skills and participation in Timor-Leste. UNICEF’s Education Programme, “From Emergency Responses to Sustainable Development for Children and Adolescents in Timor-Leste,” is at a critical juncture as it nears completion and UNICEF and its partners seek to evaluate the efficacy of the myriad of interventions sponsored during the initiative to consider further collaboration.8

In response to the numerous challenges facing the education system following Timor-Leste’s independence in 1999, the primary objectives of the Programme have been to: (1) assist in the development of a high-quality basic education system through curriculum development and reform, as well as capacity-building efforts at all levels to support development of a basic education system; (2) assist in advancing the Government of Timor-Leste’s (Republica Democratica of Timor-Leste Government or RDTL Government) goal of universal access to education for all Timorese children through institutional capacity building and modernization of education management and information systems to address barriers to access; and (3) build youth capacities directly through programmes targeting literacy, life skills and participation. Consequently, the objectives of this evaluation, as specified in the Terms of Reference (ToR) underlying it, were to determine: (1) the relevance, appropriateness and coherence of the UNICEF Timor-Leste Country Office Education Programme as a whole; (2) the effectiveness and impact of the programme in relation to its objectives; (3) the efficiency with which its project outputs and activities have been delivered; (4) the connectedness of UNICEF’s programme to those of other actors; and, (5) the programme’s coverage and sustainability. The evaluation, though summative in focus (and therefore “backward oriented”), also sought to uncover potential areas of learning so that the programme might improve moving forward.

UNICEF requested that this evaluation examine each of the main projects and sub-projects subsumed under the programme. However, rather than only assess the effectiveness of each individual programme, UNICEF also requested that AIR examine the programme as a whole as its unit of analysis, framing its findings in terms of the programme’s overall success in achieving its overarching objectives (e.g., increased access to high-quality basic education, youth literacy and life skills, participation of stakeholders in the educational process and so on).

---

8 In 2009, the main donor to this initiative, the Swedish International Development Agency (SIDA), awarded UNICEF a smaller sum of additional funding (i.e., approximately US$ 600,000) to prolong the current project period into 2010.
2. Background

2.1 Country Context

Following a military coup in Portugal in April 1974, Portugal left Timor-Leste after colonizing the island-nation in the early 1500s. Rapid decolonization followed, causing a power vacuum and internal struggle, fuelled in part by Indonesian attempts to colonize the island. Buoyed by the strength of a growing independence movement, however, Timor-Leste officially declared independence in late 1975, prompting an invasion by the Indonesian military weeks later and a declaration that Timor-Leste was to be its 27th province.

Issued in 2005, a report for the Timor-Leste Commission for Reception, Truth and Reconciliation (CAVR) estimated that 102,800 conflict-related deaths had occurred during Indonesian occupation from 1974–1999, with approximately 18,600 direct killings and 84,200 deaths from indirect causes such as hunger and illness. Following the Indonesian occupation, a pro-independence guerrilla force, the Armed Forces for the National Liberation of East Timor (FALINTIL), formed to fight the Indonesian forces for nearly a quarter century until 1999.

Referendum and Aftermath (1999–2002)

In the face of continuing guerrilla battles and as a reaction to increasing international pressure following the widely publicized massacre of civilians in Santa Cruz Cemetery, Indonesian President Habibie announced plans to hold a referendum in which the people of Timor-Leste could choose between independence and autonomy within Indonesia. Coordinated and supervised by the United Nations (UN), this referendum was held on August 30, 1999, resulting in a majority (78 percent) vote for independence. Violence ensued, prompting the deployment of Australian-led peacekeeping troops in September 1999, bringing the fighting to an end. However, much of the country’s infrastructure – including irrigation, electricity and water supply grids, housing and schools – was severely damaged or destroyed.

Following the arrival of peacekeeping troops, a formal UN mission, referred to as the UN Transitional Administration in East Timor (UNTAET), was established when the United Nations Security Council passed Resolution 1272. The mission was in place from December 1999 to May 2002, with a mandate to oversee the transition period leading to independence.

Independence (2002–Present)

Timor-Leste became a fully independent state on May 20, 2002, and, since that time, has become a parliamentary republic. Its first parliament was formed from an 88-member Constituent Assembly, which was elected in free elections supervised by the UN. With the country’s independence official, UNTAET’s mandate ended. However, a succeeding mission, the UN Mission for the Support of Timor-Leste, was established to provide further support to the RDTL Government. The mandate of this mission ended on May 20, 2005, and a much smaller special political mission, the UN Office in East Timor, took its place.

Disputes within the Timorese military forces that failed to be solved politically resulted in violence and civil unrest in 2006, causing further destruction of infrastructure and homes. Additionally, large numbers of Timorese fled their homes for the relative safety of internally displaced person (IDP) camps. Escalating


clashes led to a collapse in civil order, giving ground to violence by mobs and gangs largely made up of youth. Peacekeeping troops were again dispatched to Timor and another large-scale UN mission, the United Nations Integrated Mission in Timor-Leste (UNMIT), was established when the United Nations Security Council passed Resolution 1704. UNMIT, which is still present in the country, has the mandate to assist the country in restoring stability and rebuilding the security sector, and to support the RDTL Government in conducting elections and strengthening political institutions. To further support the country, UNMIT employs approximately 1,500 foreign police personnel. Shortly before the elections in 2007 and 2008, political tensions flared and assassination attempts were made on President Ramos-Horta and Prime Minister Gusmao, prompting the Australian government to send reinforcements to Timor-Leste to maintain public order.

Today, Timor-Leste is one of the poorest countries in the world and the poorest country in the Asia Pacific region. It consists of 13 administrative districts, including Dili, the capital. Approximately 50 percent of the country's population lives below the poverty line.11 As the result of severe poverty and its troubled history, there are large deficits in the quality of Timor-Leste's infrastructure. More than 60 percent of the population is estimated to be under the age of 18, which renders it an extremely young population; it is also the most rapidly growing one. Due to limited natural resources and a virtually non-existent industrial base, unemployment and underemployment are rampant (estimated at around 70 percent); among young urban males, the unemployment rate is 43 percent.12 As a rural country with few resources and poor educational attainment levels, Timor-Leste’s economy and budget are mostly dependent on the country’s recent exploitation of gas and oil and aid from international donors. The private sector remains weak due to a massive shortage in well-educated human resources.

The Timorese Education Sector after Independence

Since 1975, violence, civil unrest and a legacy of underfunding and neglect have had the cumulative effect of leaving Timor-Leste with a weak and fragile education sector. In Timor-Leste, basic education consists of nine years of schooling: a six-year primary education cycle and a three-year pre-secondary education cycle. However, after the referendum in 1999, the basic education sector was negatively affected. Until the referendum most government positions, including those in the education sector, were held by Indonesians. Roughly 20 percent of primary school teachers were non-Timorese; for secondary school, this ratio was 9 out of 10.13 Therefore, after the referendum that led to independence, most teachers left the country, resulting in a shortage of qualified teachers. Furthermore, the violence and civil unrest that followed the referendum damaged or destroyed an estimated 95 percent of schools, effectively leaving the education system in ruins.

In the immediate aftermath of the 1999 emergency, UNICEF concentrated on measures to kick-start the education sector by providing basic teaching materials for teachers to return to work. In addition, at the time of independence in 2002, UNICEF worked to put new roofs on 250 schools with the aim of increasing the number of operational schools in the country. Despite assistance from numerous donors in the education sector, such as the World Bank and the Japanese, Portuguese and Australian governments, the quality of education in Timor-Leste remained severely compromised compared to international standards until 2003.14

In 2001, the Multiple Indicator Cluster Survey (MICS) reported dropout rates at Grades 1 and 2 as high as 30 percent, with repetition rates of 50 percent at the first grade level, leading to a situation where 40 percent of children were eight years old or older in Grade 1. While the net enrolment rate among primary school-aged children was estimated to be 75 percent in 2003, further disaggregation revealed attendance levels in some age groups to be as low as 55 percent. The MICS report also confirmed that early childhood education was almost non-existent, with only 2 percent of two- to five-year-olds attending school.

12 www.unicef.org/infobycountry/Timorleste_1034.html
Basic Education Indicators for Timor-Leste

In this section, a brief summary of basic education indicators is provided to indicate the context within which UNICEF’s programme is situated. Table 1 highlights recent changes in the education sector in Timor-Leste. As illustrated, gains in access were made between 2001 and 2005, with a jump of 15 and 13 percent in net primary school enrolment for boys and girls, respectively. Furthermore, teacher-pupil ratios dropped by nearly one-half in a three-year period, while the number of primary schools increased by 23 percent between 2003 and 2006. Access to early childhood education and literacy rates, however, remained low. Moreover, these indicators do not speak to the quality and relevance of the education system. According to UNICEF, in 2004 more than half of adults (57 percent) had little or no schooling, 23 percent had only primary education, 18 percent secondary education and little more than 1 percent received higher education. Baseline assessments, such as the 2001 MICS survey, confirmed the overall inefficiency of the education sector, shedding light on poor achievement and underlining the urgent need to improve the quality of instruction and access to schooling.

Table 1 - Basic Education Indicators for Timor-Leste

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Baseline Data</th>
<th>2006</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total population (millions)</td>
<td>0.8 (2003)</td>
<td>1.01</td>
</tr>
<tr>
<td>Child population (millions, under 18 yrs.)</td>
<td>0.4 (2003)</td>
<td>0.6</td>
</tr>
<tr>
<td>Literacy (male / female)</td>
<td>54% / 40% (2001)</td>
<td>56% / 44% (2004)</td>
</tr>
<tr>
<td>Net primary school enrolment (male / female)</td>
<td>66% / 62% (2001)</td>
<td>81% / 75% (2005)</td>
</tr>
<tr>
<td>Teacher/pupil ratio (national average)</td>
<td>1:60 (2003)</td>
<td>1:33</td>
</tr>
<tr>
<td>Access to pre-school education (2–5 years old)</td>
<td>&lt; 2% (2003)</td>
<td>&lt; 5%</td>
</tr>
<tr>
<td>Number of primary schools</td>
<td>752 (2003)</td>
<td>925</td>
</tr>
</tbody>
</table>

UNICEF and the World Bank summarized the main obstacles in the education sector immediately after the country’s independence (2002–2003) to be as follows:

- Low attendance levels in primary school. Over one-third of children of primary school age were not enrolled, with even higher rates for girls and in rural areas. This was purportedly due in part to parents’ lack of awareness and understanding of the benefits of education.
- High repetition and dropout rates among children prior to reaching Grade 6. Due to high repetition rates, these children lacked basic literacy and numeracy skills. An analysis of 2004 census and Educational Management Information System (EMIS) data revealed a nearly 50 percent dropout rate in primary school; only 40 percent of children enrolled in school completed Grade 9.
- Limited language skills of teachers and children in Portuguese, one of two languages of instruction in Timor-Leste.
- Shortages of learning resources and the absence of an official curriculum. A lack of textbooks and teaching and learning materials, coupled with the absence of an official curriculum, led to a lack of uniformity in what children were learning at school. The content covered was left to each individual teacher due to an absence of national objectives. Teaching materials that were available were either in the Bahasa Indonesia language, which was abolished as the official language after the 1999 referendum, or in Portuguese, which is spoken by only a small minority.

---

19 Cultural values, especially in rural areas were reported by these UNICEF and World Bank reports to give priority of the boys’ education while girls are required for domestic chores and economic activities.
of children and teachers. An estimated 53 percent of children had no textbooks or learning materials at all.

- Schools were severely underfunded and lacked basic physical infrastructure such as water, sanitation facilities and furniture.
- Too few hours of instruction of education (2–3 hours maximum per day).
- A large number of teachers with limited motivation and competence resulted in high levels of teacher absenteeism and insufficient preparation.
- A majority of teachers were untrained or under-qualified, which resulted from insufficient teacher training, technical supervision and teaching resources.
- Teacher-pupil ratios were extremely high, with a national average of 1 teacher per 62 pupils and as high as 1 teacher per 100 pupils in rural areas. In remote areas, teachers often taught several grades in a single classroom.
- A lack of capacity at all levels (national, regional and school) in matters related to administration, management, education planning and educational policy. There were no laws, policies, guidelines or strategies aiming to build up the education sector.
- High rates of youth illiteracy, especially among girls.
- A lack of policies in support of child rights and youth participation.
- Absence of reliable data on teachers, school enrolments, child population and the distribution of schools, posing a severe obstacle for informed policy-making.

### 2.2 Programme Background

Within this context, in 2003 UNICEF, with funding from the Swedish International Development Agency (SIDA) and in close cooperation with the Ministry of Education (MOE) of the RDTL Government, in 2003 launched a far-reaching programme to help restore Timor-Leste’s system of basic education. The main objectives of this programme were twofold: first, to assist in developing a system of quality basic education in Timor-Leste through curriculum development and reform, systemic capacity building and resource gap-filling; and second, to help advance the Government’s goal of universal access (with a particular view to achieving gender equity\(^\text{20}\)) through institutional capacity building and the modernization of management and information systems to detect and address barriers to access.\(^\text{21}\) (Though initially focused on primary education, i.e., Grades 1-6, the programme expanded its emphasis in 2007 to include pre-secondary education, i.e., Grades 7-9.\(^\text{22}\)) Further programmatic elements explicitly aimed at addressing adolescent and youth literacy, life skills and participation, not least of all to reduce vulnerability to HIV/AIDS, commenced in 2005. The programme occurred in two phases. The first phase, “Securing Lifelines and Livelihoods of Children in East Timor via Basic Education,” was based upon a systems model that was organized around inputs, processes and outcomes (see Figure 1). Rather than highlighting challenges and bottlenecks, this model was chosen by UNICEF and key counterparts to achieve positive outcomes (e.g. children learn) while simultaneously addressing mitigating circumstances and challenges to implementation. At the end of the extended programme, in 2007, the programme consisted of five main components and 29 specific sub-projects.

\(^\text{20}\) In its review of background documentation, the Evaluation Office notes a predominant concern with gender equity. It thus remains to be seen whether other dimensions of equity – e.g., involving Timor-Leste’s linguistic and religious minorities, the disabled, the internally displaced, and other underserved populations – should also be explored.


The second phase of the programme, “From Emergency Responses to Sustainable Development,” was directly impacted by the political crisis in 2006. UNICEF was forced to postpone some of the activities originally planned for that year and re-evaluate the first phase of the programme in 2007 to ensure that subsequent activities were fully aligned with the social, economic, political and security conditions of Timor-Leste and the evolving needs of Timorese citizens. At the same time, in the Strategic Plan for Achieving Universal Primary Completion (SP-UPC), the MOE identified a set of three critical targets, including: (1) improved access and equity in access, (2) improved quality and relevance of primary education and (3) improved education system and school management, and developed 11 strategies to meet these targets.

In order to ensure that its programming was closely aligned with these critical targets, UNICEF proposed to SIDA a second phase of the programme that involved a new set of components in 2007. The second phase of the programme focused on the following issues:

- Continued improvement of the policy environment through evidence-based advocacy and technical support to the Ministry of Education and Culture and formulation of education policies and plans;
- Improvement of the educational quality of teachers;
- Enhancement of school management;
- Continuing support to the development of school curricula; and
- Improvement of capacities of specific national and local bodies to support youth participation, enhance their life skills and protect them from an infection with HIV or other STDs.

Descriptions of each component and sub-projects are provided below. Descriptions are drawn from proposals to the donor and annual progress reports.


**100 Child Friendly Schools**

As noted earlier, core foci of the first phase of the programme included promoting the rights of all East Timorese children to high quality basic education opportunities, improving alignment of the East Timor education sector with key international trends in education; improving capacities of teachers to deliver action-based learning experiences; and improving the capacity of MOE personnel to develop and maintain a high quality education system.

To operationalise these goals, the following objectives were developed for the 100 Child Friendly Schools Project (drawn from the 2003 proposal to SIDA):

- To significantly improve the learning achievements of children attending primary school in East Timor;
- To reduce drop out and repetition rates;
- To increase the competency of teachers with regard to accepting responsibility for their own development by encouraging a stimulating classroom environment and monitoring children’s progress;
- To develop and test models of in-service teacher training, participatory learning and school-based management;
- To develop and test models of community accountability and decision making by encouraging the formation of Parent Teacher Associations;
- To develop mechanisms of school financing, including management of funds and transparent accountability to include social equity principals;
- To develop and utilise various methods of communication to mobilise the community to support new learning programmes;
- To develop the core schools, identified by the District Superintendents in each cluster;
- To develop a model for the provision of curriculum support material and the associated teacher capacity to effectively use the materials;
- To build a model of self-sustaining early childhood education;
- To develop a system-wide EMIS to facilitate effective policy and planning at the ministerial and local levels; and
- To develop policies and provide resources to support economically disadvantaged children to attend school.

The 100 Child Friendly Schools project, alternately called the 100 Schools Project, was designed to provide a community-based approach to systemic reform. It was posited that increased community participation, teacher training and curriculum development would increase active and participatory learning opportunities, leading to increased student enrolment and attendance. Additional activities to reach the aforementioned objectives included in-service teacher education and teacher training, parental and community participation in the management of schools and their finances, capacity development of MOE personnel, and the development of a reliable EMIS.

The 100 CFS Schools programme grouped the approximately 724 primary schools in Timor-Leste into clusters of seven, with one school serving as a core school for each cluster. Each core school received the majority of UNICEF Timor-Leste’s planned interventions and was expected to demonstrate innovations and spur reform by acting as models for other schools within their cluster.
**Primary Curriculum Development**

After independence, the Government sought to develop a more culturally appropriate and relevant set of curricula. For 25 years, the education system of Timor-Leste was managed and staffed by Indonesian educators. Background documents reviewed for this evaluation suggest that school administration was centralized and non-participatory. School directors often lacked experience in teaching and were retired civil servants or military officers. Further, prior to Timor-Leste’s independence, primary, pre-secondary and secondary curricula concentrated on Indonesian culture and covered too many subjects, leaving little room for students to master any individual subject. Through the Primary Curriculum Development project, UNICEF sought to improve the quality of education for every child in primary school in East Timor by developing and supporting a curriculum-writing and implementation process in collaboration with donors and the MOE and its National Curriculum Task Force. These new curricula for grades 1–6 were designed to be “balanced and relevant to the cultural and social context of Timor-Leste, learner-centred, constructivist and participatory. A curriculum more suited to developing citizens for an emerging democracy.”

The overall objectives of the Primary Curriculum Development project were to:

- Assist in the sustainable development of curriculum in East Timor;
- Assist in the design of a strategy for curriculum implementation for Grades 1 to 6;
- Develop teacher support materials to facilitate implementation of curriculum;
- Support the piloting and testing of new syllabuses;
- Provide curriculum resources for the syllabuses currently being developed for Grades 1 to 6;
- Identify a suitable language strategy to support teachers and students through the transition to Portuguese as the language of instruction;
- Design a strategy for textbook development that is culturally appropriate, curriculum specific and sustainable;
- Provide textbooks for each child in each subject as appropriate; and
- Develop the capacity of MOE to continue support changes to curricula.

Central to the process of curriculum development and reform was also the development of capacity within the RDTL Government to treat the curriculum development process as a continuous cycle of development, implementation and modification requiring a small but permanent team of specialists. UNICEF Timor-Leste, in efforts to support the development of a curriculum aligned with the priorities of the RDTL Government, assisted the MOE in the development of the primary curriculum and helped formulate its implementation strategy. UNICEF Timor-Leste’s efforts centred on six activities: (1) development of a national curriculum; (2) piloting and testing the new curriculum; (3) teacher guide development; (4) development and dissemination of curriculum materials; (5) phase-in of the new curriculum; and (6) design of preliminary pre-secondary curriculum statement and implementation framework. The final curriculum for Grade 1 was phased into schools in September 2005, and in December 2006 Grade 2 was phased into schools.

The MOE subsequently requested that UNICEF support an accelerated phase-in of the Grade 3–6 curricula for the 2007–08 school year. In addition, UNICEF Timor-Leste and the MOE planned to develop teacher support materials for each syllabus, train teachers in their use and implementation, provide textbooks for each child and sponsor suitably qualified Ministry officers to undertake formal post-graduate study at overseas universities.

It was also thought that community input would play an essential role in curriculum development. The involvement of local communities in this process was designed to ensure that the curriculum was relevant to the daily life of Timorese citizens. UNICEF envisioned that communities would at a minimum contribute to the development of curricula in the areas of health, agriculture, economy and traditional culture. By

---

incorporating topics directly relevant to daily life (including health and hygiene, livelihood/vocational training, life skills), UNICEF hoped to support the reduction of poverty and incidence of disease in Timor-Leste.

Adolescent Participation and HIV/AIDS

According to 2005 census figures, young people under 18 years of age made up 57.2 percent of the population of Timor-Leste. The 1999 crisis had disrupted the schooling of many children and school enrolment figures indicated that a considerable proportion of children were over-age for their grade level (e.g., with, in some cases, 15- to 21-year-olds attending Grade 1). The disruption of the education of adolescents also manifested itself in a high rate of illiteracy and unemployment. For example, in 2004, the youth unemployment rate was 23 percent.26

UNICEF sought to boost outcomes for youth through four interventions:

(1) Development of a National Youth Policy – To generate an updated analysis of the situation of youth in Timor-Leste that will inform the development of a National Youth Policy, UNICEF conducted a comprehensive youth assessment, including an analysis of secondary data plus the collection and analysis of primary data in consultation at the national and regional/district levels with youth, relevant stakeholders and duty bearers. Next, UNICEF developed a cross-sectoral National Youth Policy for Timor Leste, and subsequently convened a national consensus meeting to facilitate agreement/approval by relevant stakeholders on the content before its presentation to the ministerial committee for approval.

(2) Enhance youth literacy - A powerful enabler of civic participation, UNICEF focused on increasing literacy for youth ages 14 to 20 years who did not complete basic education or who were illiterate.27 UNICEF planned to develop a literacy programme that focuses on both literacy and numeracy. According to planning documents, the implementation of the youth literacy pilot project commenced in five selected rural/urban districts of Timor Leste. Training and capacity for literacy tutors in the pilot districts was conducted to enhance the quality of service delivery. In addition to basic literacy and numeracy, the courses covered health, basic life skills, nutrition, HIV/AIDS and other relevant social issues.

(3) Increase child participation - UNICEF planned a series of activities that would provide youth with an opportunity to express their views, ideas and opinions, be listened to and participate in decision making on issues concerning them, to promote the principles of participation, active involvement and transparent democratic process among youth; and to provide an opportunity for young Timorese to build their skills, sense of responsibility and self-confidence towards the development of their full potential. Activities included selection of children parliament representatives from 13 districts of Timor Leste (selected through a transparent democratic process), convening of one national-level parliamentary session and at least 2 district-level parliamentary fora prior to and after the national forum; and development of brochures on HIV/AIDS transmittal and infection, as well as child rights and participation.

(4) Reduce youth vulnerability to HIV/AIDS and sexually transmitted infections (STIs) - UNICEF posited that adolescence was a crucial time to provide accurate information on responsible and healthy sexual behaviors and consequences of unprotected sexual intercourse, including HIV/AIDS and sexually transmitted infections. Through life skills-based education classes that focused on increasing young people’s general interpersonal skills and knowledge about STIs/HIV/AIDS while emphasizing how to avoid infection and have positive attitudes towards people infected with HIV/AIDS, UNICEF hoped to stanch any increase in the prevalence of HIV/AIDS.

Emergency Education Response

According to UNICEF’s 2006 progress report submitted to the donor for this programme, political unrest in April 2006 had a devastating impact on Timor-Leste’s educational system and resulted in many school closings and the displacement of school children. As the crisis worsened, approximately 150,000 citizens were displaced across the country. In Dili, in particular, schools were looted and vandalized. Fighting frequently occurred within or around communities. UNICEF Timor-Leste’s objectives for this previously unforeseen sub-project were: (1) to support government in coordinating emergency education through rolling out a cluster approach that focused on preparedness and generating a “regional response” strategy; (2) to encourage students to return to school through distribution of backpacks; and (3) to set up camps for internally displaced citizens and later reconstruct schools after outbreaks of violence and rioting throughout the country (including provision of resources and training).


As noted earlier, the end of the initial tranche of funding in 2006 coincided with the retrenchment of the 2006 crisis and the inclusion of Timor-Leste into the Fast-Track Initiative (FTI) and the completion of the Strategic Plan for Achieving Universal Primary Completion (SP-UPC). UNICEF’s subsequent proposal to the donor in 2007 responded to these contextual changes by more clearly defining the projects that UNICEF would focus on over the following three years and by subsuming other sub-projects into new projects. These included:

- Shifting the emphasis of the CFS programme to more clearly focus on those items traditionally associated with the CFS model, such as community involvement and management, teacher training, and provision of basic equipment to core schools;
- Continuing the primary curriculum reform programme; and
- Adding pre-secondary curriculum reform given that Timor-Leste’s basic education system incorporates both primary and pre-secondary classes.

In addition, UNICEF proposed creation of two new projects whose sub-projects did either not exist previously or had been situated within another overarching project. The Measuring and Enhancing Access and Equity project incorporated the EMIS work (formerly under 100 Child Friendly Schools), while the Increasing the Proportion of Children Starting School at the Prescribed Age sub-project subsumed the early childhood education sub-project (formerly under 100 Child Friendly Schools) and included the multi-grade schooling sub-project. The new multi-grade schooling sub-project was designed to reflect the realities of low enrolment rates and the challenges presented by over-age enrolment in rural areas. The majority of the youth and adolescent programming continued under the same or similar project titles.

Measuring and Enhancing Access and Equity

Activities within this component addressed the need to increase the capacity of MOE officials to develop policy and plan educational developments to enhance access and equity through the use of high quality educational data and the provision of quality teaching in remote multi-grade schools. By 2006, UNICEF and the MOE had laid the groundwork for establishing a complete database for the entire primary education system in Timor-Leste. This included establishing mechanisms for creating and tracking student, teacher, and school profiles. In addition, UNICEF committed to expanding the EMIS system to incorporate pre-secondary and secondary classes and schools. Finally, integration points with other national databases, including Timor-Leste DevInfo, were to be developed.

Increasing the Proportion of Children Starting School at the Prescribed Age

According to the 2007 proposal submitted to SIDA for the second phase of the programme, less than one-third of children in Timor-Leste start school at the prescribed age, often due to a lack of early childhood education opportunities and having to travel long distances to schools. In order to further expand quality, community-based early childhood education and to provide a means to implement a component of the Strategic Plan for Universal Primary Completion (SP-UPC) with direct impact on access and equity, namely, introducing multi-grade teaching, UNICEF developed a pilot programme to increase the ability of Grade 1
and 2 teachers to teach in multi-grade classrooms. UNICEF posits that the provision of schooling in these villages often requires multi-grade classes, especially at the lower levels of primary schooling. This is because (1) enrolment levels are not high enough to justify single grade classes, and (2) parents are reluctant to allow younger children to walk long distances to larger schools. A preliminary analysis of multi-grade teaching undertaken in 2005 revealed that while multi-grade classes do exist, the teaching in them is very rudimentary. Teachers have no resources specifically for multi-grades, nor do they have a wide repertoire of teaching skills that will enhance both teaching and learning in multi-grade classes. Furthermore, the preliminary analysis revealed that education officials at all levels of the system have little knowledge about the diversity of multi-grade teaching strategies employed in other countries, nor of the means for providing support for multi-grade teaching via the MOE and the district offices. There is a great need to educate both teachers and education officials about sound, effective and high-quality multi-grade teaching practices so that multi-grade schooling, especially in remote areas, has a positive impact on enrolment and retention rates.

In addition, UNICEF planned to partner with the MOE to expand the number of teachers with training in early childhood education in nine of 13 districts. Pre-school interventions were initiated in a core school that served as a training and resource centre for a cluster of schools. Where accessible, the core school acted as a centre for meetings, as resource centres, toy library and training space. In the first year of this project, six one-day workshops were held for about 100 individuals identified by the community to receive the training in Early Childhood Education (ECE). UNICEF planned to evaluate this teacher training program, feeding results into further sets of workshops held in the second and third years, both with new teachers and with existing teachers to reinforce training conducted in the previous years. In the first year, UNICEF provided teachers with training in developing local materials for games, active play, the use of the materials and equipment supplied in this project and participatory teaching-learning methods. Pre-schools were also supplied with essential teaching and learning resources that cannot be developed locally.

**Child Friendly Schools**

In the first phase of the project UNICEF had targeted 351 schools in 32 clusters covering all 13 districts. By 2006, the majority of these schools had a functioning Parent Teacher Association (PTA) and the majority of teachers had been trained in child-centred and activity-based teaching methods. Based on feedback from schools, the district education superintendents re-organized school clusters to ensure that all schools were within a reasonable distance of a core school. As a result, the number of clusters increased to 76, covering 468 schools in all 13 districts. The continuing CFS Project aimed to consolidate gains around student-centred and participatory learning for teachers through teacher trainings, increase management capacity through training at the school level, supply basic equipment to core schools and ensure a safe, hygienic, non-violent, non-discriminatory teaching and learning environment. In continuing these interventions, UNICEF sought to further increase enrolment and improve learning outcomes for students in primary education. The project completed the following activities:

- Expanding the training of parents and other community stakeholders in PTAs to new clusters;
- Expanding the training of principals and community stakeholders in school-based management (SBM);
- Developing the capacity of trainers and facilitators to train teachers in student-centred and participatory learning;
- Supporting the expansion of student-centred, early childhood education including teacher training; and
- Extending the Child Friendly Schools Project to all the primary schools in the country and to a pilot sample of pre-secondary schools.

**Primary Education Reform**

In 2006, the Ministry of Education decided to increase the pace of the introduction of the new curriculum, requesting that UNICEF support the completion of the new curriculum for Grades 3 to 6 on an accelerated timeline. Through this project, UNICEF sought to ensure a sustainable process of curriculum development
and review in Timor-Leste through capacity development in the MOE; develop expertise in the preparation and assessment of relevant teaching learning materials; and develop syllabus-based teaching and learning materials to facilitate implementation of the new curriculum. The curriculum covers six core subject areas: Portuguese language, Tetun language, mathematics, social/natural sciences, physical education and health, arts and culture and religion (i.e., Catholicism, Protestantism or Islam). Syllabuses were developed for all subject areas and were distributed to all schools in Timor-Leste (a desk review of key planning documents indicated that syllabuses for religion had not yet been distributed). In addition, teacher guides were developed, which, at the time of this evaluation, were being finalized after pilot-testing in several CFS schools. According to the 2007 proposal submitted to the donor, UNICEF developed and distributed Grade 1 teaching/learning materials to all primary schools in 2005 and 2006. Throughout this process, UNICEF continued to build MOE capacity in curriculum development, implementation and evaluation.

Pre-Secondary Curriculum Reform

The basic education cycle in Timor-Leste is composed of the six-year primary education cycle and a three-year pre-secondary education cycle. As with students and teachers at primary schools, students and teachers in pre-secondary schools have continued to use curricula and learning materials adapted from those used during the Indonesian occupation. According to the 2007 proposal submitted to SIDA, these materials lack a coherent philosophical framework and their content is not strongly aligned with the new primary school curriculum. Following on UNICEF’s role in the development of the primary education curriculum, the MOE requested that UNICEF continue its support in the development of the pre-secondary school curriculum and associated teaching and learning materials. In addition, UNICEF planned a series of supportive technical activities including:

- Developing a pre-secondary curriculum statement through a wide-ranging consultative process with students, teachers and parents of pre-secondary school students, other line ministries, industry representatives, as well as education experts to outline the context, approach, pedagogical underpinnings, subjects, time allocations and intended scope of the curriculum and provide the framework for action;
- Developing syllabi in coordination with the MOE involving all key partners committed to supporting specific subject areas;
- Developing teacher guides for all subjects as with the primary school curriculum; and
- Coordinating a teacher training programme and monitoring and evaluation of implementation of the teacher guides.

Adolescents and Participation

The adolescent and participation project carried forward many of the same activities envisioned in this area in the 2005 proposal, continuing to focus on providing youth with access to skills-building opportunities (e.g., life skills-based education (LSBE), literacy programmes, awareness raising), and to more opportunities to directly participate in civic institutions and decision making (e.g., the development of a National Youth Policy, involvement in Youth Councils/Parliament). By the time of its 2005 proposal, UNICEF and its partners had completed the National Youth Survey using it as the frame through which to develop the National Youth Policy – although Council of Ministers had yet to approve the new policy. Likewise, UNICEF’s LSBE and literacy programmes had both shown success during their initial piloting. In the 2007 proposal to SIDA, UNICEF planned to scale up these programmes to a majority of the 13 districts in the country. The Adolescent Literacy project was to be scaled up from the pilot phase of implementation in 5 districts to 13 districts. LSBE projects would also continue to be implemented in 6 pilot districts and form an integral part of the new Timor-Leste primary school curriculum. From 2009 and beyond, UNICEF planned to scale up this program in additional districts. UNICEF noted that the integration of LSBE content into the pre-secondary and secondary school curriculum was also pursued.
3. **Evaluation Questions**

Before this backdrop, and in keeping with the objectives outlined in the ToR, the objectives of this evaluation were to determine:

1. The relevance, appropriateness and coherence of UNICEF’s Timor-Leste Office Education Programme;
2. The effectiveness and impact of the programme in relation to its objectives;
3. The efficiency with which its activities and project outputs have been delivered;
4. The connectedness of UNICEF’s programme to those of other actors; and
5. The programme’s coverage and sustainability.

Pursuant to these objectives and as defined in the ToR, the overarching questions guiding the evaluation were as follows:

**Relevance/Appropriateness**

- How closely aligned are the basic education and adolescent/youth literacy, life skills and participation programmes with relevant planning and policy frameworks of the RDTL Government and international conventions, treaties and other agreements to which it is a party?
- How closely linked are the specific interventions chosen with the full scope and scale of beneficiaries’ needs in Timor-Leste, both generally and in terms of its status as a post-conflict setting?
- How closely aligned are the interventions with the social, economic, political and security priorities of Timor-Leste as it emerges from violence and proceeds on the transitional path of peace-building and development?
- How appropriate have the UNICEF common principles (e.g., Convention on the Rights of the Child, the Core Commitments for Children in Emergencies, etc.) promoted through the programme been in light of local conditions and needs?

**Coherence**

- How clearly are the programme’s objectives, and the means to achieving them, understood by key stakeholders?
- How comprehensive are the projects chosen as a necessary and sufficient suite of interventions to create a high-quality basic education system, and increase access and attendance for all children? To what extent have UNICEF and its partners identified and deployed the most appropriate programmatic elements that are most likely to improve the quality of basic education, access to it, and participation in it for all children? To what extent have UNICEF and its partners identified and deployed the most appropriate programmatic elements that are most likely to increase youth literacy, life skills and participation?
- What core programmatic elements are missing, and are these being addressed by other actors and programmes, or are there outstanding gaps not being met at all?

**Coverage**

- What approximate proportion of relevant beneficiary groups has been reached by each intervention? To what extent have girls and other targeted subpopulations been reached? What proportion of Timor-Leste’s schools has received each intervention? To what extent

---

28 It is noted that, while some activities explicitly sought a wide geographic coverage, the majority have focused on building a system whose scope is nationwide.
have interventions extended beyond core schools to reach all schools in their respective school clusters?

**Effectiveness**

- How successful has the programme been in boosting teachers’ and administrators’ awareness, understanding and knowledge of, and support for, educational reform and the new curricula, and teachers’ capacity for delivering new curricula in a more action-oriented, child-friendly manner?
- How successful has the programme been in boosting administrators’ ability to manage schools using key modalities of school-based management (SBM)?
- How successful has the programme been in boosting ministerial representatives’ abilities to plan, advocate and problem-solve in more data-driven, evidence-based ways?
- What is the level of fidelity to core programme elements among those trained – that is, how effectively have interventions been implemented by trainees?
- How successful has the programme been in helping remove barriers to access, not least of all for girls and other underserved populations?
- How successful has the programme been in boosting youth literacy, life skills and participation?
- What unintended outcomes, positive as well as negative, have resulted from the programme?
- How successful has the programme been in boosting parental and community support for, and engagement in, basic education?

**Impact**

- How successful has the programme been to date in increasing enrolment, attendance, promotion and completion rates among boys and girls?
- What, if any, gains in children’s learning outcomes have been realized?

**Efficiency**

- How effectively has UNICEF used the resources dedicated to the programme to deliver high-quality outputs in a timely fashion, and to achieve targeted objectives?
- How cost-effective has each intervention been in achieving targeted objectives?
- How successfully has UNICEF coordinated with other key actors (e.g., implementation partners, MOE and other line ministries, other entities conducting complementary interventions) to ensure non-duplication of efforts, a clear delineation of roles and responsibilities within joint programmes and the overall success of the programme’s implementation?

**Connectedness**

- How effectively has UNICEF coordinated with other key actors to ensure that further building blocks of child and youth learning that lie outside the scope of the present programme (e.g., nutrition, psychosocial, etc.) are in place to enhance children’s attendance and readiness for learning and adolescents’ long-term life prospects?

**Sustainability**

- Overall, how successful has the programme been in increasing on-the-ground capacity to deliver and maintain high-quality basic education and youth literacy, life skills and participation in the longer term? What if any gaps to longer-term sustainability remain?

---

29 The ability to answer this question was dependent upon the availability of existing data that was valid and reliable.
Further questions were posed to determine whether outcomes achieved (or not achieved) were directly attributable to UNICEF and to identify potential areas of improvement. These were as follows:

- What key internal and external factors have influenced UNICEF’s ability to meet the key objectives targeted by the programme?
- To the extent that the key objectives have been attained, to what extent are these gains directly attributable to the programme’s interventions? What has UNICEF’s contribution to outcomes been, not least of all in joint programmes undertaken with partners?
4. Methodology

AIR used a primarily qualitative approach to measure the performance of the overall programme against criteria set forth in the ToR (presented in Annex 1). Toward this end, it broadly distinguished between primary and secondary data collection activities. Indicators developed for the evaluation are presented in Annex 5. This table presents key outputs and outcomes to be assessed as specified in the Inferred Programme Logic Model (Figure 1 of the ToR, Annex 1), the corresponding evaluation issue to be explored, the indicator to be measured in conjunction with the stated outcomes and potential data collection sources through which indicators would be measured. Each output is linked with a number of evaluation issues.

Primary Data Collection Activities

Primary data collection activities took place from September through November, 2009. The major focus of primary data collection activities was to implement, in the most rigorous manner possible (given the constraints of time, budget and the state of programme implementation), both qualitative and quantitative methods in a representative sample of districts within Timor-Leste to obtain local and national-level data.

National-Level Data Collection Activities

Primary data collection activities at the national level aligned with those proposed in the ToR, encompassing efforts aimed at understanding the systemic management and broader impacts of the sub-projects subsumed within the programme. Data collection at this level consisted of a series of semi-structured one-on-one interviews and focus groups with key national-level stakeholders, as well as direct observations of ongoing UNICEF programming. Interviewees included representatives from the MOE and other government officials as appropriate, implementing partners working on behalf of issues germane to populations served by UNICEF’s programme, as well interviews with staff members in UNICEF’s Country Office. The primary purpose was to obtain perceptual data on each of the evaluation criteria described above, enrich the evaluation team’s understanding of programme history and other descriptive information, and inform the team’s understanding of the resources available to and challenges faced by staff in implementing and managing these sub-projects. Finally, interviews with key staff at UNICEF’s Regional Office and Headquarters in New York were also conducted.

Thirty-four national-level interviews were conducted in total. During the data gathering mission, the evaluation team scheduled anywhere from three to six interviews per day involving a range of non-governmental organizations (NGOs), civil society organizations (CSOs), Ministry officials from every department within the country, youth, programme implementers and UNICEF staff at the Country Office, Regional Office and Headquarters. Each of these interviews typically lasted between one and two hours, excluding travel time. When more than one interview was schedule at a time, the evaluation team split up and conducted interviews individually. The interview schedule or list of interviewees is not included in this evaluation report to maintain their anonymity and the evaluation team’s promise of confidentiality.

Sample sizes were as follows:

- Representatives from the MOE and other government officials (n = 11)
- Implementing partners (n = 8)
- Other donors (n = 2)
- UNICEF’s Country Office, UNICEF’s Regional Office and Headquarters, New York (n = 13)

UNICEF provided AIR with a list of over 700 stakeholders who were either programme beneficiaries or had a role in programme planning, funding and implementation (including donors and external experts). These stakeholders included officials from the Ministries of Education and Health, children and youth who have dropped out, pupils, parents and local community members, teachers, school administrators, as well as donors and implementing NGOs in Timor-Leste. AIR’s sample size recommendations, noted later in this report, were dependent upon the size of the project and its technical scope. For example, for a sub-project whose objective was to increase MOE capacity to engage in evidence-based decision making, primary
informants included higher-level ministerial officials, national experts involved in capacity-building workshops and materials development, and UNICEF Country Office staff involved in implementing and managing the sub-project. As a second example, for a targeted project such as the deployment of EMIS, AIR sought to interview ministerial counterparts who had participated in capacity-building activities, in order to assess the degree to which they were able to rely on the EMIS system for planning, in addition to UNICEF education programme staff who coordinated training activities. As a third and contrasting example, for a project that focused on improving school-based management practices, AIR sought to interview school-level stakeholders, such as teachers, administrators and district-level supervisors, rather than more senior ministerial officials, given the localized focus of the project.

School-Level Data Collection Activities

UNICEF’s Evaluation Office contracted a local data collection firm, East Timor INSIGHT, to conduct school-level data collection among the chief stakeholders at this level – e.g., pupils, parents and other community members, school teachers, administrators and others – guided by AIR’s evaluation strategy. Five of Timor-Leste’s 13 districts were jointly selected by AIR and INSIGHT in a purposive fashion to represent diversity in UNICEF’s overall level of programme saturation (or “dosage”), as well as geographic, linguistic and religious variation within Timor-Leste. These five districts were: Aileu, Bobonaro, Dili, Oecussi and Viqueque. Within each district, two sub-districts were randomly selected for inclusion in this evaluation.

Four school catchment areas were randomly selected within each of these sub-districts. As the rainy season was due to begin in October, a fifth school was randomly selected to serve as a substitute school in the event data collectors were unable to reach schools located in more remote communities. UNICEF staff provided the evaluation team with two lists detailing the interventions implemented by the Country Office between 2003 and 2009 at the school level. The first list provided data on all school and national-level interventions implemented between 2003 and 2007 (with the exception of primary curriculum training activities, which continued through 2009). The second list provided data on three school-level interventions implemented in 2009: the Eskola Foun teacher training programme, the training of trainers for a pilot activity called Child-to-Child and a pilot implementation of Child-to-Child. The sub-districts and schools randomly selected within each district for this evaluation are presented in Annex 2.

In addition to the national-level interviews conducted during AIR’s data collection mission, the evaluation team also conducted one focus group discussion with teachers who participated in 2009 teacher training activities and Child to Child piloting at Escola Primaria (EP) Cassait (in Liquica) and a detailed structured interview with the school director at EP Railaco Vila (in Ermera).

AIR worked closely with UNICEF Country Office staff while also adhering to objective and methodologically rigorous stakeholder mapping and sampling standards. Given the breadth of programming associated with this programme, AIR proposed selecting a representative sample of stakeholders at the school-level that would permit a rigorous, comprehensive and efficient evaluation to be conducted within the time frame and budget allotted. Thus, the districts, sub-districts and communities selected for inclusion in the evaluation adequately represent the depth and breadth of programming, diversity of beneficiaries (e.g., including projects that target a range of stakeholders) and sustainability. An additional filter during sample selection was whether a reliable evaluation had already been conducted. AIR did not seek to replicate project evaluations already conducted, but decided to include relevant findings in the current evaluation effort.

INSIGHT assigned five-person teams to conduct all data collection activities within each of the five districts selected for this evaluation. Four teams were deployed during the second week of the evaluation to Aileu, Bobonaro, Oecussi and Viqueque. The fifth team (Dili-based data collection) was deployed during the third

---

30 A school catchment area is the geographic area from which students are eligible to attend a local school. Given that Timorese schools were closed during the data collection period for this evaluation, school catchment areas were randomly selected in the hopes that students, teachers and parents who lived in the geographic area closest to a school that had participated in UNICEF’s suite of interventions would be able to participate in data collection activities.

31 These sub-projects were not part of UNICEF’s proposal to SIDA for the second phase of the initiative.
week of data collection as additional time was needed to recruit stakeholders for focus groups and interviews within Dili (due to demanding work schedules of Dili-based stakeholders).

Each data collection team spent one week in each sub-district, for a total of two weeks in each district. The first day of data collection activities included a courtesy call to district-level officials to explain the purpose of the data collection activities, to obtain approval to conduct observations, interviews and focus groups with stakeholders, to interview district staff on UNICEF programming and to obtain any available documentation on UNICEF activities in that particular district. The first and second days of data collection activities also included recruitment of stakeholders for interviews and focus groups, as well as scheduling direct observations of the Eskola Foun teacher training workshops, LSBE workshops with youth and a policy planning workshop facilitated by UNICEF that were each scheduled for this period. Direct observations of other UNICEF programmes, such as PTA meetings, were not possible as they were not scheduled. School and classroom observations, in order to directly assess the quality of teaching and learning practices, were also not possible as schools were closed throughout the data collection mission. The next four days of each week were allotted for data collection activities. The final day was spent travelling to the next sub-district.

Within each sub-district and for each school, data collection activities consisted of the following:

- Interviews with local NGOs or implementing partners;
- Focus group discussions with parents and community members, younger pupils and teachers;
- In communities where UNICEF is implementing youth-focused programming, focus group discussions with youth both in and out of school;
- Interviews with school heads or administrators;
- Interviews with district- and sub-district-level officials including inspectors, supervisors and administrators; and
- Direct observations of UNICEF programming and activities (where possible).

Overall, this resulted in 240 data collection units (i.e., interviews, focus groups or observations) total.

INSIGHT provided raw (handwritten) notes and typed summaries (in MS Word) of each interview, focus group discussion, and direct observations to a data analyst (hired by UNICEF’s Evaluation Office) in Tetun for review and analysis at regular intervals throughout the data collection period. The structure of the summary report was defined by AIR during the first two weeks of the evaluation prior to departure of AIR staff from Timor-Leste.

In order to store the information from the national-level interviews in an accessible, relevant and usable way, several steps were taken to code this data. First, coding categories and outcomes/indicators were developed in close collaboration with UNICEF Headquarters (presented in Annex 5). An initial round of coding conducted by an independent coder served as a pre-test to ensure that the coding categories were sufficiently broad and relevant. Coding categories were subsequently revised as they were found to be too concrete (i.e., they fit either no or only a few examples from the interview data). Interviewees tended to focus on the barriers and challenges to implementation, as well as the processes behind planning and implementation (less on outcomes) when they were responding.

To summarize, condense and store a concrete example from the national-level interviews within a certain coding category, AIR assigned a score of 1, 2 or 3 to represent any case in that category. In this coding scheme, a “1” indicated that stakeholders agreed UNICEF had achieved a particular outcome, a “2” indicated that stakeholders disagreed, and a “3” indicated that stakeholders were not sure whether UNICEF’s programming had achieved a particular outcome. Finally, to ensure reliability across the evaluation team, AIR conducted a qualitative comparison of the independent coder’s ratings with those of the evaluation team. The indicators and relevant outcomes representative of the coding categories are outlined in Annex 5.

AIR’s proposed sampling strategy, presented above, ensured that the evaluation was broad in scope and was not unduly biased by the characteristics of any single region or any single approach to implementing
sub-projects. Additionally, basing the study in multiple districts helped make the findings and recommendations more contextually relevant to UNICEF.

**Instruments for Primary Data Collection Activities**

Instrument types, interviewees and focus group participants and corresponding methodological approaches have been specified in the ToR (Annex 1). First, in light of the low literacy rates reported among beneficiaries in Timor-Leste, the small sizes of some stakeholder groups (e.g., ministry officials), and limitations in time and resources, UNICEF advised against self-administered surveys for pupils, parents, community members and other key stakeholders. While UNICEF suggested administering surveys to teachers and school administrators, AIR recommended using qualitative methodologies to obtain data for all stakeholder groups given cost and time restrictions, as well as concerns regarding the literacy levels of school-level stakeholders in particular. Focus groups were recommended for larger stakeholder groups such as pupils and teachers. Individual interviews were recommended for smaller stakeholder groups such as school directors, school inspectors and district-level ministry officials. Individual interviews were also recommended for ministry officials, external experts/consultants and UNICEF Country Office staff in order to protect their anonymity.

Protocols for interviews and focus groups were finalized in close collaboration with UNICEF’s Evaluation Office and UNICEF’s local partner, INSIGHT. Structured observation protocols for direct observations of UNICEF programming (e.g., LSBE workshops for youth, national training of trainers activity) were also developed as needed. In order to ensure that the data collection effort would lend itself to answering the overarching questions guiding this evaluation, all potential interviewees, focus group participants and the corresponding instruments that might be used were mapped against the research questions identified in the evaluation’s ToR. For example, for some issues AIR sought to explore how different stakeholders perceived the same issue; therefore, multiple stakeholders were targeted for certain issues (e.g., How do teachers perceive pedagogical changes? How do parents? To what extent are perceptions the same or do they differ?) In addition, some of the evaluation issues guiding this evaluation were composite in nature, such that no one data source or method could single-handedly yield an answer (e.g., “How effective have pedagogical training efforts been?”). Multiple instruments were used to provide AIR with the quantitative and qualitative information needed to answer these questions.

AIR designed a comprehensive school-level data collection strategy specifying that at least one focus group discussion or interview be conducted per stakeholder group per school catchment area. In the interest of maximizing the breadth and depth of field-level data collected in light of the cost of this endeavour, AIR asked that INSIGHT make every effort to recruit individuals who had participated in multiple sub-projects; in addition, focus group and interview protocols were designed to assess perceptions on each sub-project in which stakeholders had been involved.

In summary, national and school-level primary data collection activities included:

- Interviews and focus groups with stakeholders, including teachers and school administrators, officials from the Ministries of Education, Health, Youth and Sport, relevant UNICEF staff in the Country and Regional Offices, children and youth (both in and out of school), parents and community members, district and sub-district officials, bilateral donors, implementing partners such as CARE and Plan International and experts/consultants contracted by UNICEF’s Education Programme (or its implementing partners); and
- Direct observations of sub-project intervention activities, to the extent possible, including key meetings and workshops such as LSBE workshops for youth and teacher trainings.

Taken together, the descriptive and perceptual data garnered from these sources helped AIR to determine, in a systematic manner, the relevance, appropriateness and coherence of the programme in Timor-Leste, its effectiveness and impact in relation to its objectives, the efficiency of programme delivery and the sustainability of the programme. Factors both within the control of UNICEF’s operating office (e.g., overall management of the programme) and those outside (e.g., the violence that ensued as Timor-Leste emerged as an independent nation) were also identified and considered throughout the course of this evaluation.
Secondary Data Collection Activities

A rich body of secondary data exists that describes the education programming conducted by UNICEF, as well as the contexts within which these programmes operate. Some of these sources provided evaluative information about the effectiveness of some sub-projects in these contexts. Conducting a systematic review of these secondary sources provided a context in which to situate the findings from primary data collection activities. Reviewing secondary data, such as project documentation and previous evaluations, helped to triangulate the primary-level data gathered during this evaluation. The focus of secondary data collection activities involved conducting a desk review of key documents provided by UNICEF prior to data collection activities, as well as those gathered during the course of the evaluation. Secondary data collection activities helped AIR refine, contextualize and extend the results of the primary analysis beyond the observed sub-projects, given that surveying or interviewing all beneficiaries would be cost- and time-prohibitive. Further, while the purpose of this summative evaluation was not to conduct baseline assessments of projects currently being implemented, when possible, the evaluation team examined existing baseline data on sub-projects to contribute towards an overall assessment of the programme.

In order to review the multitude of documents gathered during the desk study (n=856), AIR created a document coding structure to provide a systematic structure for review of both the database provided by UNICEF (including internal annual and progress reports, external evaluations, donor reports and RDTL Government planning and policy documents), as well as the large number (n=230) of additional documents obtained through an independent search and those suggested by national-level stakeholders. The method used in this evaluation was similar, if not identical, to the desk review conducted for AIR’s global evaluation of UNICEF’s Child Friendly Schools Programming Strategy. The structure included variables such as relevance to evaluation criteria stipulated in the ToR. Unfortunately, the results of AIR’s systematic coding activity did not produce a significant amount of data that were (1) suitable for inclusion into the analysis and (2) relevant to the purposes of this evaluation. This report only cites documents that had quotes that best demonstrated the programme’s effectiveness, relevance, coverage, efficiency, etc., or lack thereof. Overall, perhaps one-quarter of the documents AIR reviewed were useful. With evaluation reports in particular, it is important to note that very few evaluation reports were available at the time of this report. AIR has only included those evaluations in which there was evidence of methodological rigour, including representative sampling, and confidence in results.

Finally, a cost-effectiveness analysis was conducted for sub-projects with available budgetary/cost data. During the inception stage, AIR proposed measuring the relationship between the cost/budget size of sub-projects against key indicators of effectiveness (i.e., relevance, coherence, coverage, effectiveness, impact, efficiency and connectedness and sustainability). UNICEF’s system of accounting makes completing a cost-effectiveness analysis very difficult. Specifically, the fact that UNICEF does not use a results-based accounting system – allocating all project expenses to specific sub-project outputs – makes comparing costs against outcomes impossible. Furthermore, UNICEF’s accounting structure does not directly tie with outcome reporting and the accuracy and relevance of the resulting cost-effectiveness ratios is questionable. To increase transparency, AIR will provide detailed explanations for the basis of how total cost and outcomes have been calculated for each reported cost-effectiveness ratio.

Summary

All told, a primary consideration in developing the data collection strategy and data gathering instruments was the desire to balance quantitative and qualitative approaches. Because administering surveys to teachers and school administrators was not possible given time and cost restrictions, qualitative protocols included questions that quantified stakeholders’ participation, enthusiasm for and overall perceptions of sub-project activities. AIR also reviewed previous monitoring data and evaluations on current and past sub-projects to provide an additional perspective on the coverage and impact of the programme beyond reports of national- and school-level stakeholders and secondary data sources. Finally, secondary data collection

32 A comparison of the performance of student beneficiaries on educational indicators (e.g. enrolment, attendance, academic achievement) to regional or national norms (or non-beneficiaries) was not possible due to a lack of available EMIS data.
activities included an in-depth desk review of key documents, such as teacher training curricula, instructional manuals, project proposals and intervention log frames. Secondary data also addressed most evaluation criteria, including relevance/appropriateness, cohesiveness, effectiveness and sustainability. Financial data was obtained from UNICEF-supported cost-efficiency analyses conducted during this evaluation.
5. Limitations

Three main constraints limited AIR’s ability to conduct a thorough mixed-methods evaluation. These included a lack of available or corroborated quantitative data from the RDTL Government (e.g., EMIS data), UNICEF Country Office (e.g., monitoring and evaluation data), primary data collection activities (e.g., survey data) and other external sources; an inability to effectively substantiate output/outcome data reported by UNICEF; the timing of the country visit, which limited AIR’s ability to observe teaching and learning practices in the classroom; and the absence of participants who were intimately knowledgeable about activities implemented during the first phase of the programme (2003–2006). The section below describes these constraints in detail and how AIR worked to address and overcome them.

At the outset of the evaluation, AIR intended to utilize a mixed-methods approach, relying both on primary and secondary data sources to measure the performance of sub-projects and the overall programme against criteria set forth in the ToR. Due to a lack of quantitative data resulting from the unavailability of EMIS or project monitoring data, this report relies primarily on qualitative data to draw conclusions about the programme. For every project and sub-project possible, AIR reinforced existing qualitative data sources with empirical data from external sources, such as scholarly articles on Timor-Leste and on similar programmes undertaken in other contexts.

AIR was also unable to substantiate the majority of the detailed output, outcome data reported by UNICEF. The timeframe outlined in the ToR, did not provide sufficient time for AIR to complete a thorough and systematic desk study prior to the onset of data collection activities in Timor-Leste, leaving the evaluation team unaware of gaps in documentation. As a result, interview protocols focused primarily on understanding stakeholders’ perceptions of UNICEF’s strategy and priorities for the education system in Timor-Leste, instead of attempting to quantify impacts of the programme (e.g., on-time delivery of specific outputs, numbers of stakeholders’ targeted and covered by sub-projects). In order to overcome this constraint, AIR spent considerable time providing training support to the local data collection firm, INSIGHT Timor-Leste, to gather semi-quantitative data during qualitative data gathering activities such as focus groups and interviews (e.g., obtaining counts of participants who had been trained by UNICEF). It was hoped that this strategy would provide sufficient quantitative data to substantiate UNICEF’s internal monitoring and evaluation data. Unfortunately, the final INSIGHT report contained limited quantitative data and analysis (reasons for this are unclear as AIR has been unable to contact INSIGHT in the months following the in-country data collection mission). In addition, it is important to note that the evaluation team relied on qualitative data collection methods at the school-level due to concerns about stakeholder literacy levels, as well as time and budget constraints. Another method by which AIR planned to supplement these qualitative data was through documents sourced from other education sector partners. However, a systematic review of these documents did not provide detailed quantitative data regarding outcomes, outputs or impacts of the programme.

To the extent possible, perceptual data at the national and school-levels were triangulated with direct observations, a desk review of key documents and AIR’s own expertise in educational issues, rather than through a systematic quantitative analysis as was originally envisioned. However, these data sources often did not overlap in content – meaning that triangulation was not always possible due to the fact that different stakeholder groups usually discussed different issues.

Logistical and scheduling constraints also limited the number of interviews and direct observations the evaluation team could conduct. A number of high-level ministry staff, for example, were attending trainings outside of the country and were unavailable during the entire visit. In two instances interviews were refused. Logistical challenges sometimes resulted in missed interviews or scheduling conflicts with potential interviewees. In addition, data collection activities were scheduled during a school holiday and the planning

---

33 Indicators developed for the evaluation are presented in Annex 5. In this table, key outputs and outcomes to be assessed as specified in Figure 1 of the ToR, the corresponding evaluation issue to be explored, the indicator to be measured in conjunction with the stated outcomes and potential data collection sources through which indicators will be measured are presented. Each output is linked with a number of evaluation issues.
phase of an imminent national teacher training activity. As a result, there were no opportunities to directly observe teaching and learning practices within Timorese schools. This limited the evaluation team’s ability to triangulate perceptual data with direct evidence from observations. However, AIR was able to conduct several direct observations of stakeholder trainings and two focus groups with school-level stakeholders (the majority of school-level data collection was conducted by INSIGHT). These included the observation of a life skills training, a training of trainers activity for teacher trainers, a national-level planning workshop on the new teacher accreditation and qualifications framework, a focus group of teachers and an interview with a school director outside of Dili.

Finally, several of the sub-projects considered in this evaluation were implemented during the first phase of the programme (2003–2006). It proved extremely difficult to locate beneficiaries that directly participated in these activities, given the amount of time that had passed since implementation. While few school-level stakeholders interviewed in this evaluation were aware of or able to comment on the effectiveness, relevance or efficiency of these sub-projects, the evaluation team was provided with internal project documentation and therefore was able to locate national-level stakeholders who could provide data on activities implemented during the first phase of the programme.
6. Findings

Each of the findings is related to the evaluation questions from Section 3: Evaluation Questions.

Finding 1 – Programme activities have been strongly aligned with the planning and policy frameworks of the RDTL Government and with conditions in Timor-Leste.

UNICEF’s success in developing and implementing a programme that is relevant and appropriate to conditions within Timor-Leste is measured against four indicators, as outlined in the ToR: (1) close alignment with the social, economic, political and security priorities of Timor-Leste; (2) a good working relationship and close collaboration between UNICEF and relevant ministries; (3) parity between objectives and means to achieving these objectives, as well as identification of critical gaps in needs assessments; and (4) degree of stakeholder sentiment that programme outputs are aligned with beneficiaries’ needs and the social, political and economic security needs of Timor-Leste. Evidence was drawn from interviews and focus groups with national and school-level stakeholders and a desk review of key documents, including progress and annual donor reports and scholarly literature, to assess the degree to which UNICEF and its partners deployed the most appropriate programmatic elements that were most likely to boost child outcomes for target beneficiaries.

While Timor-Leste is a nation transitioning from violence towards peace-building and development through a collaborative working relationship with relevant ministries, UNICEF had closely aligned many of its interventions with the social, political, economic and security priorities of Timor-Leste. In general, evidence suggested that programme outputs were usually consistent with the priorities of the RDTL Government and with the needs of end beneficiaries, such as pupils, parents, community leaders, local NGOs, teachers and school administrators, trained trainers and ministerial officials. Evidence also suggests that UNICEF plays an essential role in moving Timor-Leste towards reaching their Education for All (EFA) targets and supported the MOE’s development of national education policies and priorities (including the prioritization of education in the agenda of the RDTL Government). Evidence is presented below in two parts. First, AIR presents evidence that demonstrates close alignment of the overall programme with RDTL Government priorities. However, although the programme as a whole was found to be closely aligned to the needs of Timor-Leste, its relevance and appropriateness were shown to vary by overarching intervention area. Overall, interviews with school-level stakeholders suggested that 95 percent of pupils (children and youth), teachers, school directors and inspectors and parents were supportive of and enthusiastic about the programme, reporting that it was directly relevant to their needs and priorities. However, at the national level, stakeholders were not unanimously positive in their discussions of the programme’s alignment with RDTL Government priorities. For example, one national-level stakeholder noted, “there are many programmes under the umbrella of partnership [between UNICEF and the RDTL Government]. Some things haven’t proceeded well because the objectives didn’t match the needs of the country.” In instances where the programme and the priorities of the MOE or the needs of the targeted Timorese population were not closely aligned, stakeholders usually agreed that UNICEF made efforts to reconcile the objectives of the programming with on-the-ground realities. To give a sense of this variation and to illustrate some of the specific issues that arose, in the sections that follow, AIR provides evidence of alignment between sub-projects, the priorities identified by the RDTL Government and the needs of ministry officials, teachers and school administrators, and the broader population of Timorese children, youth, parents and community members. These examples, selected to represent each of the programme’s components, are drawn from eight of the sub-projects implemented by UNICEF between 2003 and 2009.

Overall Alignment of the Programme with RDTL Government Priorities

The RDTL Government has pledged its commitment to achieving the Millennium Development Goals by making:
- Early child care and quality primary health services within reach of women and children;
- Education accessible, affordable and of good quality; and
• Policies and procedures to protect against violence, abuse, exploitation and discrimination against children.\textsuperscript{34}

The Government continues to prioritise budget allocations in the social sectors and is currently allocating a total of 36.6 percent to the education and health sectors. The Sector Investment Programme (SIP) was launched in August 2004 to coordinate efficiently with donors and to facilitate effective use of resources to achieve the goals of the National Development Plan (NDP). The SIP documents address the issues of health, education, justice and communication by linking strategies to national development goals. The RDTL Government has also ratified the Human Rights Conventions, treaties and protocols, including the Convention on the Rights of the Child and the Convention on the Elimination of All Forms of Discrimination against Women. Special offices and advisors on gender and human rights to the Prime Minister have recently been established and are functional, according to a desk review of RDTL Government planning documents and interviews with national-level stakeholders. These data sources also provide evidence that UNICEF’s programme was aligned with the objectives of the RDTL Government and was relevant and appropriate to the social, economic and cultural needs of the Timorese population given their grounding in UNICEF common principles (e.g., Convention on the Rights of the Child). It is important to note, however, that the gap between current educational indicators and Timor-Leste’s EFA commitments remains great; UNICEF’s continued support to the MOE in this area will be essential to ensuring the provision of high-quality educational opportunities since the Country Office is an essential actor in this process. Specifically, UNICEF’s strongest contribution will be supporting capacity building towards policy formulation and policy implementation and continuously advocating for the most marginalized groups. Of the 19 national-level stakeholders able to comment on the relevance and appropriateness of UNICEF’s education programming, 74 percent (n = 14) agreed that the interventions funded or implemented by the Country Office were aligned with the priorities of Timor-Leste as it transitioned from violence and conflict towards peace-building and development. As one national-level stakeholder noted, “UNICEF is responsive to the unique needs of Timor-Leste as a young nation with young people.”

UNICEF has a unique role positioned outside of the MOE in Timor-Leste. According to four national-level stakeholders interviewed in 2009, UNICEF was perceived by key actors, such as implementing partners working in Timor-Leste, as an “independent ministry” in the years immediately following the independence referendum. These stakeholders noted that, as the MOE grew and evolved over time, UNICEF adopted the role of collaborator and advisor. Of the 34 national-level stakeholders interviewed for this evaluation, 7 were able to discuss the type and quality of the relationship between UNICEF and the MOE. All seven individuals agreed that the Country Office had a good working relationship with the MOE.

Each year, according to both UNICEF staff and stakeholders within the MOE, UNICEF works in close collaboration with the MOE to develop a Strategic Plan and Annual Joint Action Plans to operationalize UNICEF’s approach to achieving mutually identified objectives set forth within the Strategic Plan. Country Office staff reported that ministries and development partners were consulted in order to identify their expectations, national priorities and national development issues, to discuss the possible impact of programmes and initiatives, and to facilitate a progressive dialogue between UNICEF’s Country Office in Timor-Leste, RDTL Government counterparts and stakeholders. Specifically, Education Programme staff within the Timor-Leste Country Office, as well as stakeholders within the MOE, reported that UNICEF also worked to support a number of departments within the RDTL Government (e.g., Ministry of Education, Secretary of State for Youth and Sport) to achieve their programmatic and policy-related goals across a range of sectors, including logistics, supply distribution and management, curriculum development, EMIS data gathering and analysis, and implementation of youth and life skills education programmes. Moreover, four national-level stakeholders noted during their interviews that their current perception of UNICEF is of an agency that is “collaborative and transparent” and one that functions as a “partner with other donors.”

Interviews with UNICEF staff and national- and school-level stakeholders and reviews of extant project-related documents also supported the perception that projects within the programme were, for the most

part, relevant and appropriate to the needs of the Timorese population. In 2004, the total population of Timor-Leste numbered 923,198. The number of people living below the poverty line increased from 36 percent in 2001 to 50 percent in 2007. Almost 75 percent of the Timorese people live in rural areas, and most of the population is dependent upon the natural environment for food and energy. High youth unemployment (18.4 percent among youth aged 15–24 years in 2007) has contributed to a strong sense of frustration and disenfranchisement among Timorese youth. According to focus group discussions conducted with youth for this evaluation, youth expressed the desire to become educated as a means to gain employment in the public service sector, expressed dissatisfaction with the general dearth of programmes to assist them, expressed their economic inability to continue with their education (as well as the inadequacy of the education they have received over the past ten years) and expressed the need to create some form of “kampu de trabalu” or field of work (e.g., livelihoods training).

Furthermore, according to documents reviewed for this evaluation, in 1999 almost 90 percent of Timorese schools were damaged or destroyed by burning and rioting throughout the country. The majority of Indonesian teachers left Timor-Leste, leaving behind largely irrelevant textbooks and school curricula given the political events at the time. During the emergency of 2006 schools were again burned or destroyed. While interviews with some national-level stakeholders suggested that the Timorese educational system has since evolved and expanded due to the efforts of agencies such as UNICEF and the efforts of the MOE, national- and school-level stakeholders unanimously agreed that much work remains to be done before Timor-Leste can achieve the nationally identified priorities and internationally identified priorities, such as the Millennium Development Goals. For example, in 2007 Timor-Leste had a literacy rate of 50.6 percent, with a female literacy rate approaching 42.5 percent. Net school enrolment steadily decreased from primary (65.5 percent) to pre-secondary (34.9 percent) to secondary (23.3 percent) levels. About 16 percent of children repeated grades, while approximately 25 percent of children dropped out of primary school. In fact, only 46 percent of entrants reached Grade 6. Only 31 percent of children entered the first grade at the normative age, a factor that in numerous studies has been shown to significantly detract from pupils’ ability to progress and perform academically. Finally, the Measuring of Learning Achievement Research, conducted by the Universidade Nacional de Timor Lorosá’e (UNTL) and UNICEF in 2006 revealed that children failed to meet the minimum level of learning. Following independence, reports on the education system also showed that teaching quality was quite low – e.g., many East Timorese teachers were not adequately trained to teach, were frequently absent and displayed a lack of professionalism. Teachers “taught to the test” and relied extensively on rote learning to ensure pupils would remember the correct answers. These problems continue to this day and are the focus of UNICEF’s efforts to improve instructional quality in Timorese schools.

Relevance and Appropriateness of the Programme at the Sub-Project Level

Measuring and Enhancing Access and Equity

Interviews with national-level stakeholders and a desk review of key documents provided two key examples of the programme’s efforts to align capacity-building efforts at the ministerial level with the end goal of improving the quality of the basic education system: implementation of the Measuring Learning Achievement Study (MLA), development of an Education Management Information System and capacity-building efforts related to evidence-based policy formation and decision making. While this work was not initially aligned with MOE priorities, UNICEF has since gained the buy-in of key stakeholders to develop: (1)

competing-based assessment methods that are aligned with the new primary curriculum, (2) comprehensive and accurate data management systems that inform ministerial officials and educators about pupil achievement and possible barriers to learning, and (3) capacity within the MOE to make evidence-based decisions.

Following Timor-Leste’s independence in 2002, the MOE set up a national examination system that was characterized by several national-level stakeholders as traditional in orientation and one that served as a “gatekeeper” to help educators decide on pupil promotion and advancement through the system. With the introduction of a new primary school curriculum, a review of planning documents and donor reports suggests that UNICEF staff recognized that assessment methods should also be aligned with the new curriculum. In order to establish a baseline for pupils in primary school that would help evaluate pupils’ understanding of competencies established by the new primary curriculum, UNICEF collaborated with three senior staff within the MOE to develop standardized language and mathematics assessments for third and fifth grade learners. According to progress reports submitted by UNICEF to SIDA, in 2004 a regional UNICEF-UNESCO programme was launched to develop tools for measuring learning outcomes in a standardized way. The MLA activity was part of a wider set of activities implemented in eight East Asian countries under the East Asian Learning Achievement Study (EALAS), the broader aim of which is to determine what pupils know, understand and can do. UNICEF sponsored the MOE’s attendance at the orientation meetings held in 2005 in Bangkok, Thailand, and reported that “extensive surveys of learning at primary and pre-secondary levels were initiated with funding from the World Bank and the MOE using Catalytic Fund resources.” Overall, in 2005, 10 people were trained in analysis of assessment data, reporting and interpreting; three national resource persons participated in the Regional MLA project in 2005; and the MLA study was completed for Grades 3 and 5 in early 2006. Results of this study were disseminated in 2008.

By 2006, UNICEF and the MOE had laid the groundwork for establishing a complete EMIS database for the entire primary education system in Timor-Leste. This included establishing mechanisms for creating and tracking pupils and teachers, as well as constructing school profiles. UNICEF’s objective – reiterated by national-level stakeholders – is to create a system that will provide valid data for evidence-based policy planning purposes. At the time of this report, UNICEF was working closely with the MOE to create a statistical yearbook, the first of its kind in Timor-Leste. And while the MOE is now gaining the ability to gather and report comprehensive, reliable educational data, in this work UNICEF has faced two significant challenges, including low levels of awareness among MOE officials of the need to assess learning and the implications for the exam system, and the absence of political will to publicly acknowledge the low levels of learning in schools that will hasten change to the exam system. Interviews with two national stakeholders suggested that additional training and continuous professional development for MOE staff within the Planning Directorate are still needed. To ensure that future programming in this area remains relevant to the needs of the relevant directorates within the MOE, stakeholders noted that UNICEF should expand the current training programme for senior ministry officials on the process of evidence-based decision making, including how to identify what is already known about the problem, what goals they would like to achieve, and what additional information from the EMIS is needed to inform policy and programmatic decisions.

In sum, while the MLA activity and EMIS development were not initially aligned with publicly identified MOE priorities, through intensive advocacy and provision of professional development opportunities to MOE officials, UNICEF was able to gain the support and buy-in of the MOE to revise its assessment methods, develop a comprehensive EMIS and begin to build capacity within the MOE to make evidence-based decisions and policies.

**Primary Curriculum Development and Reform**

In this section, the programme’s mixed success in developing primary and pre-secondary curricula that are fully aligned with the priorities of the RDTL Government and the capacities of the end beneficiaries (e.g., teachers, school administrators) is discussed. While a desk review of key documents and interviews with national- and school-level stakeholders suggested that UNICEF’s efforts to reform existing primary and pre-secondary curricula were necessary and aligned with MOE’s Curricular Plans, these data sources also suggested that the supplementary teaching and learning materials developed for teachers were too
complex and not aligned with their capacities. However, the programme was able to develop primary and pre-secondary equivalency programmes for over-aged children and youth that were closely aligned with the needs and abilities of its end beneficiaries.

UNICEF assisted the MOE in the development of a national primary curriculum and helped formulate its implementation strategy, working closely with an international technical partner. UNICEF’s efforts centred on six activities: (1) development of a National Curriculum; (2) piloting and testing the new curriculum; (3) teacher guide development; (4) development and dissemination of curriculum materials; (5) phase-in of new curriculum; and (6) design of a preliminary pre-secondary curriculum statement and implementation framework.

UNICEF’s efforts at curricular reform extended to the pre-secondary level as well as outdated curriculum and learning materials from Indonesian occupation were also used at the pre-secondary level. These materials were incompatible with the new primary curriculum (as they did not reflect the innovative, child-centred pedagogical concepts it now employed) as well as the RDTL Government’s Curricular Plan for Pre-Secondary Education. In 2007, UNICEF prepared to address these inconsistencies by implementing two sub-projects. First, it worked to build capacity of the MOE curriculum division to coordinate the development and phase-in of the pre-secondary curriculum. Second, UNICEF developed pre-secondary teaching and learning materials for all grades based on the pre-secondary curriculum. The curriculum projects included a framework for civic education, human rights and peace education. Such a framework will enable the Timorese to address their transition to a peaceful nation. National-level stakeholders interviewed during this evaluation reported that both the primary and pre-secondary curriculum projects were relevant to the needs of Timor-Leste's educational system; however, the evaluation team’s review of completed teacher guides (in Portuguese) for Grades 1 to 6 and interviews with several national-level stakeholders suggested that the complexity of the teaching and learning materials that were distributed to teachers was too high, and teachers could not use the materials as intended. Interviews with teachers in five districts across Timor-Leste consistently suggested that a lack of guides and teaching manuals for teachers that would have supported implementation of the revised curriculum had led to confusion regarding the objectives and content of the new curriculum. While teachers and school directors readily identified their participation in UNICEF-sponsored “curriculum training programmes,” they also cited the need for “regular and ongoing” training programmes and supplementary training materials that “work clearly with the defined curricula” and “match the content of the training programme.” Teachers cited the need for support across a range of subjects, including mathematics, Portuguese, English, environmental sciences and health education.

Finally, UNICEF has also made efforts to align the availability of relevant education programming with the distinct needs of over-age children and youth within the education system, as well as for illiterate adults. By 2005, UNICEF, the RDTL Government and other development partners recognized the need to provide youth with a system in which they might gain literacy and numeracy skills outside of traditional classroom settings. Over the next three years, the RDTL Government developed at least three literacy programmes with a number of development partners to try to address this need. For example, the Cuban Mission assisted a district-wide literacy programme in Oecussi, and the Brazilian mission supported the adaptation of Telecurso, a video-based literacy course, to the Timorese context. National stakeholders reported that the relevance of Telecurso for end beneficiaries was limited by its focus on the Portuguese language (most youth spoke Tetun or other local dialects) and a lack of video cassette recorders, and that the Cuban programme lacked a focus on “what’s next” for participants, providing them with limited options to continue their learning and sustain positive outcomes. However, a review of key project documents and interviews with national-level stakeholders suggested that the UNICEF literacy programme was expanded to include a primary and secondary school equivalency programme. The course includes literacy, numeracy, and life skills in each of the three phases. This model, developed in both Tetun and Portuguese with wide input from stakeholders, allows youth involved in the literacy course to graduate onto a primary or secondary

---

39 Two national-level stakeholders interviewed during this evaluation reported challenges with the international partner (e.g., representatives may have lacked a nuanced understanding of the education system in Timor-Leste and the needs of students and teachers because they did not spend much time in the country) that may have had a detrimental effect on its relevance.
equivalency degree. National stakeholders also reported that while this programme was initially intended to serve youth, it has provided opportunities for illiterate adults as well.

**Bilingual Instructional Policy**

In this section, the programme’s efforts to build consensus around national policy on language of instruction in Timorese schools is discussed. While formation of a bilingual instructional policy was not within UNICEF’s mandate or identified as a planned activity in proposals to the donor, UNICEF’s support of national policy formation extended to the debate surrounding the language of instruction in Timorese schools. UNICEF, in close collaboration with development partners in Timor-Leste, co-hosted an international conference on bilingual education. Interviews with national-level stakeholders and a desk review of key documents suggest that this conference served as a catalyst for the MOE to create a more child-centred policy on language of instruction.

The debate surrounding language has been highly politicized. The role UNICEF identified for itself at the outset of its programming in 2003 was to focus advocacy around language policy on how to best meet the needs of Timor-Leste’s children. Taking this de-politicized stance allowed UNICEF to play a primary role in the debate surrounding language of instruction. By 2004, the RDTL Government had determined that Portuguese would be the language of instruction in all grades. A number of problems with this policy became immediately apparent to numerous stakeholders interviewed for this evaluation. Primarily, as ten interviewees noted, less than 10 percent of the population was considered fluent in Portuguese and using Portuguese as a medium of instruction would therefore be a problem. A lack of fluency among teachers themselves would also likely result in both poor teaching and poor learning (e.g., a lag in pupil literacy) since most pupils were learning how to read and write in their second, or sometimes third, language.

As a result of these problems, the RDTL Government began to make adjustments to the language instruction policy, stating in the 2004 ‘What’s Best for Children: The National Framework for Learning’ that both Tetun and Portuguese could be used for instruction in the first grade since “evidence shows that starting instruction in the learner’s first language improves learning outcomes cost-effectively, reduces grade repetition and dropout rates.” The report also, for the first time, highlighted the importance of developing high-quality teaching and learning materials in both languages. What the report did not address was the role each language would play beyond first grade or that Tetun was, in fact, not many pupils’ first language. By 2006, the policy regarding language of instruction was further refined when Tetun was defined as both an auxiliary language and as the official language of instruction for the first and second years of schooling.

In April 2008, UNICEF, together with the MOE, UNESCO and CARE International, organized the first international conference on bilingual education. According to interviews with national-level stakeholders and background documentation reviewed for this evaluation, the conference brought together MOE officials, United Nations Timor-Leste (UNTL) representatives, teachers, researchers, development partners and guest speakers from Africa, America, Australia, Europe and Asia. Best practices were shared and discussions held on how to apply these practices in designing and implementing language policy and teaching methodology that best serves the needs of children in Timor-Leste. From this conference, the MOE recognized the need to move forward on its language policy and programmes and (according to the conference’s final report) further refined its language-of-instruction policy, making both Tetun and Portuguese official languages of instruction in 2008 and stipulating the average proportion of time that children should spend learning in and learning about the two official languages.

**Early Childhood Education (ECE)**

In this section, the programme’s efforts to build consensus around early childhood education (ECE) programmes and build the capacities of Timorese pre-school teachers are discussed. While staff turnover hindered UNICEF’s earlier efforts to set priorities and develop activities in ECE, interviews with national-level stakeholders and a desk review of key documentation suggested that the recent arrival of staff devoted to ECE programming had re-energized this work. UNICEF has formed a collaborative working group in ECE that is closely aligned with the priorities identified by the MOE in the National Education Policy.
of 2007–2012 and the Strategic Plan of 2010–2030, and will facilitate the MOE’s ECE curriculum formation in the coming years.

According to national-level interviews and a desk review of key documents, ECE is not yet compulsory nor is it a part of the formal educational system in Timor-Leste. In 2007, the MOE, through its Division of Early Childhood Pre-School, developed a policy framework for pre-primary education in consultation with educators, acting NGOs, other government agencies and UNICEF. The policy targets children aged 4–6 years, but at this time there is no policy for children aged 0–3 years. The primary considerations underpinning this policy are to provide equal access to services targeting the whole child (e.g., health, nutrition, social and emotional development and education) for every child and to develop a collaborative and transparent working relationship with governing bodies, NGOs and communities to provide high quality services for preschool-aged children. Specifically, the National Education Policy of 2007–2012 considers pre-school education “as a vital component of basic education, with a fundamental role for the good performance by children in the first cycle of basic education.” The MOE also plans to draft, approve and implement a new ECE curriculum, regulate its activity and ensure availability of high quality educators, teaching and learning materials and infrastructure to ensure pre-school education is accessible to all children in Timor-Leste.

According to interviews conducted with national-level stakeholders, ECE in Timor-Leste is expanding rapidly. At the start of the school year (SY) 2007–2008, there were 143 pre-primary schools, a significant increase of 150 percent from the 57 pre-primary schools registered in 2002; 7,994 children were enrolled, tutored by 310 teachers. The shortage of qualified caregivers/teachers remains the more pressing problem in ECE and for this reason the RDTL Government intends to invest in human and material resources in its five-year investment plan.

In direct response to this priority, UNICEF is currently advocating for the re-launch of an ECE working group with other acting NGOs, donor agencies and the MOE, as well as the appointment of an ECE counterpart within the MOE. Several interviews with national-level stakeholders suggested that other acting NGOs in Timor-Leste need a “platform established to share experiences and good practices on ECE with the MOE” and each other. The proposed working group will be led by the MOE, with support from UNICEF and these partners. While staff reported that UNICEF’s goal is to support policy development and enactment, the primary challenge they face is the absence of a national counterpart within the MOE who is assigned to ECE. In this light, UNICEF’s efforts to create a collaborative working group in ECE, inclusive of other NGOs and the MOE, that prioritizes policy formation for children ages 0 to 3 years, pre-school teacher training and increasing access for young children to high quality pre-schools are aligned with the priorities identified by the MOE in the National Education Policy of 2007–2012 and the Strategic Long-Term Plan of 2010–2030.

**Improving Educational Quality through Child Friendly Schools**

This section discusses the programme’s efforts to create child-centred learning environments in direct response to the poor quality of teaching practices, low levels of learning and crumbling infrastructure that characterize Timorese schools since independence. Interviews with national- and school-level stakeholders and a desk review of key documents, including external evaluation reports, suggested that while the most critical needs of the end beneficiaries were identified and the objectives of UNICEF’s activities were closely aligned with these needs, the means to achieving these objectives were not always aligned with the priorities of the RDTL Government and the needs of end beneficiaries.

**Alignment of sub-project objectives with needs of target beneficiaries.** Reviews of external evaluations, such as AIR’s 2009 baseline assessment of Eskola Foun schools and Ninnes’ 2005 evaluation of the 100 Friendly Schools Project, and interviews with national- and school-level stakeholders suggested that schools in Timor-Leste were often considered unsafe and unfriendly to children, and sometimes violent, including corporal punishment of children and youth. Almost unanimously, school-level stakeholders reiterated these concerns about the quality of the school infrastructure (e.g., lack of potable water or functioning latrines, crumbling structures, lack of or inconsistent electricity), resources (e.g., lack of textbooks) and teaching capacities (e.g., confusion over content of curriculum, reliance on traditional teaching techniques such as lectures and memorization). Teachers, school directors, school inspectors and
district officials interviewed for this evaluation also noted that their priorities for the education system in Timor-Leste included: “developing and making changes to the education system and the system of teaching, developing the human resource of teachers, and capacity building of teachers, parent-teacher relationships, relationships between local authorities and community and schools, as well as relationships up and down the MOE’s structure, and direct links to donor forums.”

In response to these concerns about the poor quality of schools in Timor-Leste, UNICEF adapted and implemented the Child Friendly Schools Programming Strategy, which seeks to create a safe, healthy and welcoming learning environment that is conducive to learning for pupils and participation of teachers, parents and community members. Since its inception in Timor-Leste, this model has been identified by several names, including the 100 Friendly Schools Project, Child Friendly Schools, Eskola Belun, and now, Eskola Foun.40 The underpinning model focuses upon five dimensions: inclusiveness of all stakeholders; effective teaching and learning techniques; healthy, safe and protective learning environments; gender-friendly learning environments; and the democratic participation of all stakeholders including pupils, their families and the community. Within this broader project, UNICEF identified several sub-projects for implementation: teacher training, school-based management training for school administrators, formation and training of Parent Teacher Associations/School Councils, early childhood care and education and formation of a comprehensive and reliable EMIS.41

According to an evaluation of UNICEF’s 100 Friendly Schools project, UNICEF’s collaborative work with the MOE is “guided by the Constitution of the Democratic Republic of Timor-Leste, which among other things guarantees the equality of the rights of citizens (section 16), including the rights of all citizens to education (section 59).”42 In addition, this evaluation of the broader Child Friendly Schools project found UNICEF’s priority activities, including “curricula that promote high quality teaching, recruiting and training competent teachers, developing school facilities and educational materials, cultural development, improving teacher-pupil ratios, and expanding management capacity” to be in alignment with the RDTL Government’s National Development Plan that prioritizes sustainable educational development.

Within the Child Friendly Schools project, UNICEF also sought to continue its capacity-building efforts within the MOE by selecting a project coordinator from a pool of qualified teachers within each district to implement the activities at the district level. These teachers operated under the supervision of the district training officer, also identified by UNICEF. Interviews with national-level stakeholders and a review of project documentation suggested that UNICEF also sought to identify and partner with national-level counterparts within the MOE to ensure alignment between project activities and ministerial priorities. For example, at the national level, the Child Friendly Schools project was monitored first by the Division of Primary Education and, subsequently, by the Institute of Continuing Teacher Education (Centro National do Formação Profissionais, INFPC) to begin capacity building and lay the foundation for sustainability of project outcomes.

Alignment of UNICEF’s strategy/means to achieving sub-project objectives with needs of target beneficiaries. According to documentation gathered during AIR’s field visit, UNICEF’s planned objectives in this arena in 2009 and 2010 included prioritization of five districts (Aileu, Ermera, Manatuto, Oecussi and Viqueque) and intensive support to select schools. UNICEF staff categorized these districts as particularly vulnerable due to their remote location (e.g., Oecussi), high levels of violence (e.g., Viqueque) and other factors; prioritization of these districts is in alignment with core UNICEF principles. UNICEF staff interviewed for this evaluation reported that the Eskola Foun programme will work to transform potential model schools into high quality model schools that demonstrate best practices in creating child friendly learning spaces through health, nutrition and sanitation. School-based improvement action plans, field assessment and

40 Several national-level stakeholders reported confusion over the many names attached to this project, including a lack of distinction across project phases and absence of adequate communication or advertising from UNICEF regarding project name changes.
41 School-level stakeholders were not able to name or discuss the broader Child Friendly Schools/Eskola Foun programme but were able to discuss sub-projects such as teacher training programmes, school-based management trainings, and formation of Parent Teacher Councils. These findings will be discussed in later sections of this report.
monitoring tools and an Eskola Foun database will be developed to solicit and develop appropriate levels of support for the schools at the district and regional levels, and to design relevant ongoing teacher training supported by the INFPC. This revised approach to intensively pilot programmes in a smaller sample of schools prior to scale-up (compared to UNICEF’s earlier strategy of rolling out national programmes) received mixed reviews from national-level stakeholders. (See Finding 4 for additional discussion.)

In 2009, UNICEF focused on developing, piloting and instituting an innovative, child-centred pedagogical model (now referred to as Eskola Foun), in the basic education cycle, modeled on UNICEF Headquarters’ Child Friendly Schools Programming Strategy. This approach also includes components of the Colombian Escuela Nueva programme and a peer-to-peer education programme designed by a UK NGO called the Child-to-Child Trust (the approach is also named Child-to-Child). International consultants were brought to Timor-Leste to conduct separate training of trainers on the principles underpinning both programmes with the hope that these trainers would, in turn, train teachers to implement these approaches in their classrooms. With this programme, UNICEF is working closely with the MOE to adapt “a foreign concept” (according to some national-level stakeholders interviewed for this evaluation) to the local context. For example, UNICEF staff worked closely with the Minister of Education to: (1) identify a new, Timorese name for the programme, (2) develop a customized logo for programme materials and advertising, and (3) revise teaching and learning materials to suit Timorese teachers’ capacities and cultural conditions.

However, interviews with national-level stakeholders suggested mixed opinions on the appropriateness and relevance of the Eskola Foun intervention for Timor-Leste. As one national-level stakeholder noted, “I think the activities [of Eskola Foun] are appropriate. UNICEF is not trying to build anything that is too hard or developed. Eskola Foun is not a very sophisticated system or materials, they are trying to work with [the capacity] that is here.” Concerns about the relevance of the Eskola Foun programme may be grounded in confusion over the multiple names associated with the intervention and the addition of a new pedagogical technique (Child-to-Child) to Eskola Foun training programmes. There was also the perception among some national-level stakeholders that UNICEF is trying to do too much at one time. As one individual noted, UNICEF had “just managed to get the Ministry to accept Child Friendly Schools and now [they] want to introduce Eskola Foun and Child-to-Child.”

Teacher Training and Accreditation

In this section, the programme’s efforts to institute a rigorous system of teacher training and facilitate the development of a qualifications framework and accreditation system for teachers that is closely aligned with the priorities of the RDTL Government and the needs of target beneficiaries are discussed. Data drawn from a desk review of key documents, direct observations of stakeholder training and interviews with national-level stakeholders suggested that UNICEF had worked closely with the MOE to support their efforts to create a unifying structure across all education providers and a comprehensive programme of teacher training to prepare teachers for the new competency examinations. However, these data sources also suggested that current teacher training efforts were not appropriate for or closely aligned with the capacities and needs of both teachers and trainers.

From 2003 onwards, UNICEF has worked to build a “professional cadre of teachers,” strengthening service delivery at the school-level. According to internal planning documents and interviews with national-level stakeholders, UNICEF has collaborated closely with the Ministry of Education and Culture, National Center for Professional Training (CNTP) and the Division of Primary Education to prepare a: (1) national teacher training programme and (2) system for measuring teacher performance. It is widely acknowledged (across national-level stakeholders, as well as in documentation provided by UNICEF staff) that the quality of the education system after independence was extremely poor, resulting in high dropout and repetition rates. Furthermore, after the referendum, four out of five teachers left Timor-Leste – during the emergency, unqualified (i.e., inadequate academic credentials) teachers were brought into schools to fill gaps, resulting in poor education quality that continues to the present day. UNICEF has worked closely with relevant

---

43 According to an internal progress report submitted by UNICEF to SIDA in 2003, “the violence and destruction following the 1999 referendum left 95% of schools and other educational institutions destroyed, with furniture and other materials either looted or burned. Furthermore, the exodus of virtually all of the senior administrators, 20% of primary
ministries to develop the Timor-Leste National Qualifications Framework - a unifying structure across all educational providers, including vocational training schools, polytechnic universities, academies and institutes - that provides the standards for teaching quality, assessment, certification, accreditation and registration. UNICEF’s role in this activity has been to collaborate with the MOE to develop a reliable and valid assessment of teacher qualifications and clear descriptors of the multi-level system and complementary teacher training package. Also referred to as the Teacher Competency Framework, an initial draft was first completed by 30 Timorese educators through a workshop conducted in 2006. The competencies are organized in four overarching domains: language, technical knowledge, teaching and learning, and professionalism. All pre- and in-service training programmes now revolve around this framework.

In 2007, a draft of the framework was reviewed by ministerial counterparts and revised through a series of meetings and workshops. Finally, in May 2009, the framework was finalized and shared with all teachers in Timor-Leste. According to materials distributed at a workshop in October 2009, this system is closely aligned with the needs of the educational system in Timor-Leste as it works to “raise the standards of teachers and teaching,” is “data driven and based upon a strong quality assurance system” and “provides short-, medium- and long-term options linked to a formal career structure [the teacher career regime].”

According to internal progress reports submitted to SIDA, UNICEF has been working in close collaboration with an international consultant recruited by the MOE through the Fast Track Initiative funding to “jointly advocate and contribute to the teachers’ competencies framework, to continuously advocate for teachers’ capacity building through pre-service and in-service programmes and the development of a national policy on teacher training.” UNICEF provided resources (e.g., transport, photo copies, internet access) for the international consultant. AIR was also able to observe portions of a workshop for Ministerial officials coordinated by this international consultant entitled the “National System of Teacher Training: Policy and Related Issues” in October 2009. The primary objectives of this workshop were to obtain final input on the draft national teacher training policy, as well as to share information about other areas linked to formation of this policy, including different training modalities, the National Qualifications Framework in development for teachers and the Teacher Career Regime.

In 2009, the MOE asked UNICEF to develop a comprehensive model of teacher training to reach the large number of teachers (over 9,000) working in schools in Timor-Leste. Planned activities included: providing support to the MOE for pre-service and in-service teacher training, setting up four functional, regional CFS teacher training institutions and providing support to the regional training of trainers during the roll-out of the new curriculum. UNICEF sponsored a representative from Fundacion Escuela Nueva to present on the ongoing training of trainers activity (conducted in close collaboration with the MOE) in child-centred, content-based teaching techniques. According to interviews with UNICEF staff, the choice to collaborate with Escuela Nueva was in response to the fragmented nature of much of the training provided to teachers and educational administrators in Timor-Leste and the absence of a coherent system of training for teachers in both pre- and in-service institutes.

Several national-level stakeholders commented that the current teacher training programme was designed by the MOE and UNICEF was asked to support it. These interviewees noted that this process was a difficult one, as the MOE revised the teacher training agenda multiple times in the weeks leading up to the training “so the extent of UNICEF’s support has increased substantially.” For example, one national stakeholder mentioned that the MOE requested that UNICEF provide 10,000 copies of materials for the

school teachers and 80% of the secondary school teachers who were Indonesian nationals, has left a major gap in capacity and experience.”

44 According to the 2009 UNICEF progress report submitted to SIDA, setting the foundation for “administration of the new regional offices has taken the whole reporting period and some of the regions still do not have office space. The Ministry has shared its plans to develop 3 training hubs for teachers [pre- and in-service] but this is still on the drawing board. We are working through the National Institute for Continuing Professional Development (INFPD) as recommended by the former Director of the Professional Development Department. To date, the MOE has not decided formally on locations of the regional training centers.”
teacher training shortly before the training, and thus as confirmed by UNICEF staff, UNICEF covered the costs associated with the production of all 10,000 copies of manuals and learning guides.

And, while most national-level and school-level stakeholders agreed on the necessity of teacher training and appreciated UNICEF’s previous programming efforts to address training needs in this area (e.g., curriculum implementation, child-centred teaching techniques for Eskola Foun pilot program), the majority of national- and school-level stakeholders interviewed also believed that future programming must incorporate continuous/ongoing professional development and support for teachers that is strongly linked to the Teacher Competency Framework developed by the MOE in order to be fully aligned with the needs and capacities of teachers in Timor-Leste. Recently, the evaluation team learned that the MOE has asked UNICEF to assist in developing the final teacher assessment to assess teachers’ adherence to the new Qualifications Framework. This may provide UNICEF with a structured opportunity to develop and advocate for more rigorous teacher programming.

**Adolescent Participation**

In an interview conducted in 2008, Jun Kukita, UNICEF’s Country Representative said that “UNICEF is committed to working with the Timor-Leste’s Government to fulfil the rights of young people and to make sure they have the opportunity to learn, develop practical skills, and play an active role in the development of the country.”

In light of the growing recognition of the specific needs of youth (compared to young children), UNICEF undertook a series of interventions aimed at boosting youth participation, arming them with life skills for their future roles as citizens and participants in the labour market. The following three examples demonstrate the close alignment of programme outputs with the needs of youth in Timor-Leste. These examples include the formation of a National Youth Policy, planning and implementation of life skills-based education programmes and arranging for a motivational visit from UNICEF Goodwill Ambassador Jackie Chan.

Data were drawn from multiple sources, including direct observations of stakeholder trainings, interviews with national- and school-level stakeholders and a desk review of key documents.

**National Youth Policy Formation.** In 2002, the RDTL Government ratified the Convention on the Rights of the Child (CRC). Article 12 of the CRC states that the child has the right to express his or her opinion freely and to have that opinion taken into account in any matter or procedure affecting the child, and Article 15 urges state parties to provide administrative and judicial channels and safe spaces within which children can assemble and express their views. In light of this international agreement, and the fact that over 59 percent of Timor-Leste’s population is under the age of 18, UNICEF outlined a three-step process for increasing youth participation in 2005. This included the completion of a national comprehensive youth survey, the development of a National Youth Policy with representatives from the RDTL Government and support for activities that responded to the National Policy. Relevant Ministries played an integral role in the development and implementation of the National Youth Survey. -This open process helped develop a culture in which relevant government stakeholders shared the same understanding as UNICEF staff regarding the needs of Timorese youth across a number of important development issues. In fact, one ministerial counterpart noted, “the National Youth Policy is becoming a guideline for the [RDTL] Government. [We are] using it to guide our strategy for programming. Some of the guides are taken on by other ministries like literacy and health and we advocate for them. The National Youth Policy is a concrete result [of our collaboration with UNICEF].” As a result, the development of the National Youth Policy was not only successfully completed, but also raised the awareness of youth issues at the national level.

**Life Skills Based Education Programming.** The Life Skills-Based Education (LSBE) programme is a strong second example of the programme’s relevance and appropriateness to the needs of Timorese youth and UNICEF’s ability to adapt existing projects to the shifting needs of end beneficiaries. Data in this section are drawn from a desk review of project documentation, including progress reports and donor reports, direct observation of stakeholder trainings and interviews with national- and school-level stakeholders.

---

The LSBE programme was originally conceived as a means of reducing the vulnerability of young people to HIV/AIDS infection, but there are few data sources in UNICEF’s proposals submitted to SIDA indicating that HIV/AIDS or that the awareness of HIV/AIDS was the most pressing health need for Timorese youth.\(^{46}\) However, as the country emerged from violence and moved toward development, UNICEF redirected the LSBE programme to directly address many of the unique challenges faced by the youth of Timor-Leste. In a country in which over 50 percent of the population was younger than 18, youth played a prominent role in the violence during the 2006 crisis.\(^{47}\) The breadth of the modules included in the LSBE curriculum overlap significantly with the life skills that the adolescents in Timor-Leste need to engage in life-long learning and thoughtful life choices. These cover goal setting, self awareness, decision making and problem solving, communication, relationships and coping with emotions, growing up, substance abuse and drugs and HIV/AIDS awareness.\(^{48}\)

In direct response to the 2006 crisis, UNICEF began to develop additional modules for the LSBE curriculum on peace-building and conflict resolution. Following civil conflict, there is a need to develop skills for peace, for the promotion of human rights and for civic participation. Education for peace and human rights is required by Article 26 of the *Universal Declaration of Human Rights*, which states that education must promote understanding, tolerance and friendship among all nations, racial or religious groups, and further UN activities for the maintenance of peace. A similar provision exists in the *Convention on the Rights of the Child*.\(^{49}\) Good practice emergency education programmes ensure that schools and non-formal education programmes enrich their activities with these elements, which are often omitted from traditional subject-focused curricula.\(^{50}\) Research has demonstrated that life skills education oriented towards preserving peace focuses on the inter-personal and relationship skills of non-violent communication, cooperation, negotiation and mediation.\(^{51}\) An LSBE course participant, during an interview with the evaluation team, stated that he planned to use these skills in his daily life and if another crisis occurred, he would think through the decision making lessons learned in the course before deciding what actions to take. Examples such as the one reported above serve to highlight the relevance and appropriateness of the LSBE programme for the needs of youth in Timor-Leste during the country’s transition from conflict to peace-building and development.

**Motivational Visits by UNICEF Goodwill Ambassadors.** Finally, the visit by UNICEF Goodwill Ambassador Jackie Chan provides a third example of UNICEF’s efforts to introduce programming elements for youth that are closely aligned with the security and political conditions of Timor-Leste and the needs of youth who had lived through the 2006 crisis. According to internal documents, during the 2006 crisis, Timor-Leste’s multiple and competing martial arts groups played an integral role in stoking the violence. To encourage youth to adopt nonviolent methods of conflict resolution, UNICEF brought Jackie Chan - a martial arts expert and film star, as well as UNICEF and UNAIDS Goodwill Ambassador - for a three-day visit to Timor-Leste. During his visit, Ambassador Chan spoke at length with youth, encouraging them to use martial arts “only as a peaceful force and never to threaten or harm others.” He also urged them to “become productive members of society and channel their energies to positive use to make a better, more peaceful country.” He concluded his visit by leading a martial arts exercise at the national stadium for 3,500 youth. While bona fide data are not available to determine whether Ambassador Chan’s visit had any effect

---


48 This is confirmed by AIR’s work studying, synthesizing, and providing technical assistance and consultation regarding the creation of caring school communities that support youth development and social and emotional learning. A representative sample include: *Early Warning, Timely Response: A Guide to Safe Schools* (Dwyer, Osher, & Warger, 1998); *Safeguarding Our Children; An Action Guide* (Dwyer & Osher, 2000, 2005) Safe, Supportive and Successful Schools Step by Step (Osher, Dwyer, & Jackson, 2004), and the *What Works Clearinghouse Topic Report on Character Education* (Osher & Kidron, In Press).


50 Ibid.


on violence, a number of stakeholders perceived this to be the case. For example, several national-level stakeholders reported this visit to be a success and that Ambassador Chan’s visit helped to reduce violence among youth and martial arts groups. Focus group discussions with youth and teachers during a baseline assessment of Eskola Foun (conducted by AIR in 2009) also suggested that the visit was in close alignment with the needs of youth and the political and security needs of Timor-Leste.

**Emergency Education Response**

In this section, the programme’s efforts to create a regional response strategy, distribute supplies and implement education programming during the 2006 emergency are discussed. Data drawn from a desk review of internal reports, donor reports and interviews with national- and school-level stakeholders confirm that UNICEF’s response during the 2006 crisis was closely aligned with the political and security realities facing Timorese children and their families, as well as the education system, at the time. A nationwide political crisis hit Timor-Leste in 2006, interrupting UNICEF’s projected timeline of activities. UNICEF was forced to scale down its programme in order to implement emergency programmes such as setting up camps for internally displaced citizens and, later, reconstructing schools after outbreaks of violence and rioting throughout the country. According to UNICEF Country Office staff, UNICEF was also heavily involved in rolling out a cluster approach that focused on preparedness and generating a “regional response” strategy, in collaboration with the MOE. Emergency education activities were also important both during the crisis and to build momentum for returning to the classroom following the 2006 crisis. Activities subsumed within emergency education included:

- Rapid assessments of educational needs in IDP camps in June 2006;
- Establishment of an Education Emergency Working Group in the MOE;
- Training for staff who worked in internally displaced persons (IDP) camps;
- Launching of a “Back-to-School Campaign” to encourage children to return to school at the beginning of the 2006–2007 school year, targeting Dili and the five districts with the highest number of displaced families;
- Implementation of seven basic literacy and four primary school equivalency courses in three IDP camps during and after the 2006 crisis;
- School rehabilitation, including re-roofing; and
- Backpack distribution to pupils and teachers, which was based on existing EMIS data.

Of these activities, almost all school-level stakeholders, including children, youth, teachers, school directors, parents and school inspectors interviewed for this evaluation were able to identify UNICEF’s back-to-school backpack distribution campaign as one that was closely aligned to their needs at the time. They viewed this campaign as a success as it boosted enrolment and the return of pupils to schools after the crisis. Stakeholders estimated between 50–75 percent of pupils living in more rural or isolated communities received school materials and backpacks during this campaign, while almost 100 percent of pupils living in communities that were directly accessible by major roads received supplies.

While UNICEF’s focus on getting children back into school after the crisis was critical, there were conflicting reports of children and teachers being scared to return to schools compared to parents who were happy that there was a safe space for children to learn. These reports highlight the need to emphasize not only the access to education in an emergency setting, but also the continued need for schools to be a “safe space.” To that end, during the crisis, UNICEF continued LSBE trainings and reached 632 young people across 19 IDP camps.

**Logistics and Coordination.** Several interviewed national-level stakeholders interviewed for this evaluation reported that logistics and coordination of activities were a key challenge to emergency education programming. In fact, logistics and coordination remains a critical barrier to increasing the efficiency, impact and effectiveness of UNICEF’s activities in Timor-Leste. Interviews with national-level stakeholders pointed to an increased effort on the part of UNICEF to enhance the MOE’s abilities to manage logistical elements of supply distribution, particularly for education programming, independently, reliably and efficiently. While handling of logistics and supply distribution was not within UNICEF’s mandate,
national-level stakeholders agreed that UNICEF had the resources to build necessary systems and increase in-country capacity for these tasks. Moreover, Country Office staff in Timor-Leste have engaged local partners such as the World Bank and New Zealand Aid (whose advisors are within the Planning Department of the MOE) to assist in capacity-building efforts.

Since the emergency, logistics have been complicated due to damage and destruction of infrastructure, the geographic isolation experienced by the island country and limitations in transportation within Timor-Leste. Within Timor-Leste there are also many remote communities that are rendered inaccessible during the monsoon season. Finally, within the MOE, national-level stakeholders have characterized the planning process as “very ad hoc” and fraught with inconsistencies, making it almost impossible to arrange for the safe and timely distribution of school supplies both during the crisis and afterwards. In 2007, the MOE’s warehouse, used to store educational materials and supplies, was destroyed in an arson attack. Materials that had languished for years, including instructional materials in Portuguese, Bahasa and English, were destroyed. A UN logistics coordinator was brought to Timor-Leste to work within the MOE based upon a mutual agreement between UNICEF and the MOE. The coordinator’s ToR was to build capacity for management of logistics and supply distribution during the rebuilding process within the MOE. This work began in January 2008. According to internal UNICEF progress and exit reports, despite facing significant delays in implementation, several outputs were produced at the conclusion of the logistics consultancy:

- Set-up of a central procurement office;
- A tracking system to manage supply distribution;
- A system to ensure safe storage and transport of materials; and
- Training in “logistic applications” to MOE staff.

And while transparency has somewhat increased over the past year, staff within UNICEF note that additional capacity-building support for MOE counterparts is needed.

**PTA Development and Support**

In this section, the programme’s efforts to strengthen parental participation in Timorese schools are discussed. Data gathered from national- and school-level interviews and a desk review of key planning documents and internal reports suggested that while UNICEF’s efforts to create sustainable PTAs were perceived to be closely aligned with the needs of parents and community members, as well as the needs of pupils, teachers and school directors attending Timorese schools, additional and ongoing training efforts will be critical to sustaining PTAs.

Parents interviewed in this evaluation reported having limited knowledge of school activities, especially those living in very rural areas. Although they had limited access to information on school events and activities, these parents reported a strong willingness to support school priorities and their children’s education. International studies have shown that when schools perceive their relationship with families as a two-way partnership in which there is shared responsibility for children’s outcomes, the resultant collaboration fosters higher enrolment, retention, achievement and engagement with school.\(^\text{52}\) Parents who are poor, from socially excluded groups or who reside in more remote and isolated communities, in particular, need to be involved in their children’s schooling, given the unique challenges facing those pupils. Programmes that engage parents in PTAs or provide other opportunities for involvement help parents who have not attended school or who have lower levels of education understand the objectives of schooling and bring them into the decision making process.\(^\text{53}\) Without support from parents, it is difficult both for schools to implement UNICEF-sponsored programmes such as Child Friendly Schools and for parents to effectively


address behavioural/academic issues with their children at home. Parents may have competing demands, such as the need for children to contribute financially to the household, and if they do not see the value of attending school – if the quality of education is poor – those demands win out.

In an effort to increase the level and depth of parent involvement in 2004, UNICEF established a pilot activity to create and develop PTAs. The challenge for UNICEF, beyond establishing parent associations, was to create PTAs that created opportunities for authentic democratic participation which would, in turn, boost pupil enrollment and educational performance. These objectives (as specified in UNICEF’s original proposal to SIDA) aligned closely with the unique needs of schools and beneficiaries, such as pupils and parents in Timor-Leste. This, in conjunction with the absorption of the School Finance sub-project, led to UNICEF ceasing to provide direct financial support to schools and strengthening its efforts to building local capacity.

Furthermore, by focusing on the involvement of parents in schools, UNICEF is helping create local ownership for the education process. This is important in the context of a post-conflict state because, as background documentation revealed, one of the first targets for local destruction after both the 1999 and 2006 crises were local schools. However, while the PTA formation and training sub-project was an important first step in gaining parental support and increasing parental involvement in school events and decision making activities, interviews with school-level stakeholders suggested that many needs remained unmet. For example, parents requested additional trainings and support for PTA activities. Teachers and school directors also suggested additional workshops with parents to increase parents’ awareness of the importance of education as well as to help educators and implementers such as UNICEF gain insight into what parents want for their children.

**Finding 2 – Among stakeholders at national- and school-levels, there is an inconsistent understanding of UNICEF’s education programming priorities and strategy in Timor-Leste.**

UNICEF’s success in developing and implementing a coherent programme is measured against two indicators: (1) UNICEF has successfully provided key stakeholders with the big picture, as well as steps it will take to achieve its goals; and (2) key stakeholders clearly understand the programme’s objectives and the means to achieving them. In this section, evidence drawn from interviews and focus groups with stakeholders at national- and school-levels and direct observations of training activities are presented that suggests UNICEF had not ensured that all stakeholders understood the programme’s objectives and the means it would take to achieve them.54 Stakeholders at the national- and school-levels were not consistently able to discuss UNICEF’s programming strategy and priorities in Timor-Leste. At the national level, stakeholders were mixed in their opinions – about half commended UNICEF on its collaborative approach and transparency in programming, while the remaining were confused about UNICEF’s strategy and goals. At the school-level, most stakeholders were also unaware that UNICEF implemented the programmes in which they participated. It may be less useful or necessary for school-level stakeholders to know that UNICEF is the implementing agency behind the programmes they receive given UNICEF’s objective to increase ownership within the MOE to implement and sustain educational programming; however, the confusion of both school-level and national-level stakeholders indicates that UNICEF needs to more coherently communicate the programme’s objectives and the means to achieving them to key stakeholders at all levels of the programme. Most school-level stakeholders also requested an improved communications strategy to deepen their level of engagement with UNICEF. Direct observations of stakeholder training programmes also suggested that not all stakeholders understood or agreed with the programme's objectives and UNICEF’s strategies to achieve them.

Of the 34 national-level stakeholders interviewed in this evaluation, 17 were able to comment upon the coherence of UNICEF’s programme, including whether key stakeholders clearly understood the programme's objectives and the means to achieve them. Of these 17 individuals, 11 felt that UNICEF did not clearly communicate their programming strategy and priorities to key stakeholders. As one ministerial counterpart noted, “it’s hard to explain about this work because sometimes it works and sometimes and it doesn’t. When we want to conduct a workshop, we first have to write a proposal, then [UNICEF has] to

---

54 Monitoring and evaluation data were not available for review. External evaluation reports did not contain data relevant to this finding.
review the proposal, and then they either say yes or no but there are political reasons that may result in the proposal being denied. It is not always clear why UNICEF is making their decision.” Another national-level stakeholder noted that individuals within the MOE were not pleased with UNICEF’s approach to implementation, stating that they “complained [UNICEF] set up schools everywhere without consultation of the Ministry [of Education] and then left the Ministry to pay salaries and maintain the schools.”

Several national-level stakeholders also reported confusion over UNICEF’s recent decision to pilot new programmes (e.g., beginning the Eskola Foun intervention in a small number of schools), instead of quickly scaling up newer interventions. According to these individuals, UNICEF’s new implementation strategy was not clearly communicated to them. For example, one stakeholder noted, “in the 100 Schools Project, there was progress in 30 to 50 clusters but unfortunately we did not continue with this project. Now we have Eskola Foun but this targets some 26 to 30 schools – a different set from the original. My concern is why UNICEF did not decide to continue the project in the same 100 schools from before because I know that project was not finished.” However, six national-level stakeholders did have an accurate understanding of UNICEF’s priorities and programming strategy due to UNICEF’s participatory approach and efforts to remain transparent. For example, one national-level stakeholder noted that UNICEF has participated in a sector working group “that has been working together for the past couple of years. This has helped in having a more cohesive capacity development plan for the Ministry. We do not just want an approach of individual approaches, but this is difficult to do.”

Downstream beneficiaries, such as children and youth, parents, teachers, school directors and inspectors reported little knowledge or awareness of UNICEF’s programming in Timor-Leste and the distinct roles of key actors, including UNICEF’s implementing partners and other donors. For example, most children, youth and parents identified the “school feeding programme, although it is more associated with the World Food Programme (WFP) rather than UNICEF. Some report that there have been training programmes for teachers, and others that there have been PTA trainings, watsan projects, rehabilitation of some classrooms and schools, assistance with utensils and some training with the school feeding programme. One or two [individuals] identified human rights/children’s rights trainings, health in schools programmes, vaccination promotion programmes, provision of temporary learning spaces, distribution of food and dental health programmes. [But] there is some confusion about programming and who is responsible for it amongst these stakeholders.”

Despite being unable to readily identify whether UNICEF was responsible for programmes in their communities, the evaluation team noted that school-level stakeholders almost universally attributed several positive outcomes to UNICEF programmes, including “increased attendance at schools and increased enthusiasm arising from [UNICEF’s] programmes, increased mutual learning, competitiveness and better performance from pupils, continuing good coordination of activities with local authorities within the MOE and the local community when and as required.” In particular, the back to school campaign was seen as having a clear and positive impact on pupil enrolment rates and on pupil enthusiasm. Relieving the burden on parents to obtain school supplies for their children was also viewed quite positively.

Finally, all adult school-level stakeholders interviewed for this evaluation suggested “an improved communications strategy [so they can obtain] more information, more regular information, and be consulted and engaged with more directly by UNICEF/MOE representatives” (particularly UNICEF). Most parents interviewed in this evaluation felt that there were “no opportunities for them to participate in programme planning and development in relation to their schools.” Teachers also felt, for the most part, that they had little or no regular contact from UNICEF and the MOE and no avenue to provide feedback or participate in any ongoing monitoring and evaluation of programmes. Finally, directors and inspectors did note the occurrence of “cyclical monitoring and evaluation visits from the MOE,” but reported that they had not been consulted by UNICEF nor had any direct contact with any UNICEF staff or officials.

Finding 3 – With few exceptions, the programme’s sustainability is questionable.
UNICEF’s success in developing and implementing a programme that is sustainable is measured against one indicator: on-the-ground capacity to deliver and maintain high-quality basic education and youth literacy, life skills and participation in the longer term. In this section, evidence drawn from interviews and focus groups with stakeholders at national- and school-levels, direct observations of stakeholder training
activities and external evaluations are presented that suggest that the benefits emanating from key programme outputs will not outlast UNICEF’s direct involvement, with few exceptions. Ongoing monitoring and evaluation data were, for the most part, not available to supplement these data sources. Most national-level stakeholders reported that on-the-ground capacity to deliver and maintain high quality programmes begun by UNICEF was not high, although there were two significant exceptions. Almost all school-level stakeholders reported that ongoing capacity-building activities had not occurred but were essential to ensuring projects attained their objectives and that positive outcomes were sustained over the longer term. Direct observations of stakeholder trainings and external evaluation reports also suggested the benefits resulting from the programme were not always sustainable due to varying levels of on-the-ground capacity. Strategic investment of financial and human capital is necessary to increase on-the-ground capacity and ensure sustainability of education programming in Timor-Leste.

Of the 34 national-level stakeholders interviewed for this evaluation, 19 commented upon the sustainability of UNICEF’s programming, both in terms of continued implementation and sustained impacts. Twenty percent (N=4) of these stakeholders believed that on-the-ground capacity was sufficient enough to deliver and maintain high quality education programming begun by UNICEF. Two examples were provided. First, the high quality training and training of trainers programmes that UNICEF developed for the LSBE programme has created an extensive network of local organizations that believe in the mission of providing Timorese youth with life skills. Given the integration of life skills lessons into all phases of the national curricula and equivalency/remedial education programmes, it appears likely that both the MOE and local NGOs will continue training Timorese youth in basic life skills. Second, the inclusive and data-driven nature of the development of the National Youth Survey and Policy successfully raised the RDTL’s understanding of youth issues, while simultaneously raising the importance of youth issues within the country.

However, 15 (approximately 80 percent) of the national-level stakeholders familiar enough with the programme to comment on its sustainability believed that the on-the-ground capacity to deliver and maintain high-quality basic education and youth literacy, life skills and participation in the longer term was not sufficient to ensure sustainability. Across this group, a lack of sustainability in the programme was attributed to “a lack of continued support, ongoing outreach and poorly adapted materials that were too technical and not usable for school staff and parents” (many parents were illiterate). UNICEF Country Office staff stated that they realized that materials oriented towards parents and community members were too advanced/high level for stakeholders and, at the time of this evaluation, were drafting new manuals that were simpler in content (employing pictures and stories).

In addition, interviews with school-level stakeholders suggested that the vast majority (95 percent) believed that sustainable capacity-building efforts were not yet being implemented and would require “ongoing training, refresher courses continuous learning and improvement, better follow up, provision of well designed manuals, and guides and resources for teachers.” As one school-level stakeholder noted, “the results of programmes designed to improve teaching methods have been very limited, as the pre- and post training environments did not include sufficient preparation and follow-up/ongoing support.” One example provided was the formation of the PTAs in 2004. While many continue to operate, it is unlikely that their current level of capacity has a significant impact on the delivery and maintenance of high-quality basic education at the local level. Most parents interviewed for this evaluation reported feeling there was no opportunity for them to participate in planning and development activities at their children’s schools. In a similar vein, school directors and inspectors interviewed for this evaluation often cited the need for continued capacity-building activities with PTAs, such as civic education and health and hygiene education, to enhance their contributions to their children’s education.

A review of external evaluation reports and direct observations of stakeholder trainings also suggested that the continuing lack of local and national capacity was a serious hindrance to programme sustainability. For example, according to the 2005 evaluation conducted by Ninnes, teachers in about one-half of child friendly schools “did not value the new methods enough to make a sustained effort to implement them.” Ninnes’ (2005) analysis of the training materials provided to the teachers also suggested that a comprehensive explanation of the utility and purpose of the innovative, child-centred techniques was not provided. Ninnes’ hypothesizes that because many of the teachers participating in his evaluation were “successful students themselves in teacher-centred classrooms and perceived the new methods as too time consuming,”
teachers would need intensive training and sustained mentoring to understand the value behind child-centred teaching and learning techniques. Furthermore, while the creation of district-level coordinating committees was an innovation that helped build local capacity, its success may have been limited by lack of ongoing training and post-activity support. Interviews with two national stakeholders involved in the design and implementation of a stakeholder training programme, as well as direct observation of the programme, supported Ninnes' analysis, suggesting that the combination of deeply engrained/long-held beliefs favouring traditional teaching and learning practices and a lack of ongoing support and mentorship often resulted in unsustainable outcomes.

**Availability of Monitoring and Evaluation Data.** Finally, it is important to note that the absence of monitoring and evaluation data has made an assessment of the sustainability of the overall programme and certain sub-projects within the programme difficult. Three examples, gleaned from interviews with national stakeholders and a review of internal reports, exist. First, the evaluation team received very little information about the peer-to-peer education model employed during the HIV/AIDS campaign and its integration in the Eskola Foun intervention. How the pupils were trained, what information they were given, and who would replace them once they had left school was unclear. Without an understanding of the mechanisms for developing new peer educators, it is difficult to determine how sustainable this activity has been or will be. Second, with respect to the HIV/AIDS campaign implemented by UNICEF, as a "one-off activity," this campaign was not built to be ongoing. However, the decentralized organizational model used and the inter-sectoral relationships built both at the national and local levels will likely endure beyond the conclusion of the campaign. In fact, many of the District Coordinating Committees (DCC), the committees in charge of organizing the campaign within each district, had plans to continue activities after conclusion of the campaign. The third example lies within the literacy and equivalency programmes designed by UNICEF. With the MOE’s limited resources, it is unclear whether the partnership between UNICEF and the MOE has generated a sustainable system that can be scaled up to meet the extensive need within Timor-Leste. Without a system to monitor and evaluate teaching and learning successes of these programmes, it is unclear whether, even if the programme was to be scaled up, the quality of classes will not be sacrificed. In addition, UNICEF reported having donated seven motorcycles to the Nonformal Education Unit within the MOE to support monitoring of literacy/equivalency activities. It is unclear whether the MOE has been able to effectively utilize these vehicles to increase their monitoring efforts, although one stakeholder reported a lack of resources (particularly gasoline vouchers for staff) prevented usage of these motorcycles.

**Finding 4 – Projects targeting upstream beneficiaries have reached their coverage targets more successfully than those targeting downstream beneficiaries.** In particular, UNICEF struggles to reach difficult-to-access schools, girls and pupils with disabilities successfully.

In this section, evidence drawn from UNICEF’s proposals to SIDA, annual progress reports and data from interviews with stakeholders at the national- and community-levels suggest that, the majority of projects that targeted primarily upstream beneficiaries were successful in attaining a national reach, touching almost every school in the country. However, those projects that directly targeted downstream beneficiaries, such as the Back-to-School campaign and the majority of the youth and adolescent projects, attained mixed results in achieving the scope of their intended coverage targets. To arrive at this conclusion, the evaluation team compared the intended targets outlined in project design documents against the achieved targets, as described in annual progress and final reports and corroborated by interviews at national- and school-levels. Across all projects, whether they targeted upstream or downstream beneficiaries, data indicate that UNICEF programming had less success in reaching difficult-to-access schools, ensuring gender equity and serving pupils with disabilities.

Projects that targeted upstream beneficiaries, such as the Curriculum Development project, the 100 Schools/CFS project and the PTA Development/SBM project, all had success in reaching a broad range of Timorese schools over the prior seven years. Internal documents report that in 2006, for example, all Grade 1 teachers in the country received training on the new primary curriculum, and in 2007–2008, 4,300 teachers spanning Grades 3 to 6 received orientation and bilingual teaching guides. Data from school-level focus groups confirmed that stakeholders at the great majority of schools throughout Timor-Leste, including teachers and school administrators, benefited from at least one of UNICEF’s interventions. Over 90 percent of teachers that participated in focus group discussions reported having received training in either the new curriculum, long-term planning, lesson planning or training in pedagogy from UNICEF within the prior seven
years. Almost certainly, many of the teachers participated in training activities associated with both the Curriculum Development project and the 100 Schools/CFS project since the curriculum works at a national level, and by 2007 the CFS programming had facilitators in each of the 13 districts in Timor-Leste.

A minority of parents (around 20 percent) reported receiving training from UNICEF on PTA development. The evaluation team has not interpreted this to mean that many PTAs did, in fact, receive support or training from UNICEF since 2003. Progress reports to SIDA indicated that by 2005 UNICEF had help to establish 269 PTAs. By 2007, these documents also indicated that UNICEF’s community-involvement activities shifted focus towards supporting the implementation of PTA/SBM activities by district education officers, functionally shifting the burden of PTA expansion to the MOE with limited but continuing support by UNICEF in planning, and monitoring and evaluation. The low rates of community members who reported having received PTA support activities in 2009, combined with national-level stakeholder interviewees who reported that these programmes seemed ineffective, call into the question the success of UNICEF’s PTA/SBM decentralization programme.

UNICEF projects that targeted downstream beneficiaries, such as the LSBE and literacy/equivalency projects, have struggled to reach the breadth of their intended targets. On the other hand, the Back-to-School campaign serves as the one exception, given that evidence indicates the campaign reached nearly all intended beneficiaries. This conclusion was drawn by comparing the number of intended targets for each project against the outcomes reported through internal documentation, with further substantiation provided by interviews at the school- and national-levels.

As part of UNICEF’s Emergency Education response in 2006-2007, UNICEF organized a campaign to provide every pupil and teacher in the country with Back-to-School supplies, with the goal of increasing enrolment rates following the crisis. The Back-to-School campaign was the UNICEF-led project that was most recognized by the pupils and teachers who participated in focus groups for this evaluation. Internal UNICEF documents and national-level interviews indicated that up to 90 percent of pupils and teachers in the entire country received backpacks and teacher bags by the end of the project. Participants in school-level focus groups supported this assertion; 95 percent of teachers, pupils and parents confirmed that pupils and teachers received these items.

On the other hand, in the 2007 proposal to SIDA, UNICEF targeted 26,400 pupils for LSBE trainings. Internal records indicate that less than half, just over 12,297, have received LSBE training across all 13 of Timor-Leste’s districts. Of these youth, at least 6,325 were in school and 5,712 were out of school. Considering the size of the youth population in Timor-Leste, reaching 12,297 represents approximately 20 percent of the population between the ages of 15 to 24 years in Timor-Leste55. There are very few data that support or contradict these reported outcomes. In interviews with national-level stakeholders, none mentioned that UNICEF had missed its intended targets or commented on the total number of youth served. Data from focus groups with youth also provided no evidence about the coverage of the programme, as none of the youth that participated in focus groups reported having participated in any of the LSBE courses. The majority of statements made by national-level stakeholders regarding the LSBE project focused on the high level of quality with which the project was implemented, without mention of the number of youth served. This data suggests that UNICEF has built a foundation for an LSBE project that can be successfully expanded in subsequent years.

Similarly, in the 2007 proposal to SIDA, UNICEF indicated that its goal would be to reach 10,000 out-of-school adolescents with the literacy/equivalency programme. The evaluators were only able to confidently identify 1,350 youth in all 13 districts who had participated in literacy/equivalency project activities between 2007 and 2009 through a review of internal documentation. This number almost certainly underrepresents the number of pupils that participated; internal reports indicate that by 2008, over 260 basic literacy courses and 80 primary school equivalency 1 courses had been started across all 13 districts. The exact number of pupils that participated in these projects is unclear due to a lack of clear monitoring and evaluation data, although national-level stakeholders and UNICEF staff reported that the 2006 crisis interrupted many of the initial literacy cohorts. As a result, many of these groups were not able to continue, reducing the number of

participants that successfully completed one of the courses. According to International Labour Organization (ILO) counterparts and UNICEF documents, an additional 2,200 youth participated in the ILO Youth Employment Project (YEP). Direct support to this ILO project came in the form of support for literacy training and the printing of literacy textbooks for participants. The combination of these programmes brings the total of youth participants in literacy/equivalency programming to approximately 3,500. No interview or focus group participants at the school-level or national-level discussed coverage of the literacy-equivalency programme, making it difficult to substantiate UNICEF’s internal reporting. In fact, one of the few statements made unanimously by youth who participated in focus groups was that the absence of programming for their age group was a major obstacle to achieving national educational priorities. This speaks to the limited overall reach of both the literacy/equivalency and LSBE projects.

Inclusive in UNICEF’s intended target population were a number of traditionally disadvantaged sub-groups, which data sources indicated that UNICEF has struggled to reach successfully. These sub-groups included difficult-to-access schools, girls and disabled pupils. For example, the most consistent statement regarding coverage gaps across all data sources was that servicing adequately difficult-to-access schools remained one of the biggest educational challenges, not only to UNICEF programming but also to the educational sector in general. Of nine national-level stakeholders that mentioned this issue, six (67 percent) either disagreed or somewhat disagreed with the statement that UNICEF’s programmes targeted all groups and areas. Four stakeholders specifically stated that UNICEF was not effectively targeting more remote and rural districts. One, for example, said that “the assistance is still not targeting the rural areas, most of the agencies are still targeting the urban areas or the centers and not going to the rural areas…one of the areas where UNICEF could improve is to connect directly with groups in the rural areas.” Data from school-level interviews and internal documents supported these statements.

One of the few complaints leveled toward UNICEF programming by school-level focus groups was that difficult-to-access schools received less programming than those located close to roads and other infrastructure. The school-level data do not provide detail as to the number of participants that report lack of coverage, but similar statements are repeated across a variety of questions for each of the focus groups. For example, teachers, administrators and district officials stated, “developing sub-nucleus level schools to increase the coverage of education in rural areas” as an educational priority, and when asked if there were groups who had not received the benefit of programming, pupils, teachers and parents reported that “programme reach is not fully effective, especially in rural and isolated areas and locations with difficult road access (seasonal or year-round), with estimates down to as low as 50 percent in some locations in relation to distribution of back-to-school supplies to pupils, but with 75 percent coverage most commonly cited.”

Review of project documentation revealed that numerous programmes have struggled with how to reach these schools. The independent evaluation of the HIV/AIDS campaign, for example, specifically mentions that after determining overall organization for the campaign and defining implementation strategies, reaching remote communities was the most difficult challenge for the campaign to overcome. School-level stakeholders also estimated that only 50–75 percent of pupils living in more rural or isolated communities received school materials and backpacks during the back-to-school campaign. However, in interviews conducted for this evaluation, UNICEF staff reported that the World Bank/Fast Track Initiative is concentrating on remote and rural small/micro schools, which is why UNICEF has not focused on these schools. Also, UNICEF staff stated that many of these issues are beyond their mandate and that the primary responsibility for ensuring that these schools receive equitable access to opportunities falls on the MOE itself.

A limited amount of data, combined with variability within the data, draws an unclear picture about UNICEF’s ability to target girls and pupils with disabilities. The LSBE monitoring reports and direct observations indicate that UNICEF and its partners have taken care to ensure gender equity among participants of this project. Not every LSBE course has had equal gender representation, but in aggregate, the number of boys and girls that have received training has been nearly equal. School-level focus groups, reporting on their participation in all types of UNICEF programming, stated that they feel gender equality

---

has been well promoted and that girls’ and boys’ enrolment rates appear to be equal. On the other hand, three national stakeholders (less than 10 percent of those interviewed) mentioned that UNICEF had not focused as much effort on girls or the disabled as they have on other populations.

The same school-level focus groups also reiterated that UNICEF programmes had not effectively targeted the disabled, orphans, or dropouts. One national-level stakeholder stated her belief that UNICEF had to first concentrate on other priorities: “UNICEF hasn’t been able to get to this. There are so many places that UNICEF has to tackle, you wonder where you are supposed to even start. Child Friendly Schools should be inclusive, but UNICEF has had to focus on getting kids into school in the first place. UNICEF had to prioritize. UNICEF had to get workable programmes into place – implementation is very difficult [in Timor-Leste].”

This suggests that UNICEF, in the face of multiple priorities and limited resources, has focused on improving overall outcomes for children and youth (e.g., increasing access to schools) rather than advocating for interventions that specifically target marginalized sub-groups like children with disabilities. Considering the great need for capacity building and investment across all levels of the Timorese educational system, this focus was a legitimate response to the immediate and pressing needs of an under-resourced system. Nevertheless, UNICEF staff also reported that they have actively participated in a disability working group and that a consultant manages inclusiveness for the MOE. In addition, UNICEF Country Office staff reiterated that they have advocated, among donors, implementing partners and MOE counterparts participating in this group, to broaden the definition of disability from children and youth with cognitive, behavioral and emotional disabilities to also include all marginalized and traditionally excluded groups, as in the Salamanca Framework.

Finding 5 – The effectiveness of UNICEF’s activities varies widely across projects and sub-projects. From 2003 to 2006 the majority of UNICEF’s basic education activities focused on improving upstream outcomes (e.g., training teachers in child-centred curriculum, improving school management through increased community participation, and improving the ability of leaders at the national level to make evidence-based decisions). When implemented on a small geographic scale, these programmes found initial success but often ran into operational challenges rendering them less effective when scaled up to meet the enormous demand in Timor-Leste. On the other hand, the majority of UNICEF’s adolescent programming, which generally targeted downstream beneficiaries (e.g., developing and implementing youth literacy and equivalency programmes, life skills-based education courses and an HIV/AIDS media campaign), seems to have been effective at meeting the needs of the beneficiaries it has reached. In addition, UNICEF’s efforts to develop the means for evidence-based policy planning based on an EMIS has been largely successful, but challenges still remain in ensuring the project’s effectiveness and sustainability.

Finding 5 is further broken down into three sub-findings that describe, in detail, how UNICEF has struggled to bring effectively to scale upstream school-level, basic education activities (Sub-Finding 5.1), how all downstream sub-projects, except one, have met the needs of beneficiaries effectively (Sub-Finding 5.2), and how the EMIS project has provided the means for evidence-based policy planning at the national level.

Sub-finding 5.1 – UNICEF has struggled to bring effectively to scale basic education activities targeting upstream beneficiaries.

In this section, evidence drawn from annual progress reports and planning documents, independent evaluations and interviews at national- and school-levels suggest that UNICEF has struggled to bring effectively to scale upstream school-level, basic education activities. UNICEF’s projects targeted three main upstream beneficiary groups across the programme: teachers and administrative MOE staff (through the curriculum development and 100 Schools/CFS projects) and parents/community members (also through the 100 Schools/CFS project). The criteria used to measure the effectiveness of UNICEF programming for these beneficiaries included: whether participants of UNICEF trainings had implemented what they had learned in their classrooms, community and work; whether key stakeholders reported that UNICEF needs to invest more time and effort into capacity building of staff and partners to improve management skills, planning and technical capacity, and the quality of their work; the percentage of parents and community members engaged in basic education; and whether stakeholders reported that UNICEF conducts sufficient
follow-up to monitor the effectiveness of trainings conducted in the field or whether activities are being implemented as planned. Data on these criteria were drawn from multiple sources, including internal reports and planning documents, independent evaluations, school-level focus groups and national-level interviews.

**Teacher Training Activities**

In 2003, the 100 Schools Project expanded rapidly from the initial piloting phase of three school clusters in three school districts to encompass over 506 schools in 82 clusters by 2007, and 712 schools in 2009. While the programme includes multiple dimensions, many of the interventions focus on improving the capacity of teachers to implement a child-centred pedagogy in their classrooms. As early as 2005, an independent evaluation raised questions about the effectiveness of the teacher training components of the 100 Schools programme. The report found that “teachers in 4 of the 11 schools visited have substantially implemented the pupil-centred, participatory methods taught in the teacher training workshops and these schools have a substantial collection of locally-made learning resources,” but “in five schools there had been some implementation, while in two schools there had been none or almost none.” Several teachers and principals who were interviewed reported difficulty implementing more than a few of the methods, if any.57

Several challenges hindered cohesive implementation of this project and teacher capacity-building activities, including the MOE’s “lack of adequate number of staff for implementing teacher training programmes and other basic programme activities” and the absence of “overall strategies and policies...in place to hasten implementation of teacher education and development of textbooks or teaching learning materials.” For example, in 2005 cluster-level teacher training activities could not be conducted because all resource persons were involved in the development and implementation of the new primary school curriculum. UNICEF envisioned an increased focus on development of a national cadre of trainers, as well as more systematic development of district trainers in the second line of programming from 2007 onwards.

By 2009, another independent evaluation of the programme, completed by AIR, indicated limited improvement over the preceding four years.58 Few schools fully incorporated child-centred methodology, most citing group work as the extent of active learning. In focus group discussions, teachers noted that a major challenge to being child friendly was a lack of trained teachers, suggesting that there is a need for more expansive training at the pre-service stage and for teachers currently teaching. Teachers and school heads also reported a lack of sufficient resources (trained teachers, textbooks, materials) as a challenge to the school being child friendly in the area of pedagogy. In addition, interviews with three national-level stakeholders suggested the trainings were not uniformly successful, although these stakeholders felt that responsibility for the lack of success of the trainings was also shared by the MOE (e.g., lack of administrative capacity, lack of coordination and planning with UNICEF and other implementers). Together, the combination of external evaluations and interviews and focus groups demonstrate that many of the teachers that received training from UNICEF have struggled to implement in their classrooms what they have learned in an effective manner.

As a result, in 2008–2009 UNICEF, in conjunction with the MOE and other partners, began a process to redesign the CFS project, from one that focused programming on a wide range of schools throughout the country to a programme that would create 8–10 demonstration schools to serve as models in child-centred teaching and learning practices for neighbouring schools and communities. Primarily, this shift would allow UNICEF to focus concerted resources and continuous training on the demonstration schools, replacing a programme in which training happened at irregular intervals over the course of two or three years. While some national-level stakeholders did not support this approach, citing the exclusion of pupils, teachers and schools that were in dire need of supportive interventions, other stakeholders characterized this approach as “more thoughtful” and understood the value behind it. As one stakeholder noted, UNICEF can now “create schools where you can take teachers, pupils and parents and show them how effective these practices can be when done well.” Moreover, teachers who participated in two focus groups conducted by

---

the AIR evaluation team in October 2009 reiterated that the current teacher training regime was still not consistent enough to achieve results. These teachers stated that one of the main challenges to achieving educational priorities was that “some of the training programmes on curricula and pedagogy are seen as having stopped in the middle of the process. Participants felt that they were left half-way and have been confused by the training, as it is now not clear what they are supposed to be teaching.”

Together, these data indicate that the majority of teachers who have received training from UNICEF have not been able to take what they have learned and implement it in their classrooms, and UNICEF needs to invest more time and effort into capacity building of MOE staff and teachers to improve planning and technical capacity, as well as pedagogical quality at the school-level. Since 2008, UNICEF has done a more thorough job of conducting sufficient follow-up and monitoring of teachers trained and, as a result, has reorganized the teacher training component of the CFS programme to increase both the amount of training and monitoring of teachers involved in the CFS demonstration schools. It is unclear whether UNICEF and the MOE have made adjustments to the training regime related to the new primary and pre-secondary curriculum.

**PTA Development and School-Based Management Activities**

Parents and community members in Timor-Leste are familiar with parental involvement in schools since the Indonesian educational system involved a version of a parents’ association called BP3. However, parents often had few opportunities to participate democratically since BP3s functioned more as a mechanism in which parents paid school fees and received pupil test results. The challenge for UNICEF, beyond simply establishing basic parent associations, was to create PTAs that provided opportunities for authentic democratic participation and whose actions increased the efficiency of school management, as well as boosted pupil learning and enrolment through increased community involvement. These three particular goals, listed as objectives in the 2003 proposal to SIDA, align closely with the scope and scale of the needs particular to Timor-Leste where, historically, there have been few democratic institutions at the local level, minimal involvement by parents in the education of their children, and a highly centralized education system which has meant that few community members understand the role of community in educational management. Furthermore, by focusing on the involvement of parents in schools, UNICEF ostensibly hoped to create local ownership for the educational process, an especially important outcome considering one of the first targets for local destruction by communities during both the 1999 and 2006 crises was local schools. Also, previously conducted research on child friendly interventions consistently points to the importance of increased involvement of pupils, family, and community involvement in the degree to which schools were able to implement and sustain the child friendly approach.

Starting with seven pilot schools in 2004, UNICEF had early success in assisting the creation and development of PTAs. An evaluation of the pilot activity reported that “highly effective local PTA models have been developed in some schools.” As a result, UNICEF subsequently expanded the PTA Training and Development activity to the majority of schools with which it was working at the time, helping to develop 269 additional PTAs by the end of 2005.

Internal progress reports indicated that in 2005 the focus of SBM training, whose programmes closely aligned with PTA development activities and under which all PTA activities were subsequently subsumed after 2006, shifted to enhancing the effectiveness and role of PTAs in their support of schools (e.g., infrastructure and facilities, attendance at school events, ensuring pupil enrollment), forming school action plans, and tightening the collaboration between District Education Superintendents and school directors through joint reviews. The following year, UNICEF shifted the focus of community involvement activities again, towards decentralizing the implementation of these activities to District Education Officers. UNICEF

---


planned to support district-level SBM planning and play a role in monitoring of school-level outcomes related to PTAs. To that end, UNICEF supported the development of district action plans for both PTA development and SBM in all 13 districts, of which UNICEF reports indicate these plans were implemented in 8 districts. In addition, UNICEF worked with the MOE to develop a common monitoring format for both PTA and SBM at the central and district levels.

Data from UNICEF monitoring activities revealed that community members, especially in rural areas, often did not feel adequately prepared or sufficiently educated to participate in school management or oversight. During school-level focus groups in 2009, a majority of school administrators/inspectors indicated that increased training for PTAs was a key component necessary for improved educational outcomes, and almost 100 percent of parents admitted that they had limited knowledge of school-based activities – an obstacle to participation that parent involvement in PTAs was meant to address. Only 20 percent of the parents who participated in focus groups reported that they received PTA- or SBM-related training. Even though many of the parents UNICEF initially trained had graduated out of the PTA (and were not located by the evaluation team to participate in focus groups for this evaluation), this suggests that: (1) the process of decentralizing PTA/SBM activities to district education officers did not adequately meet the training needs of PTAs at the school-level, and (2) the central and district level monitoring format had not substantively increased the MOE’s ability to monitor and respond to these needs.

Nevertheless, the majority of these parents also stated that they supported prioritizing education for their children. Two independent evaluations support the conclusion that PTAs that have received training have taken steps toward improving the educational environment in their schools. A report on teacher professional development in 2005 indicates that in those schools in which PTAs have been established, “40 to 60 percent of households in a given school community tend to participate over time in PTA activities.” The evaluation of the Friendly Schools Project (FSP) from the same year listed a wide variety of activities that PTAs had undertaken towards school improvement, including “supervising sports, teaching traditional dances and songs, teaching local history, repairing furniture, doors, windows, locks, and water supplies…making classroom learning materials, building or rehabilitating classrooms and toilets, cleaning schools, lobbying the national government and catering for school functions.”

Three UNICEF progress reports from 2004 to 2006 reiterate the need for extended support and training for PTAs, since without this support it would be unlikely that the PTAs would effectively develop the skills to fulfill multiple roles of oversight, management and educational improvement – or more importantly, that without further support the parents and larger community would not become the clients to whom school administrators and teachers respond. It appears that in the intervening years these concerns were not heeded and the UNICEF PTA/SBM programme was not able to support continued training for PTAs or adequately prepare the MOE to take on this role, resulting in poor school-level outcomes related to parent involvement in education. At least four national-level stakeholders stated a belief that PTA development projects were not effective at increasing parent involvement in schools.

According to internal progress reports submitted to SIDA in 2009, UNICEF has revised the original PTA and SBM manuals and oriented 65 school inspectors on their content. A training for school directors on SBM practices (using the manual as a guide) and effective collaboration with PTAs is planned for 2010. Whether these inspectors and school directors had already received training on the original SBM or PTA manual is unclear. UNICEF did not provide the evaluation team with details on a dissemination strategy for this manual and its accompanying Self-Assessment Instrument (as well as any complementary training modules to assist school directors and inspectors in understanding how and when to use these tools). UNICEF education staff also reported that they had advocated for the development of an instructional series on school-based management (targeting school directors) with officials within the MOE and advisors from the World Bank, and that their counterparts were “open” to the idea of “integrating their efforts” on enhancing the school-based management practices of education staff into a single series.

---

The combination of data from school-level interviews that indicated parents did not feel prepared to participate in school-activities, national-level interviews in which stakeholders reported that PTA development projects had been ineffective, and internal progress reports that detailed UNICEF’s need to redesign the PTA manual and train or re-train MOE officials demonstrate that to-date the programme has not effectively prepared community members to actively engage in school management in ways that boost pupil learning.

Sub-finding 5.2 – With one exception, UNICEF activities targeting downstream beneficiaries have met the needs of those served.

In this section, evidence drawn from national-level interviews, internal reporting documents, school-level data where available, and post-activity surveys suggests that UNICEF has effectively met the needs of those served in all but one of its programmes that primarily focus on downstream beneficiaries. Contrasting most of basic education activities that have primarily targeted upstream beneficiaries, (e.g., teachers, district education officers, national-level policy planners), the majority of the youth/adolescent programming has primarily targeted downstream beneficiaries (e.g., adolescents and youth). Youth and children under the age of 18 comprise a large percentage of the population of Timor-Leste. UNICEF’s proposal to SIDA in (2005) cites national data estimating 57 percent of the total population was under 18 at that point. However, during school-level focus groups they almost unanimously reported an absence of targeted programming toward meeting youth needs. UNICEF’s youth/adolescent interventions attempted to address this through support for the development of a national youth policy, a Life Skills-Based Education (LSBE) programme, HIV/AIDS awareness raising activities and the creation of increased opportunities for youth to participate in civic processes. The criteria used to measure the effectiveness of these interventions includes measuring the percentage of youth most in need of literacy and life skills whose literacy and life skills have actually been enhanced; that participants at trainings take what they have learned and implement it in their classrooms, community, and work; measuring the percentage of targeted Timorese youth participating in the programme; UNICEF recognizes the capacity of all key stakeholders and ground realities and takes this into account while planning; and, identified barriers to access that were removed. The following sections describe the effectiveness-related data available for each of the aforementioned interventions.

**Back-to-School Campaign**

Following the 2006 crisis, data indicate that UNICEF worked effectively with the MOE to deliver backpacks and teacher bags with school supplies to almost every primary school pupil and teacher in the country. During focus group discussions, community members repeatedly mentioned the success of the programme. More than 95 percent of school-level focus groups identified the Back-to-School campaign as a programme that improved school enrolment and children’s enthusiasm for returning to school. Internal Country Office documents, corroborated by the percentage of communities that reported receipt of the supplies, indicated that up to 90 percent of all schools in the country received the backpacks and teacher bags. National-level interviewees also felt it was a very effective programme, not only because of its ability to reach almost all of its targets, but also because it removed a perceived barrier to education for pupils and parents – a lack of school supplies and faith in government institutions following the crisis.

**Life Skills-Based Education (LSBE) Programme**

Originally conceived as a means of reducing the vulnerability of young people to HIV/AIDS infection, the LSBE programme directly addressed many of the unique challenges faced by the youth of Timor-Leste as the country emerged from violence and moved toward development. With over 50 percent of the population younger than 18 the involvement of Timorese youth in society can have far reaching impacts, be they positive or negative. During the outbreak of violence in 2006, youth, especially urban youth, contributed disproportionately to the violence that persisted following the initial crisis-triggering event. The LSBE modules used by UNICEF attempt to speak directly to the life skills that the adolescents in Timor-Leste need to engage - life-long learning and thoughtful life choices - in a post-conflict country. These specifically include modules on goal setting, self awareness, decision making and problem solving, communication,

---

relationships and coping with emotions, growing up, substance abuse and drugs and HIV/AIDS awareness. In a direct response to the 2006 crisis, UNICEF also began to develop additional modules for the LSBE curriculum on peace-building and conflict resolution.

The evaluation team had the opportunity to directly observe a life skills class in October 2009. Following the observation, the team interviewed three pupils about the course, two males and a female. These pupils stated unanimously that the courses were interesting and relevant to their lives. Specific lessons highlighted by the pupils included "I love myself," focused on self-esteem; thoughtful processes for decision making; and lessons on the human body. An LSBE course participant, pressed by the evaluators to give examples of how he might use these skills said, “If another crisis occurs, I will think through the decision making lessons learned in this course before deciding what actions to take,” indicating the likelihood that youth that have received life skills training will take what they have learned and implement it in their classrooms, community and work.

All national-level interviewees that had knowledge of the Life Skills project spoke very highly of its quality. The cadre of trainers that the evaluation team interviewed stated that UNICEF’s training programme prepared them to take what they had learned and implement it in their classrooms, community and work, that all but one of the modules was very effective, and that they felt pupils learned important lessons from the course. Further, the trainers expressed belief in the importance of providing Timorese youth with life skills and described how they had advocated for increased funding to increase the number of youth that are able to receive such training.

In fact, the trainers stressed that the youth most in need of life skills, those who live in difficult-to-access communities, are the youth that the programme has not been able to serve. As previously discussed in Finding 4, the LSBE programme has only enhanced the literacy and life skills of 50 percent of its intended targets and approximately 20 percent of the population between the ages of 15 to 24 in Timor-Leste64. These percentages, while low, exclude youth and adults from the literacy/ equivalency programme that may have received LSBE modules within the literacy/ equivalency training or pupils and youth that may have received training in LSBE in standard classrooms as a result of the new curriculum project. Not surprisingly, no youth interviewed during school-level focus groups reported having received training in LSBE. UNICEF staff and internal reports indicate that one of the successes of the LSBE programme has been its ability to have LSBE modules incorporated into other core educational programmes such as the primary curriculum, the pre-secondary and secondary curriculum, and the equivalency/literacy curriculum.

Overall, evidence indicates that UNICEF has adequately developed a life skills curriculum that responds to the needs of pupils in Timor-Leste, increasing the likelihood that they will take what they have learned and implement it in their daily lives; has prepared a cadre of NGO trainers to effectively implement LSBE classes throughout the country; and, while the percentage of targeted pupils was not met, the LSBE program's success at incorporating LSBE modules into both the literacy/ equivalency and primary and pre-secondary curricula has increased the overall number of beneficiaries (pupils, youth, and even some adults) reached by the programme.

Youth Participation

Between 2005 and 2007, UNICEF worked with the RDTL Government, other multi-lateral agencies and local NGOs to complete a National Youth Survey and a National Youth Policy. Two national stakeholders, internal reports and UNICEF staff reported that this process was essential for raising the visibility of youth issues at the national level. When asked, national stakeholders universally expressed positive attitudes towards the process itself and the role of UNICEF in the process. The National Youth Policy was adopted by the Council of Ministers in November 2007, marking an important step in the process for reducing barriers to access for the participation of Timorese youth in the civic life of the country. The success of this project demonstrates both UNICEF’s ability to recognize and account for the capacity of all key stakeholders and “on-the-ground” realities when planning a broad-based national youth strategy.

Furthermore, those involved in the development of the national youth policy now have a knowledge base of the needs of youth in Timor-Leste and can integrate what they have learned in future work.

UNICEF’s work on the National Youth Survey and National Youth Policy was to be supplemented by the creation of local pupil councils in 52 sub-districts in all 13 districts in Timor-Leste in 2009. Data from national-level interviews, review of project documents and school-level focus groups do not provide evidence as to whether the pupil parliament and pupil council activities have indeed been completed. The target for this activity was to provide pupils with the opportunity to participate democratically within an institution that directly impacts their lives – a core concept in the CRC. These local councils were to culminate in a National Youth Parliament. Internal documentation indicated that UNICEF completed, reviewed and printed a pupil council handbook.

**Literacy/Equivalency**

Annual progress reports indicate that in 2005, UNICEF organized the pre-testing of a youth literacy curriculum with 11 literacy course groups in five districts. According to national stakeholders, the 2006 crisis interrupted the functioning of a majority of these groups and only a small number continued, but many considered the initial results a success. UNICEF documentation reported that, by 2007, an additional 30 literacy course groups and 11 primary school equivalency course groups had been started in five districts. The courses represent UNICEF’s attempt to increase access for underserved populations, such as out-of-school pupils and youth to basic literacy programming. The RDTL Government’s 2007 national education policy stated that by the end of that year 121 pupils were participating in the equivalency programme, but does not mention the number of pupils participating in basic literacy courses.

Internal Country Office documents indicated that the perceived initial success of these programmes led to a large increase in courses and pupils in 2008, although no data exists from national-level interviews or school-level focus groups to support these data. The number of basic literacy courses had increased to 325 by the end of that year and the number of primary school equivalency course groups had increased to 65, reaching all 13 districts in the country. In addition, the Level 2 and 3 primary school equivalency courses had reached the pilot stage. The majority of these courses had been taught in Tetun, although UNICEF staff reported that an increasing number of pupils had requested Portuguese. A lack of qualified Portuguese speakers/teachers (some sources indicate that less than 10 percent of the population speaks functional Portuguese) has limited the ability of the MOE/UNICEF to provide these courses in Portuguese.

National-level stakeholders reported that the literacy and equivalency programme teaching and learning materials are adapted to the Timorese context and are well received by pupils and teachers alike, increasing the likelihood that these beneficiaries will take what they have learned and implement it in their classrooms, communities, work and life. UNICEF annual progress reports to SIDA indicate that the Adolescent/Youth and Curriculum Development projects have taken the lead in the development and printing of these materials, and have also provided technical assistance to the MOE (through the NFE) for training of core trainers, local trainers, and literacy programme awareness raising activities. Currently, there are over 30 core trainers and at least 350 local tutors that are trained to teach the literacy and equivalency programmes.

Outside of the anecdotal evidence from Country Office staff, there are no data available regarding the effectiveness of these programmes, such as how many pupils have participated or are currently participating, or assessment or learning outcome data. In addition, a review of internal documents indicated that UNICEF has not tracked how many pupils have attended or graduated from each course.

**HIV/AIDS Awareness**

UNICEF’s HIV/AIDS awareness activities were split between the peer-to-peer educators activity in which trained pupils taught their peers about HIV/AIDS, and a nationwide awareness campaign completed in 2007–2008. For both of these programmes it is unclear whether they effectively met the needs of intended beneficiaries.
By 2008, internal UNICEF documents reported that together with its partners, the Country Office had trained 140 peer educators in two districts, and had shared information on HIV/AIDS prevention with around 4,400 young people. It is unclear how this information was compiled and no evidence exists outside of internal documentation that supports these data. The effectiveness of the peer-to-peer activity is unknown as no evaluation of the activity’s effectiveness or impact has been undertaken, and no pupils, teachers or national-level stakeholders mentioned the programme during interviews or focus groups.

On the other hand, UNICEF should be commended for conducting both a pre- and post-survey for the HIV/AIDS Campaign (2007-2008), and an independent evaluation outlining organizational and operational lessons learned. These evaluations provide an overall picture of what worked and what did not work during the campaign and, more importantly, survey data on how the awareness of HIV/AIDS changed amongst Timorese youth as a result of the campaign. Unfortunately, the results of the post-campaign survey pointed to minimal success at raising HIV/AIDS awareness of Timorese youth. Data from the survey indicated that, at most, the campaign increased the number of young people that had heard of HIV/AIDS by 1 percent. Also, on a number of indicators, including whether HIV/AIDS could be transmitted during sex, could be transmitted by sharing clothes, could be transmitted by eating together, or that healthy-looking people cannot have HIV/AIDS, the data showed significant declines in correct responses. It is unclear if these results reflect poor survey construction, if the campaign itself did not communicate a clear and accurate message, or if another, unidentified factor is responsible.

The independent campaign evaluation reported that many of the local awareness-raising events (music concerts, dramas, storytelling, outreach education, quizzes) focused more on bringing youth to events than on planning for effective behaviour change communication strategies. For example, many of the music concerts had very little planned HIV/AIDS content, resulting in ad hoc speeches between songs rather than well-planned activities that ensured message delivery. And, during public quizzes “workforce members often were overwhelmed by the excitement of the crowd and awarding of prizes [and] failed to reinforce the correct answer [about HIV/AIDS].”65 With better preparation and planning, many of the activities could have more successfully delivered accurate and engaging HIV/AIDS content. Furthermore, the final evaluation of the campaign reported that it did not focus sufficient attention on reaching certain target groups, such as youth in difficult-to-access communities, out-of-school youth and women. Considering that pre- and post-survey data indicated that these groups generally have less knowledge about HIV/AIDS, the campaign failed to meet the needs of an important sub-population of Timorese youth.

It is difficult to ascertain how many youth were reached by the HIV/AIDS campaign of 2007/2008. The campaign took place in all districts and supported the development of local capacity through its use of a decentralized organizational structure (most stakeholders regard this as the campaign’s singular achievement). Regardless of the number of pupils reached, this organizational structure proved that a large-scale activity could be implemented when inter-sectoral stakeholders at the local level, including youth, are united around a cross-cutting issue. In fact, the report finished by stating that the MOH has chosen to replicate this organizational model for future health-related campaigns.

Overall, the existing evidence does not suggest that the HIV/AIDS awareness activities have effectively increased the total number of intended beneficiaries. There is a lack of clear data regarding the estimate of the number of beneficiaries reached in both the pupil-to-pupil activity and the HIV/AIDS campaign. Furthermore, the evidence from the post HIV/AIDS campaign survey and evaluation suggest that the campaign did not effectively communicate a clear message that beneficiaries could understand and implement in their schools, communities and daily life. In contrast, UNICEF’s campaign strategy attempted to recognize the capacity of all key stakeholders at both the national and community level through the development of a decentralized organizational structure. While this structure created new opportunities for utilizing community-level committees to implement large-scale campaigns, evidence suggests that increased support and planning previous to and during implementation would enhance the ability of these local stakeholders to effectively implement programmes in the future.

---

Sub-finding 5.3 – The EMIS project provides the means for evidence-based policy planning, but the capacity of MOE staff to utilize the data remains low.

In this section, evidence drawn from national-level indicators, direct observation and inspection of the EMIS section of the MOE suggest that the project has successfully established the means for evidence-based policy planning but that continued investment in capacity building is needed before the MOE can make evidence-based policy planning an integral part of the Timorese education system. The development of a national-level EMIS was a goal established by the first proposal to SIDA for funding in 2003. At the time of this evaluation, substantive progress towards the development of a statistical yearbook, the first of its kind in Timor-Leste, had been made. The criteria used to arrive at this conclusion included measuring whether participants of UNICEF trainings had taken what they learned and implemented it in their classrooms, community and work; and, whether key stakeholders reported that UNICEF needs to invest more time and effort into capacity building of staff and partners to improve management skills, technical capacity and quality of work.

Internal documents state that cleaning and validating EMIS data for the 2007–2008 school year was completed in October 2009 and will be included in the statistical yearbook with comparative data from 2006–2007. The intervening years between 2003 and 2009 involved the development and testing of the database itself, the creation of data collection systems and input processes, and the training of staff in data entry and analysis. This process involved a significant allocation of UNICEF resources since capacity at the MOE to develop and manage an EMIS was almost non-existent in 2003. Field observation and national-level stakeholder interviews indicated that the EMIS database functions properly and that systems for data validation are robust and extensive.

In 2008–2009, the EMIS database was integrated into other significant national-level databases, including DevInfo. This process further expands the usefulness of the EMIS while also providing a secondary validation source for specific data points, such as data on teachers. While UNICEF provided support through the provision of consultants and the payment of staff salaries, the MOE currently funds the majority of EMIS costs and its staff manages data collection, input and analysis.

The pace at which the development of the EMIS proceeded caused concern among a number of national-level stakeholders interviewed during this evaluation. This is understandable considering that the human and monetary capital of developing a functioning EMIS are weighted heavily toward the front end of its development and six years of investment has produced minimal return (e.g., the evaluation team was unable to verify the completion of the statistical yearbook during their country visit in 2009). While UNICEF could have communicated this process to MOE stakeholders more effectively, evidence indicates that UNICEF has taken on-the-ground realities into account throughout the development of the EMIS. However, evidence drawn from national-level interviews suggests that two significant challenges that hindered implementation of the EMIS, including “low levels of awareness among ministry officials on the need to assess learning and the implications for the exam system, and the absence of political will to publicly acknowledge the low levels of learning in schools that will hasten change on the exam system,” may not have elicited an adequate response from UNICEF.

According to progress reports submitted by UNICEF to SIDA, in 2004 a regional UNICEF-UNESCO programme was launched to develop tools for a study called Measuring Learning Achievement (MLA). UNICEF sponsored the MOE’s attendance of the orientation meetings held in 2005 in Bangkok, Thailand. “Extensive surveys of learning at primary and pre-secondary level were initiated with funding from the World Bank and the MOE using Catalytic Fund resources.” Overall, in 2005, 10 people were trained in analysis of assessment data, reporting and interpreting. In recent years the World Bank has provided funding to support increased capacity at the ministry to utilize data from the EMIS and ensure the EMIS operates efficiently and effectively. Still, at least three national-level stakeholders expressed concern that a lack of training in the interpretation and analysis of data would limit the ability of national-level stakeholders to developed evidence-based policies based on the statistical yearbook itself. These stakeholders requested additional training from UNICEF, or other donors, on evidence-based decision making and strategic planning. Developing capacity at the national level to utilize the data available in the EMIS sections remains the missing piece in establishing the foundation for making evidence-based decision making possible in Timor-Leste.
Finding 6 – Bureaucratic procedures within UNICEF and suboptimal coordination with key partners have hindered the effectiveness and efficiency of programme delivery.

In this section, evidence drawn from interviews and focus groups with national- and school-level stakeholders and a desk review of key documents such as internal progress reports, annual donor reports and government planning documents suggests that staff turnover within the Country Office and cumbersome bureaucratic procedures have hampered production of outputs in a timely fashion, hindered UNICEF’s ability to coordinate effectively with key partners and limited programme effectiveness (including UNICEF’s ability to monitor programmes, contract short-term consultants and achieve targets). Two examples are provided, drawn from UNICEF’s work in ECE and primary and pre-secondary curriculum development and reform. In addition, UNICEF struggles to recruit staff with appropriate language skills (i.e., Portuguese, Tetun) and technical competencies (e.g., curriculum development) and must often undergo lengthy recruitment processes to identify external consultants who can complete key project outputs. Finally, UNICEF’s success in ensuring non-duplication of efforts with other key actors has been mixed, due in part to UNICEF not always capitalizing upon the capacities of key stakeholders or potential partner agencies when planning activities and external challenges, such as the 2006 emergency and a lack of capacity among counterparts within the RDTL Government.

Cumbersome Bureaucratic Procedures

Review of project documentation and interviews with national-level stakeholders suggest that UNICEF’s ability to deliver high-quality outputs in a timely fashion and to achieve targeted programmatic objectives could be improved with the streamlining of burdensome bureaucratic procedures and more cohesive staff recruitment efforts. A number of UNICEF staff and national-level stakeholders mentioned that overly bureaucratic administrative processes had negatively impacted the efficiency of UNICEF programming. One national-level stakeholder went so far as to say that, “I have worked with a number of UNICEF Country Offices worldwide and the administrative inefficiency of this office is particularly poor.” During interviews with UNICEF Country Office staff and consultants that had worked for UNICEF, the majority of participants mentioned the overly bureaucratic administrative processes that can sometimes frustrate effective and efficient project implementation. Former consultants, in particular, mentioned that UNICEF’s mechanisms for internal control (e.g., procurement) and logistical management (e.g., request for use of UNICEF vehicles to visit project sites outside of Dili) often caused unnecessary delays in project implementation. Comparing experiences when working for another development partner, one stakeholder reported that, “operations worked to get me what I needed” but at UNICEF “operations are an obstacle.”

One UNICEF staff member confirmed that bureaucratic delays can impact efficiency, stating, “We cannot do things quickly because of bureaucracy... sometimes staff look silly because it looks like it should take five minutes but can take days.” In one instance, where UNICEF had designed a multiple-week teacher training in the districts, one stakeholder described how financial controls, most specifically the need to “liquidate the funding” within a week of expenditure, almost caused the project to be cancelled. The considerable logistical challenges inherent in documenting and reconciling receipts from districts not located close to Dili made this requirement almost impossible to comply with. Multiple stakeholders also mentioned that UNICEF’s ability to pay consultants for personal service contracts was often delayed: whereas other development partners “were apologizing for taking a couple days” to get paid, “at UNICEF it was pulling teeth to get paid.” The specific impacts of these delays is difficult to measure and neither internal documents or school-level data provide specific insight into how these administrative inefficiencies may have negatively impacted programming over the long term.

A desk review of key documents and interviews with several national-level stakeholders also suggested that the duration of staff appointments and lengthy recruitment processes to fill open positions (both national and international) served as internal challenges to coherent, efficient and effective programme implementation. As one national-level stakeholder reported, “The problem is people [at UNICEF] come and change. The internationals. With different knowledge and experience. The hierarchy sometimes affect those people...Sometimes people come and change the terminology and approach.” In addition, internal turnover stop-gapped with temporary fixed-term (TFT) appointments sometimes disrupts the flow of projects. However, one national-level stakeholder commented that the “recruitment process is not the problem and
can be quick if you can identify qualified candidates. There are many international entities (e.g., the private sector, bilateral, NGOs and UN agencies) in Timor-Leste competing for a limited pool of talented national Timorese candidates." Overall, however, data from national-level interviews and a desk review of key documents suggested that staff turnover has resulted in a loss of efficiency for some sub-projects due to the loss of institutional memory and the time new appointees must take to understand the realities on the ground.

**ECE**

One compelling example of the impact of internal challenges, such as staff turnover and lengthy recruitment processes, on the efficiency and effectiveness of the programme is found in the ECE activities implemented by UNICEF. According to documents reviewed for this evaluation and interviews with national-level stakeholders, ECE has not been an area of critical focus for UNICEF for the past two years due to staff turnover. During this time, organizations such as the Mary MacKillop Institute, the Canossian Sisters and other non-governmental organizations such as Plan International, Care, the Alola Foundation, World Vision and ChildFund Timor-Leste have implemented ECE programmes, including the establishment of kindergartens, pre-primary schools and community-based ECE playgroups in Dili and several other districts. These organizations have also produced child-centred teaching and learning materials and organized trainers to support professional development and capacity building of pre-school teachers. Now, with the appointment of an ECE-focused staff person, UNICEF’s role is to facilitate collaboration among partnering organizations. Within a short amount of time, UNICEF has made substantive progress. Examples include:

- Creating a list of ECE-focused resources in Timor-Leste,
- Re-establishing contacts and relationships with potential partners,
- Resurrecting the ECE working group and
- Planning a nationwide seminar on early childhood care and development (postponed due to changing priorities of the MOE).

This work was not without challenges. Several national-level stakeholders reported that the transitions experienced by new staff could be shortened or made easier with the creation of an internal library (including both digital and hardcopy information resources) wherein staff could store and organize project materials. Having materials stored in a central location would also increase the institutional memory of the Country Office, a critical issue given the regular turnover of international staff.

**Primary and Pre-Secondary Curriculum Development and Reform**

The largest and highest profile of UNICEF’s outputs over the past seven years has been the development, pilot testing, printing, and roll-out of the national Primary Curriculum. The development of the Primary Curriculum for Grades 1 and 2 began in 2003 and syllabi for seven core subjects were approved by the MOE in 2005, with piloting and roll-out of Grade 2 continuing through 2006. Under the new curriculum, UNICEF also developed teaching and learning materials, as well as lesson-planning support through guidebooks and workbooks. UNICEF staff reported that the start-up of the Primary Curriculum development process was slow. Not only was this reform a large undertaking, but it took time and effort to establish the capacity needed to guide the project, both within UNICEF and the MOE. While UNICEF utilized its resources efficiently to fill internal gaps through consultancies and outside technical assistance, development of expertise within the MOE was an obstacle that delayed completion. Furthermore, Country Office staff reported that bureaucratic delays and a lack of Timorese expertise kept the Director of Curriculum post vacant for over nine months.

In 2006, the Minister of Education requested that the Curriculum Development process be expedited so that the new curriculum for Grades 3 through 6 would be ready by the 2007–2008 school year. Meeting this request was a major logistical and human resource challenge for both UNICEF and the MOE. To address these concerns, UNICEF focused increased resources on building the capacity of curriculum writers and officers within the curriculum division, as well as district education officers. These district officials were to take on the process of developing and reviewing textbooks and teaching and learning materials in the future. During this time, the inability of the MOE to allocate sufficient staff to the project continued to hinder its progress. For example, UNICEF had difficulty obtaining an official statement from the MOE explaining to
district staff the requirements of the programme, particularly asking district education directors to cooperate and prioritise the curriculum training. Multiple meetings failed to identify who would take this responsibility. After some time, the Officer In-Charge of Education from UNICEF approached the Minister of Education directly to request assistance to mobilise the district education directors to support and prioritise this programme for the two months that it would run. Nevertheless, in spite of these challenges, by May 2009, all teachers for Grades 1–6 had received the new curriculum, teaching guides and an initial round of curriculum-specific training.

Due in large part to the length of time it took for the Base Law for Education to be approved (2008), the start-up of the Pre-Secondary curriculum project was also delayed. As a result, UNICEF had to adjust its annual targets, refocusing on consolidating achievements in primary education, such as continuing teacher training in the new curriculum and developing teaching and learning resources, while carrying out nominal work on the pre-secondary curriculum. UNICEF’s ability to respond to these numerous delays, while continuing to pursue agreed-upon targets, demonstrates the Country Office’s ability to re-allocate resources in response to changing realities on the ground.

Recruitment of Qualified Staff

UNICEF’s struggle to recruit staff with appropriate language and technical competencies also hindered timely production of outputs and UNICEF’s usage of resources (both internal and external) to produce key programme outputs. Several national-level stakeholders suggested that language barriers between UNICEF staff and MOE officials can hinder the efficiency and effectiveness of programming and that it is important, when possible, to recruit staff who speak at least one of the local languages. In fact, of the seven national-level stakeholders that were able to speak to the preparedness and adequacy of Country Office staff (in terms of implementing all activities outlined in the work plan and achieving long-term, sustainable success), all believed that UNICEF’s recruiting strategies needed improvement. In cases where technical expertise in specialized subjects (e.g., curriculum development, teacher training in child-centred pedagogical techniques) was needed, stakeholders, including Country Office staff, reported that short-term consultants were frequently hired. Moreover, during particularly labour-intensive projects, teams of consultants were hired to assist with implementation. For example, during the backpack distribution campaign, a national-level stakeholder reported “the Education Section was understaffed. To take the [Back-to-School] campaign on top of everything else – it just didn’t work because they didn’t have enough time. You have to have a strong unit in place and someone to assist with baseline, advocacy, workshops, etc. before you can even get to the distribution...[Because that wasn’t] there, then the consultant team [was] the better way to go.”

Finally, some national-level stakeholders also reported concerns about the capacities of UNICEF national staff. As one stakeholder noted, “most of UNICEF’s national staff [handle] only data entry.” The data analysis and reporting processes, however, are managed by international advisors. Given the short-term nature of most consultancies and/or leave schedules, the stakeholder noted “you cannot get the data from the national staff. If you don’t teach national staff how to use EMIS or other data sets there will be no sustainability.” This lack of capacity extends to Ministerial counterparts. As this stakeholder noted, “Even at the high level or the district education administrators they cannot define [concepts such as] net enrolment. They don’t know how data is collected. Only the [international] consultants know. The consultants do not build capacity, they prepare other jobs for themselves.” While UNICEF has prioritized capacity-building activities for Ministerial counterparts and other key stakeholders such as parents and teachers, additional efforts must be made to build capacity within the organization to enhance the effectiveness of the programme, efficiency of programming delivery and sustainability of implemented activities.

Sub-finding 6.1 – UNICEF has experienced uneven success ensuring non-duplication of efforts and clear delineation of roles and responsibilities in joint programmes.

In interviews with national-level stakeholders, UNICEF was sometimes criticized for not coordinating effectively with external actors or allowing partners to play equal roles in design and implementation of educational programming and working groups in the past. Of the 34 national-level stakeholders interviewed for this evaluation, 22 were able to comment on UNICEF’s success with coordinating programming across a large number of actors. Of this group, 50 percent believed that UNICEF’s efforts were successful, while 32
percent believed UNICEF’s efforts needed improvement. Of the group that believed UNICEF’s efforts needed improvement, three individuals stated that UNICEF was not able to coordinate activities with other actors to avoid duplication. For example, as mentioned earlier in this report, some confusion exists among MOE officials regarding implementation of the current Child-to-Child programme by the Education Programme in the Country Office, and an earlier adaptation of the programme administered by the MOH. UNICEF staff, however, noted that there is competition between multiple donors and implementing partners in Timor-Leste that sometimes constrains UNICEF’s ability to implement programmes smoothly and coherently and partner effectively with ministry officials.

A desk review of key planning documents suggests that UNICEF’s efforts to minimize (if not eliminate) duplication of efforts among key actors has significantly increased since 2006, when it began participating in annual joint reviews with relevant Ministries and development partners. For example, in January 2009 UNICEF collaborated with the MOE to establish a CFS “Eskola Foun” (New School) working group, composed of key Ministerial officials and other acting NGOs and donors in Timor-Leste. Terms of reference were developed for the working group, whose main task was to guide project activities and to make strategic decisions. According to national-level stakeholders, the group held weekly meetings earlier in 2009, but met infrequently later in the year. Continuation of the working group could help improve coordination issues and is also one way in which UNICEF can achieve success in donor coordination, build buy-in among Ministry officials and stakeholders, raise awareness of planned programming and avoid duplication of efforts.

In addition, eight national-level stakeholders reported that UNICEF did not recognize or capitalize upon the capacities of key stakeholders or take into account the capacities of potential partner agencies when planning activities. However, five stakeholders reported that UNICEF staff are open and responsive to feedback and requests from partners. Moreover, almost all individuals who reported on UNICEF’s struggle with coordination in the past also commended the high quality of UNICEF’s current collaboration and coordination efforts. One stakeholder noted that UNICEF staff have “always been happy to share resources from their workshops and visits abroad. They have invited us to various workshops – it is within their personality that they have been very open to us this year (2009). They are keen to look at common synergies and we have done the same, sharing workshop slides, given examples of action plans and briefed them as well.”

One stakeholder noted that coordination among key actors is an issue that all implementing partners struggle with in Timor-Leste but that UNICEF has “worked hard to build government ownership and oversee donor partnerships from the ministry’s perspective.” Indeed, one ministerial official noted, “we have not had any difficulties or problems. We [develop] annual action plans together and then there is an annual review together. The collaboration/communication is really good. After we approve the activity, we do the joint monitoring with UNICEF, other NGOS and the MOE to ensure that the activities are going well. We also ensure that there is not duplication of activities in the same village.”

Holding key external factors equal, the evaluation team has concluded that, generally, UNICEF has delivered project outputs in a timely manner. Extant delays in output submission were usually caused by factors outside UNICEF’s control, such as the 2006 crisis, low levels of capacity at the MOE to implement planned interventions, turnover within the MOE staff and the pace of national policy making. As Finding 8 discusses in depth, one of UNICEF’s overall weaknesses is its project monitoring and evaluation reporting. The combination of these challenges and similar problems associated with reporting mechanisms for cost data have limited AIR’s ability to determine the comparative efficiency of UNICEF’s programme.

In sum, a desk study of key documents and interviews with national-level stakeholders suggests that UNICEF has invested considerable effort in policy planning with ministerial counterparts, including drafting of multi-year Strategic Plans and Annual Action Plans, and coordination among key actors to avoid duplication of programming and to increase buy-in of relevant stakeholders in spite of internal constraints (e.g., staff turnover or limited appointments). However, the comments of at least three national-level stakeholders suggested that a lack of transparency at times has reinforced “existing differences in communication flows” among key actors in Timor-Leste and “undermined the principle of joined approaches as well as the morale” of potential partners.
Finding 7 – The comparative efficiency of the programme is difficult to determine due to inconsistent monitoring and cost data.

In this section, evidence drawn from internal documentation and cost data provided by UNICEF is presented that demonstrates the difficulty of assessing the economic efficiency of programming across the programme because of the variability of project monitoring and cost data. As a result of this variability it is impossible to create “life of project” cost effectiveness ratios that could be used to compare the relative efficiency of each project or sub-project. The following Finding explains, in detail, the cost and outcome data provided by UNICEF at the project and sub-project level, as well as the process the evaluation team completed to develop accurate life-of-project cost effectiveness ratios. Ultimately, as a result of the variability within the data and a lack of information regarding industry standards, no “life of project” cost effectiveness ratios were created for the programme.

To answer the question of whether the costs associated with the project outputs justify the benefits requires:

- Identification of cost input data relevant to specific project outputs,
- Disaggregation of discrete output data to a level relevant to UNICEF’s programming, and
- Identification of objective measures of industry standards for the reported outputs.

The data provided by UNICEF lack the detail necessary to develop accurate, “life of project” cost-effectiveness ratios (i.e., cost per output) for the majority of the sub-projects within the programme. In addition, despite an extensive search across numerous international donor and NGO websites, AIR was unable to identify relevant, industry-accepted cost standards that could serve as reference points for comparing UNICEF’s expenditures to those of other organizations completing equivalent education-related activities.

Identification of cost input data relevant to specific project outputs

UNICEF was able to provide AIR with two types of cost data. The first was a summary of project expenditures from 2003 to 2009. A description of this data follows and the original can be found in Annex 4.

---

66 UNICEF Country Office staff have indicated they will actively participate in worldwide UNICEF change management activities that will significantly improve the Country Office’s ability to report financial information in a results-oriented manner.
Table 2 - Summary of UNICEF Project Expenditures, 2003–2009

<table>
<thead>
<tr>
<th>Project Type</th>
<th>2003</th>
<th>2004</th>
<th>2005</th>
<th>2006</th>
<th>2007</th>
<th>2008</th>
<th>2009</th>
</tr>
</thead>
<tbody>
<tr>
<td>Basic Education</td>
<td>$2,811,343</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Community Education</td>
<td></td>
<td></td>
<td>$161,327</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>100 School Clusters</td>
<td></td>
<td></td>
<td></td>
<td>$288,386</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Child Friendly Schools</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>$781,534</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Education Emergency Response</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>$56,288</td>
<td></td>
</tr>
<tr>
<td>Education Policy &amp; Planning</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>$494,798</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Adolescents &amp; Participation</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>$822,651</td>
<td></td>
</tr>
<tr>
<td>HIV/AIDS Prevention</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>$171,404</td>
</tr>
<tr>
<td>Youth Policy &amp; Participation</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>$41,632</td>
</tr>
<tr>
<td>Curriculum</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>$1,231,988</td>
<td></td>
</tr>
<tr>
<td>Innovation &amp; Policy Support</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>$58,781</td>
</tr>
<tr>
<td>Programme Support</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>$2,528,220</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>$9,448,352</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Does not include: $32,355 Communication & Child Rights Protection from Violence, Abuse, and Exploitation $18,000

The summary cost data provided by UNICEF from 2003 to 2009 do not have sufficient detail to conduct a relevant cost-effectiveness analysis. First, all project costs for the first three years (2003–2005) have been coded to ‘Basic Education’ so there is no disaggregation of costs between Curriculum Development and the 100 Schools Project, outside of $161,327 of costs allocated to ‘Community Education’ in 2005. The second significant problem with the data is that programme support costs (e.g., personnel) are not incorporated into project totals. This pervades all UNICEF cost data and reduces the accuracy of any cost-effectiveness ratios, even at the sub-project level, since any reported project costs do not include an accurate allocation of personnel costs. Between 2003 and 2009, UNICEF spent 26.75 percent of all expenditures on programme support.

The specificity of summary cost data improves in 2006, at which point the majority of the overarching UNICEF sub-project costs are represented by a variety of cost category names. For example, the Child Friendly Schools project costs are easily decipherable between “100 Schools Cluster” and “Child Friendly Schools,” and the Curriculum Development project is represented by a single cost category labeled “Curriculum.” On the other hand, problems still remain in the 2006–2009 data. The absence of life-of-project results/outcomes makes creating accurate cost-effectiveness ratios difficult, even with more complete cost data sets such as Curriculum from 2006–2009. The evaluation team has concluded that the summary cost data does not provide sufficient detail to create reasonably accurate or relevant cost effectiveness ratios.

The second set of cost data provided by UNICEF was of costs reported to SIDA in annual progress reports. This cost data set has significantly more detail than the summary data, but shares similar problems. First, there is no disaggregation of costs from 2003 to 2005, and second, there is no allocation of personnel costs to specific projects or sub-projects. In addition, there is a gap between the annual reports for 2006 and 2007–2008, with January 2007 through July 2007 not covered in any report.
Annex 6 provides a detailed chart of the annual sub-project costs (beginning in 2005) reported to SIDA in annual reports. (Annex 7, using a similar format, summarizes an edited version of the outcomes reported by UNICEF to SIDA across those same years.) A thorough review of this chart highlights how the Country Office reported costs differently over time in a way that could distort the accuracy of annual or “life of project” cost-effectiveness ratios. The 100 Schools /Child Friendly Schools Project provides a representative example. In 2005 and 2006, all CFS costs were disaggregated between the following sub-projects: teacher training, early childhood education, development of PTAs, EMIS and School Finance Model (see Table 3).

Table 3 - Summary of 100 Schools Project Cost Data, 2005–2006

<table>
<thead>
<tr>
<th>Project</th>
<th>Sub-Projects</th>
<th>2005 (Jan-Dec)</th>
<th>2006 (Jan-Dec)</th>
</tr>
</thead>
<tbody>
<tr>
<td>100 Schools Project</td>
<td>In-Service Teacher Training</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Training of Trainers</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Cluster-based teacher training</td>
<td>$160,775</td>
<td>$66,293</td>
</tr>
<tr>
<td></td>
<td>Early Childhood Education</td>
<td>$24,666</td>
<td>$2,165</td>
</tr>
<tr>
<td>School-Based Management</td>
<td>Development of PTAs</td>
<td>$92,302</td>
<td>$45,637</td>
</tr>
<tr>
<td>School Finance Model</td>
<td>Training of District education staff, principals and supervisors in leadership and administration development</td>
<td>$72</td>
<td>$-</td>
</tr>
<tr>
<td>Provision of Resources to Schools</td>
<td>Provision of Equipment to core schools</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Support to MOE</td>
<td>EMIS</td>
<td>$81,418</td>
<td>$-</td>
</tr>
<tr>
<td></td>
<td>Advocacy and Communication</td>
<td>$13,240</td>
<td>$61,830</td>
</tr>
</tbody>
</table>

As such, UNICEF reported disaggregated outputs in those years for each of those sub-projects (see Table 4).
<table>
<thead>
<tr>
<th>100 Schools Project</th>
<th>2005</th>
<th>2006</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>In-Service Teacher Training</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Training of Trainers</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Cluster-based teacher training</td>
<td>• Support to training of all Grade 1 teachers and all principals on the new Grade 1 curriculum</td>
<td>• Capacity development at the IFCP and for developing teacher education strategies.</td>
</tr>
<tr>
<td></td>
<td>• Publication of a quarterly teacher magazine, Lafaek Mestre, for all primary school teachers.</td>
<td>• Development and implementation of a curriculum phase in training for Grade 2 on child-centred pedagogy, literacy acquisition, and development of plans.</td>
</tr>
<tr>
<td></td>
<td>• Development of a competency framework for teachers.</td>
<td>• A knowledge and practice survey of teachers.</td>
</tr>
<tr>
<td><strong>Early Childhood Education</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Replicated pre-school model in Oecussi (the last district to be covered)</td>
<td>• Teacher training for pre-school teachers completed in nine districts. In the remaining four districts training was implemented by Plan International.</td>
</tr>
<tr>
<td></td>
<td>• 2nd phase workshops conducted in nine pre-schools</td>
<td>• Development of a set of competencies for early childhood teachers.</td>
</tr>
<tr>
<td></td>
<td>• Established a coordination group to bring together all key partners supporting the government on pre-school education</td>
<td>• Development of a training programme for pre-school teachers.</td>
</tr>
<tr>
<td><strong>School-Based Management</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Development of PTAs</td>
<td>• Cluster structure rationalization workshop conducted by the District Education Superintendents;</td>
<td>• Restructuring of 32 clusters into 76 clusters and increased school coverage from 315 to 468 schools;</td>
</tr>
<tr>
<td></td>
<td>• Cluster structure submitted to the government;</td>
<td>• District action plans for PTA development, SBM as well as for re-clustering developed by 13 districts and implemented in 8 districts.</td>
</tr>
<tr>
<td></td>
<td>• Capacity-building workshops for 39 district facilitators, 26 district education officers, and 13 superintendents conducted;</td>
<td>• Common monitoring format for teacher training, PTA and SBM revised and systematic documentation of monitoring developed at central and district level.</td>
</tr>
<tr>
<td></td>
<td>• Follow up and support workshops incorporating both SBM and PTA components conducted in 32 clusters.</td>
<td>• Partner NGOs to support PTA activities identified in 8 districts.</td>
</tr>
<tr>
<td></td>
<td>• PTA workshop for 71 satellite schools conducted and 71 PTAs established, bringing total number of established PTAs to 269</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• School Improvement Plan training implemented in 32 clusters and implemented in all 32 core schools.</td>
<td></td>
</tr>
<tr>
<td><strong>School Finance Model</strong></td>
<td>Dialogue with MOE</td>
<td></td>
</tr>
<tr>
<td><strong>Training of District staff, principals and supervisors in leadership and administration</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Provision of Resources to Schools</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Provision of Equipment to core schools</strong></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
In the 2007–2008 Annual Progress Report, UNICEF separated EMIS from the CFS reporting structure but subsumed all of the remaining sub-projects into a single ‘Child Friendly Schools’ cost and output reporting category (See Table 5).

However, in 2007-2008, UNICEF splits EMIS from CFS and did not disaggregate other sub-projects within CFS, reporting all sub-projects in a single CFS category.

<table>
<thead>
<tr>
<th>EMIS</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Completion of Phase 1 data collection</td>
<td>• A full time consultant to provide technical support and on the job training for the EMIS staff.</td>
</tr>
<tr>
<td>Data entry nearly completed for Grade 1 new enrollments</td>
<td>• Data clean up, deletion of double entries and verification of all data.</td>
</tr>
<tr>
<td>Training of senior staff on EMIS</td>
<td>• EMIS data linked to census data and EFA indicators prepared for Timor-Leste.</td>
</tr>
<tr>
<td></td>
<td>• Nationwide survey of school children for primary, pre-secondary and secondary completed.</td>
</tr>
<tr>
<td></td>
<td>• Special efforts to identify school aged children displaced from Dili and their educational status.</td>
</tr>
</tbody>
</table>
Table 5 - Summary of Child Friendly Schools Cost Data, 2007–2009

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>100 Schools Project</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2003–2005</td>
<td>In-Service Teacher Training</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Training of Trainers</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Cluster-based teacher training</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Early Childhood Education</td>
<td>$ 520</td>
<td>$ 26,650</td>
</tr>
<tr>
<td></td>
<td>School-Based Management</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Development of PTAs</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>School Finance Model</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Training of District education staff, principals and supervisors in leadership and administration development</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Provision of Resources to Schools</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Provision of Equipment to core schools</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Support to MOE</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>EMIS</td>
<td>$ 2,517</td>
<td>$ 197,712</td>
</tr>
<tr>
<td></td>
<td>Advocacy and Communication</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Child Friendly Schools</td>
<td>$ 6,795</td>
<td>$ 249,719</td>
</tr>
</tbody>
</table>

As a result, costs and outputs associated with PTA development were combined with costs associated with teacher training and the other CFS sub-project activities. The combination of disparate outputs/outcomes (e.g., PTAs trained, teachers trained, EMIS developed) into a single cost category makes drawing accurate conclusions regarding cost-effectiveness of the overall CFS programme less relevant than if all of the cost data were disaggregated to the sub-project level.

By the evaluation team’s count, only the early childhood education activities, project management and operations, the adolescent participation and HIV/AIDS activities and curriculum development/reform have sufficient “life of project” cost data to create the basis for developing accurate cost-effectiveness ratios.

**Disaggregation of discrete output data to a level relevant to UNICEF’s programming**

Unfortunately, the reporting of outputs in UNICEF’s annual progress reports to SIDA until 2009 suffers from a lack continuity and consistency. While UNICEF generally identified and defined the relevant output indicators in the three proposals to SIDA, annual reporting to SIDA did not consistently quantify achievements or distinguish between results to date and annual results. Moreover, UNICEF has no standard methodology for measuring achievement across projects, or for measuring results achieved as a result of sustainable outcomes (e.g., district education officers establish additional PTAs without funding or support from UNICEF after receiving PTA organization training).

In the 2007 proposal to SIDA, for example, one of UNICEF’s results indicators was that “100 pre-school teachers in nine districts are able to provide early childhood education.” In the 2007–2008 Annual Progress report, UNICEF reported that “300 pre-school teachers completed training on the effective use of locally produced teaching and learning material,” and in 2009, “40 pre-primary teachers were trained on how to use locally produced teaching and learning material,” in addition to a number of other outputs such as the
completion of a child rearing study and the inclusion of an early childhood education accreditation process into the National Education Policy. What remains unclear is whether the Country Office more than tripled their initial estimate of having 100 teachers providing early childhood education or whether, after receiving the training, these teachers still lacked the resources or capacity necessary to ‘provide early childhood education.’ Additionally, the 2003 proposal to SIDA does not include any quantitative estimate of the number of teachers UNICEF planned to train in early childhood education, and the resulting progress reports demonstrate how this lack of clarity in expected outcomes reduced clarity of output reporting. In 2005 and 2006, the annual progress reports stated that “second phase workshops conducted in nine preschools” and “teacher training for pre-school teachers completed in nine districts” but does not indicate how many teachers participated in each training or how many of these teachers may have actually implemented early childhood education programmes in their schools. Even though the cost data for early childhood education activities is complete from 2005 to 2009, the lack of output reporting accuracy would ultimately result in a cost-effectiveness ratio only for the years 2007 to 2009 ($27,140/340 teachers trained = $79.91/trained teacher) since there are no quantitative outcomes reported in the 2005 or 2006 annual progress reports.

The evaluation team has determined that developing cost-effectiveness ratios for individual years rather than for “life of project” outcomes would distort the cost-effectiveness analysis and not provide an accurate representation of the true cost per output. A review of sub-project costs over time reveals that expenditures are not linear, with considerable variability across years. This variability occurs for a variety of reasons and, most likely, does not impact the efficiency of programme implementation. Nevertheless, one would make the assumption that increased expenditure would correlate with increased output/outcome reporting. However, in the case of the early childhood education programme, annual expenditures have varied considerably across years, and have not necessarily tracked logically with outputs reported by UNICEF. For example, in 2007, UNICEF reported USD$ 520 in annual expenditures, but over 300 teachers trained. This demonstrates that reporting annual or bi-annual cost-effectiveness ratios for UNICEF projects may raise more questions than answers. Finally, creating cost-effectiveness ratios for the 19 sub-project cost categories identified by UNICEF across multiple years would not result in an overall programmatic sense of whether the Country Office has cost-effectively reached targeted objectives.

Identification of objective measures of industry standards for the reported outputs

AIR also completed extensive research on relevant industry standards for the types of interventions included in UNICEF’s portfolio. The evaluation team did not find any data that could be considered as acceptable industry standard costs for either sectoral or regionally specific activities. The search was extensive across the following multilateral donor websites: UNICEF, UNESCO, World Bank, and the Center for Global Development (CGD), and included direct requests to other donors working in Timor-Leste such as USAID. Most of the data available from these organizations is at a summary level, e.g., government expenditures on education as a percentage of gross domestic product (GDP); the number of teachers needed over the next 10 years), but with no or limited information regarding the average cost of teacher training, an HIV/AIDS campaign, or formation and training of PTAs. Moreover, the donors with whom the evaluation team communicated did not have standard costs for particular interventions available for Timor-Leste.

AIR also searched project evaluations for UNICEF and UNESCO but none of these evaluations included baseline industry standard information at this level. The CFS Manual’s costing chapter on Resource Projection provides average unit costs for some general activities like in-service teacher training and pupil access to curriculum. For example, an average unit cost for teachers receiving in-service training is USD$ 50 per teacher; but it is unclear how this average was calculated or if it is just a goal for CFS programmes worldwide. Finally, it is unclear whether comparing costs for training programmes across sectors and countries is reliable or relevant unless the scale and scope of the projects overlap significantly. For example, a project might spend $50 per teacher for an “effective” training in Country or Topic X, but another project might spend $25 for an effective training on the same topic. Considering the variability in the content

and scope of education activities, AIR has concluded that no viable industry standards exist for education sector activities in Timor-Leste.

**Finding 8 – Inconsistent and insufficient monitoring and evaluation (M&E) efforts have made evaluating UNICEF’s education programming difficult.**

In this section, evidence drawn from interviews and focus groups with stakeholders at national- and school-levels, internal progress reports, annual reports and external evaluations suggests that UNICEF’s monitoring and evaluation efforts are not sufficient to determine whether programmes are implemented as planned and whether they attain their key objectives. A review of internal reports suggests UNICEF often relies on qualitative or anecdotal data to determine the impact and effectiveness of their programmes, rather than objective or quantitative data sources. However, interviews with UNICEF staff suggest an increasing focus on monitoring and evaluation that is often hindered by capacity and financial resources. In some instances, external evaluations have been conducted to provide the data needed to determine sub-project effectiveness (e.g., 100 Friendly Schools project). While few national-level stakeholders were able to comment upon UNICEF’s monitoring efforts, almost all school-level stakeholders reported the need for increased monitoring and evaluation efforts by UNICEF in order to increase collaboration and communication between the Country Office and key stakeholders.

Of the 34 national-level stakeholders that were interviewed for this evaluation, only five were able to speak to the sufficiency of UNICEF’s monitoring efforts to evaluate the effectiveness of trainings and other activities. Each of these individuals believed that UNICEF’s monitoring efforts were not sufficient to evaluate the impact and effectiveness of the programme and needed improvement. As one national-level stakeholder noted, “This is something that I maybe should recommend to [UNICEF]. They cannot just do activities [in their] annual work plan...But [UNICEF] can also do some evaluation to see the impact [of these activities]. [Now, activities are] assumption- or opinion-based, but there is no evidence. Monitoring and evaluation is sometimes very weak, in this country.” A second stakeholder agreed, stating “if UNICEF has a partner they have to stress the importance of monitoring. If they do not do this things will not move forward.” Finally, almost all (95 percent) of school-level stakeholders, including teachers, school directors and inspectors, cited a need for UNICEF to increase their monitoring and evaluation efforts, reasoning that this would improve communication between the Country Office and key stakeholders, as well as solidify linkages across regional, district and community levels.

Most national-level stakeholders were also not able to comment upon the effectiveness of the programme in recent years, citing a lack of evaluation data. Review of annual progress reports and final reports submitted to SIDA also confirmed the absence of continuous and comprehensive monitoring data across sub-projects. In some instances, anecdotal information is reported in lieu of monitoring and evaluation data. For example, one national-level stakeholder was able to provide anecdotal evidence of “individual teachers ‘a-ha’ moments during training programmes” and conversations with teachers about their “increases in knowledge”, but few comprehensive evaluations have been conducted during the programme.68 There are some exceptions. For example, in the 2007 final report submitted to SIDA, UNICEF reported that their monitoring efforts suggested the cascade model of teacher training was largely unsuccessful. Focus groups with teachers who participated also suggested that “large groups of participants resulted in low levels of participation and less time for discussions and follow up.” These results informed planning of subsequent activities. In addition, during the emergency of 2006, “continuous monitoring of schools and preparation of updates on attendance, damage and security concerns was carried out. Regular updates were prepared for the Ministry of Education and donor coordination bodies.” However, a final evaluation report on the effectiveness of the back-to-school/backpack distribution campaign was not conducted (although several national-level stakeholders reported advocating for a process evaluation).

Another national-level stakeholder reported the need for further coordination between UNICEF’s monitoring efforts and those of other implementing agencies in Timor-Leste, also noting that Country Office “staff were

---

receptive to this idea.” Finally, several ministerial counterparts interviewed during this evaluation requested UNICEF provide them with trainings on effective monitoring, evidence-based decision making, and strategic planning, an indicator of their increasing awareness of the value of monitoring and evaluation.

Interviews with national-level stakeholders suggested an increasing emphasis on project evaluation in recent years. For example, UNICEF contracted with AIR in 2009 to conduct a baseline assessment of the Timor-Leste schools where the Eskola Foun intervention will be implemented. As part of this activity, AIR implemented four weeks of data collection activities, including school visits, interviews with Ministry of Education officials and UNICEF Country Office staff, and collection of extant education management information system data. UNICEF sought to achieve three goals with this evaluation: (1) a retrospective review of CFS in Timor-Leste, (2) a baseline assessment and monitoring strategy that will allow for an evaluation CFS’s impact in targeted focus schools, and (3) a national, five-year strategy for engagement with the MOE in Timor-Leste, including plans for how UNICEF can best use formative monitoring data to inform a scaling-up of the programme. The ultimate function of this evaluation was to guide UNICEF in the effective, efficient and sustainable implementation of Eskola Foun programming on a national scale.

Interviews with some UNICEF staff revealed the challenges associated with conducting M&E, including the technical and financial resources that are required. According to the 2007 final report submitted to SIDA, a “lack of transport and of fuel has hampered systematic and regular monitoring by the district coordinators. Most district coordinators do not have access to the motorcycles provided by UNICEF-SIDA funding in 2004 due to incorrect directions from the MOE that have assigned the motorcycles to the district training officers. This issue has yet to be resolved. Since 2006, the district coordinators have been encouraged to link training activities with monitoring activities which are undertaken jointly with the district training officer.” However, Country Office staff clearly articulated the importance of monitoring and evaluation and were making efforts to improve their data gathering strategies. The 2007 final report to SIDA also stated that by the end of 2007 a system for data collection and compilation as well as documented assessment of data will be in place at the national level and in all districts. Interviews with national-level stakeholders during this evaluation confirmed that both UNICEF and the MOE had made substantive progress towards this goal (e.g., developed school-level data collection forms, provided trainings to school directors on completing these forms).

During the current evaluation, the evaluation team experienced three challenges in sample selection and assessment of the programme’s coverage due to a lack of monitoring data. First, when randomly selecting schools and communities to participate in this evaluation, the evaluation team was unable to obtain a comprehensive list of all participants who had received UNICEF’s interventions across both phases of the programme (this list was not available at the school/community level either). Second, the lack of rigorous programme evaluations of UNICEF’s school finance programme as it existed previously or of the existing school finance scheme funded by the RDTL Government (e.g., provision of 30 cents per pupil per month to each school) also made an assessment of the effectiveness and sustainability of either of these programmes impossible. While the RDTL Government’s initiative to take on this project is impressive and an indicator of the effectiveness of UNICEF’s ministerial capacity-building activities, there are no credible data on whether these programmes have reached their objectives (e.g., improved transparency in school finance management or improved access to basic education).

Lastly, it was also difficult to assess the degree to which the programme targeted marginalized populations successfully such as girls and religious and language minorities. One exception exists – UNICEF was able to disaggregate participants in LSBE trainings by gender. These data indicated that UNICEF and its NGO partners have taken care to ensure gender equity among participants in LSBE trainings. While gender equity was not achieved in training, girls and boys were, on average, equally represented. Anecdotal evidence suggest that continued on average efforts will be needed in order ensure the trainings reach target populations, including traditionally marginalized sub-groups, remain relevant to participants and achieve their intended objectives. As one national-level stakeholder noted, “My observations of the life skills programme is that [they] went very well. But we have just established the new reporting mechanism – I

---

69 It is also important to note that some resistance among Ministry officials to permit M&E of MOE-sponsored activities, such as teacher trainings, was reported during this evaluation.
think when the programme is finished we can do an evaluation to see whether it has gone well. I can't say
right now. The young people have participated in this training and I have participated in the opening of the
workshops in Dili – I saw they all came from the districts. I saw the balance of gender was achieved.”

In sum, monitoring and evaluation is a key element of effective programme implementation. Stakeholders at
both the national and school-levels recommended that UNICEF create robust monitoring and evaluation
systems for all sub-projects. As an example, several stakeholders suggested short surveys or informal
focus groups conducted by UNICEF to measure effectiveness of training programmes, including the training
structure, materials and whether planned follow-up support occurred and was sufficient. More broadly,
monitoring and evaluation can help UNICEF to design capacity-building activities, such as trainings, that are
relevant and effective for ministry counterparts and other key stakeholders (including national Country
Office staff) and also improve internal integration of programmes. Process evaluations can also be used on
an ongoing basis to assist UNICEF in mid-course corrections. For example, informal focus groups can be
conducted with a small group of training participants at the end of each day of training to better understand
what was most and least effective and what other resources beneficiaries may need. Finally, continuous
monitoring and evaluation can also support internal sharing of lessons learned, facilitate a more
collaborative work environment, and increase alignment of content and best practices from each project.

Finding 9 – UNICEF has participated less actively in coordination efforts with other sectors with
which education intersects.

Data from national-level interviews, independent evaluations and internal documentation provided limited
evidence that UNICEF has effectively coordinated with other key actors to ensure that further building
blocks of child and youth learning which lie outside of the scope of the present programme are in place to
enhance children’s attendance and readiness for learning and adolescents’ long-term life prospects.

UNICEF has worked and coordinated on a limited scale with partners whose primary objectives fall outside
the provision of basic education. The groups with which UNICEF has worked include the International
Labour Organization (ILO), Ministry of Health (MOH) and other NGOs that do not work directly with schools
(e.g., partners who implement programmes related to life skills). In addition, UNICEF’s simultaneous focus
on basic education and youth programming has led to successful collaborations and cross-fertilization of
ideas between these two sectors. In other instances, coordination between UNICEF and partners whose
mandate falls outside of basic education appears to be nascent or undeveloped, sometimes resulting in
confusion amongst partners or lost opportunities for collaboration. Data drawn from national-level interviews
confirmed these mixed results. Overall, 12 interviewees commented on connectedness with an almost
equal division across those stakeholders who indicated agreement that UNICEF was strong in connecting
with key actors outside of basic education (n = 7) and those stakeholders who indicated that they disagreed
with this statement (n = 5).

National-level interviewees mentioned two specific examples of situations in which UNICEF could more
effectively coordinate with actors whose primary goal falls outside the provision of basic education or youth
programming. First, while the World Food Programme (WFP) utilizes PTAs as the school-based partner for
their school feeding programme, currently no official agreement between UNICEF and WFP exists. This is
in spite of the fact that UNICEF has played an integral role in helping to establish and continuing to train
many of the PTAs in Timor-Leste. The lack of an official agreement may have hampered the ability of both
organizations to not only capitalize on a shared interest in building the logistical capacity of the national
government, but also to further build the capacity of PTAs to plan and implement school-based
programming.

Focus groups at the school-level indicated that the WFP school meals programme reaches almost every
school in the country. Community members (pupils, teachers, and parents) stated in these focus groups
that schools with feeding programmes have increased attendance and pupils show increased enthusiasm
for school in general. Interestingly, over 90 percent of participants in school-level focus groups identified the
school meals programme as being implemented by UNICEF and not WFP.

While this confusion may bring to light problems of branding within the WFP programme itself, it also
highlights the goodwill that UNICEF has developed in Timor-Leste and draws attention to the synergies
between school feeding and PTA development as multiple points of entry for increased training, monitoring and support to PTAs. Moreover, WFP plans to support the development of a national-level distribution system that will have the capacity to distribute food to every school in the country. This WFP activity is closely connected to the ad hoc logistics support that UNICEF has provided to the MOE. It is an additional point where WFP and UNICEF can work to harmonize their efforts to more effectively and efficiently increase logistics capacity within the MOE. Up to this point, these opportunities to capitalize on shared goals have not been explored in great detail by UNICEF or WFP. The lack of an official agreement between UNICEF and WFP does not seem to be an isolated case. A review of UNICEF documentation did not reveal any joint policy statements, memorandums of understandings or letters of agreement with organizations who work primarily outside the realm of education.

Another example where UNICEF has failed to actively engage with organizations working outside the education sector has been the development of the Child-to-Child programme within the Eskola Foun project. At least two national-level stakeholders complained that MOH had been collaborating with an NGO on a similar Child-to-Child activity for at least three years before the introduction of UNICEF’s Child-to-Child activities. These stakeholders felt that the UNICEF programme was not only a duplicative waste of resources (since resources had already been developed for the Timorese context) but was also creating confusion within the MOH regarding the quality and relevance of their programme. During interviews, UNICEF staff and consultants did not acknowledge the existence of this programme, indicating their lack of knowledge about the project or their ability to clarify the difference between the MOH and Eskola Foun activities. Considering that UNICEF has invested substantial resources in adapting the Child-to-Child materials to the Timorese context, it is unclear whether this lack of coordination resulted in reduced programme efficiency or whether the MOH programme had a distinct focus unrelated to UNICEF’s current Child-to-Child activities.

On the other hand, one of the few successes UNICEF has had in developing collaborations to enhance children’s readiness for school and adolescents’ long-term life prospects has been its collaboration with the ILO, whose youth programmes focus on giving young people opportunities to develop job skills that are appropriate for the Timorese labour market. UNICEF’s collaboration with the ILO’s youth employment project (YEP) provides youth with UNICEF-developed and sponsored literacy training in addition to ILO-facilitated employment programming. For this project, the ILO confirmed that UNICEF paid for the printing of 2,500 sets of materials from its literacy/equivalency programme for the 2,200 youth involved in the YEP in 2009.

In addition, during the HIV/AIDS awareness campaign in 2007–2008, the independent evaluation reported that the Adolescent/Youth programme also collaborated with 30 NGOs, the MOH and other ministries, the World Bank and UNESCO. It highlighted that the inter-sectoral relationships and structures developed during the campaign were both essential to its operational success and have created opportunities for future inter-sectoral cooperation both at the national and local level. In fact, the evaluation states that the MOH plans on using the organizational model developed during the campaign for future health-related campaigns. The promising relationships developed during the coordination represent the broadest example of the ways in which UNICEF might successfully collaborate with organizations outside of the education sector.
7. Recommendations

Based on the foregoing analysis, a number of recommendations emerged. These are presented below with the corresponding findings from which they emanate indicated in parentheses. Within each recommendation, a brief summary of evidence that led to relevant findings is provided. The recommendations are listed in order of priority; Recommendations 1 to 3 are considered most critical by the evaluation team.

**Recommendation 1:** The Education Programme and the Adolescent and Youth Participation Programme in the Country Office, in close collaboration with the Planning, Monitoring and Evaluation Sections in the Country Office and East Asia and Pacific Regional Office (EAPRO), should create robust systems of monitoring and evaluation, including the development of a results-based accounting system. (Findings 3, 5, 7 and 8)

UNICEF needs access to information in Timor-Leste about how funds are being used and to what effect, and such data must be accurate, consistent, accessible and actionable. AIR’s analysis suggested that the Education Programme in the Country Office does not have ready access to such data and, in many cases, cannot obtain it from schools or from their internal budget tracking database. While Country Office staff have indicated that worldwide change management activities within UNICEF should improve the Country Office’s ability to use a results-based accounting system, the Country Office must work to create a culture where financial information is actively used as a means of monitoring project and sub-project effectiveness and efficiency. In addition, interviews with national stakeholders and a review of key documents suggested that UNICEF does not use all available monitoring data. The Education Programme in the Country Office, in close collaboration with the Planning, Monitoring and Evaluation Sections at the Country and Regional Offices, should strengthen monitoring and evaluation of its programming by systematically collecting data on key indicators of basic education access and quality from schools that it supports. While UNICEF should prioritize assisting the RDTL Government in the development of an effective system of monitoring and evaluation at the national and local levels, that system should not replace or supplant internal monitoring and evaluation by UNICEF of its own activities. While the two systems may overlap in content, AIR believes that each system will have additional indicators that are distinct (e.g. measuring the effectiveness of the national education system versus measuring the effectiveness, impact and coverage of discrete interventions).

It may be necessary for UNICEF to provide support at all levels – school, regional and national – to ensure that the appropriate data are collected consistently and systematically over time (i.e., longitudinally). Performance metrics will naturally vary across sub-projects. Existing resources within the Country Office should be deployed over the course of a given period. However, AIR strongly recommends augmenting existing resources by recruiting additional volunteers, staff or external consultants devoted to monitoring and evaluation and with significant expertise in monitoring and evaluation in post-conflict contexts. AIR acknowledges that this recommendation requires a significant commitment of resources over a long period of time. However, the Education Programme of the Country Office cannot target its resources without information that can help it understand the effects and impact of the programme and the sub-projects implemented therein.

For ongoing and future sub-project evaluations, the Education Programme and the Planning, Monitoring and Evaluation Section in the Country Office should also consider the use of rigorous experimental and quasi-experimental designs when feasible. Such designs can demonstrate how well the goals of sub-projects and international agreements such as MDGs are being realized within different contexts. Rigorous experimental designs are not recommended for each sub-project; indeed, such designs are not always relevant or appropriate depending on the objectives of the project, stakeholder capacity and cost constraints. Ideally, future sub-project evaluations will account for pupil diversity (e.g., language minorities) using comparison groups identified through random assignment or matching on key characteristics.

As an example, future monitoring and evaluation of the Eskola Foun intervention should focus on how schools are doing in terms of inclusiveness, child-centredness and democratic participation, as well as academic outcomes. Metrics could also include measures of how pupils are experiencing the school and
how pupils are improving over time, which can be used for performance measurement and accountability. Outcomes for these pupils can be compared to outcomes for pupils attending neighbouring schools that are not participating in the Eskola Foun programme. Instruments from AIR’s baseline assessment of Eskola Foun schools and summative evaluation of the programme can be employed for this purpose as long as those using them are provided with clear guidance as to their effective and ethical use. In addition, school self-assessments, containing data on key educational indicators, could also be compiled to form a comprehensive sub-project database or a key component of a UNICEF enterprise MIS. Finally, UNICEF-supported EMIS officials in neighbouring countries within the East Asia and Pacific Region (EAPR) could also serve as mentors to ministry officials in Timor-Leste who are beginning to learn how to use EMIS to inform decisions on policies and programmes. These activities will serve to reinforce the ministry’s capacities for collecting, analyzing, reporting and using data to inform policy and programming.

Recommendation 2 – The Education Programme and the Adolescent and Youth Participation Programme in the Country Office should provide, in every program and activity, continuing and intensive mentoring and professional development based on the needs and demands of stakeholders at the community, district and national levels. (Findings 2, 3 and 5)

AIR’s analysis suggested considerable variation in the impact, coverage and effectiveness of the programme’s sub-projects. While variation of implementation is the norm in the scale-up of complex school interventions, the variation AIR observed appeared to be in part due to stakeholders’ – and to some extent communities’ – readiness and capacity to implement interventions.70 As AIR’s analysis indicated, there is evidence that officials, teachers, teacher trainers, school directors, parents, pupils and community members do not receive the support and feedback they need through discrete unlinked trainings. For example, AIR’s (2009) baseline assessment of schools in which Eskola Foun was to be implemented found that the readiness of the school director was what drove much of the variability across schools, since the director is often pivotal to developing the capacity of other stakeholders. Implementation strategies of the Education Programme in the Country Office should include efforts to assess and enhance schools’ and communities’ readiness to implement sub-projects, the types of support that should be prioritized, and where appropriate, extend the timeline for the provision of training and technical assistance in order to help stakeholders realize sub-project goals.

By identifying stakeholders’ readiness for change, better understanding stakeholders’ capacities and identifying the types of support that should be prioritized, UNICEF can improve both its selection of beneficiaries (e.g., for pilot interventions) and targeting of resources. Creating more strategic investments of financial and human capital will also serve to ensure sustainability of education programming in Timor-Leste. For example, in the case of Eskola Foun, it could focus on those schools ready to benefit from intervention, and/or tailor support to increase readiness for Eskola Foun. To assess stakeholders’ (including institutional structures’) readiness to implement an intervention, UNICEF should use (or improve upon) the self-assessments that commonly constitute the first step in engagement (e.g., the School Self-Assessment for CFS/Eskola Foun). Alternatively, UNICEF could develop simple readiness checklists that could be implemented by Education Programme Country Office staff or MOE officials. The assessment process should be sensitive to the Timorese context. For example, in the post-conflict context, Eskola Foun should pay particular attention to school selection, school readiness and the sequencing of activities. It is known, based on previous assessments conducted in Timor-Leste and from national-level interviews conducted during this evaluation, that programming such as teacher trainings has sometimes occurred in schools where the building and grounds have been badly damaged. In this instance, teachers may perceive training on pedagogy as too far ‘downstream’ to be relevant when the school may be without water, toilets or even a roof.

The evaluation team recommends that UNICEF target more resources as needed to build the capacity of school directors and other leaders within the MOE, to engage in effective leadership and to support and facilitate improvements to the Timorese education system. For example, the evaluation team recommends that UNICEF expand its current training programme for senior ministry officials on the process of evidence-

based decision making, including how to identify what is already known about the problem, what the goals are, and what additional information from the EMIS is needed to inform policy and programmatic decisions. In addition, UNICEF can improve readiness through a greater focus on building stronger community and teacher engagement in implementing school-level interventions. Also, UNICEF should provide additional training for teachers to enable them to employ positive behavioural approaches and child-centred pedagogies in a manner that enhances pupil learning and performance. Finally, UNICEF should continue to monitor and oversee logistics and supply distribution to ensure that lessons learned have been carried forward and sustained.

**Recommendation 3** – Senior management within the Country Office should convene a task force to increase the efficiency of procurement, logistics and operations, and financial management procedures. *(Finding 6)*

The complexity of UNICEF’s programming necessitates that staff focus significant portions of their time and effort on responding to the needs of their projects and UNICEF’s programming in general, and not on completing bureaucratic or administrative procedures. A majority of UNICEF staff and consultants, as described in Finding 6, portray an office in which a considerable amount of time is spent working through and around restrictive procedural requirements. While the rules and regulations that form the basis for these procedures flow from UNICEF’s Headquarters in New York, the actual procedures developed to ensure that the Country Office complies with these rules were developed and implemented in-country. Evidence from stakeholders that have worked closely with the UNICEF Country Office suggests that the implementation of procedures has sacrificed organizational efficiency and effectiveness in favour of compliance.

UNICEF must re-evaluate administrative structures to better balance compliance and efficiency. The evaluation team recommends the creation of an internal Operational Review Task Force, composed of a representative sample of staff from different levels and fields within the Country Office who will complete a thorough review of the internal mechanisms of control for procurement, logistics and operations, and financial management. The Task Force should review and make recommendations for all procedures that impact project operations and management, and should also identify internal systems of measurement for assessing the effectiveness of the internal support sections. For example, the Task Force might analyze the flow process for submitting, reviewing and approving vouchers for procurement and payment of consultants. By incorporating time stamps into each phase of the process, the Country Office can first identify at which stage major delays may be taking place and then set reasonable targets for future processing of vouchers. By establishing these targets the Task Force can make an informed decision about whether a streamlined process would successfully increase processing speed or whether, on the other hand, a specific operational section within the Country Office would need increased resources in order to meet those targets. In the end, the Task Force must work closely with the operational sections of the Country Office to focus on creating customer-service metrics that transparently measure whether they are effectively serving their internal clients, the technical sections of the Country Office. While AIR did not review or inquire about the performance appraisal system used by UNICEF, the evaluation team would encourage the Task Force to explore ways to include internal operational metrics into annual performance reviews for staff.

If the East Asia and the Pacific Regional Office, or perhaps UNICEF Headquarters in New York, has experience working through comparative challenges with other Country Offices, they might also consider providing human resources or capital support towards this effort. This support could provide examples of good practices from UNICEF country offices from around the world, in order to provide Timor-Leste with alternative procedures that both comply with existing rules and regulations and better support the needs of staff to implement programming effectively and efficiently.

**Recommendation 4** – UNICEF’s Country Office should ensure that sub-project goals are aligned with overarching programme objectives for Timor-Leste and create systems through which to clearly communicate the programme’s mission to all staff, partners, consultants and beneficiaries. *(Findings 1, 2)*


AIR’s analysis indicated that UNICEF staff turnover or lengthy recruitment processes could interrupt the continuity of programming and impinge on impact and effectiveness of programming. Furthermore, national-level interviews suggested that changes in senior management, such as Programme Head/Section Chiefs, were often accompanied by new strategic visions for management and programming and could also be detrimental to ensuring cohesion among sub-projects and continuity in implementation. To ensure coherence among sub-projects, the UNICEF Country Office should create an internal working group or hold regular staff meetings both within the Education Programme and across programmes to ensure that all staff are aware of and aligned with UNICEF’s strategic vision and programming mission, and that sub-projects are being implemented in accordance with common UNICEF principles.

This evaluation also revealed that school-level stakeholders, for the most part, were not aware of the strategic vision or mission behind UNICEF’s sub-projects. Furthermore, school-level stakeholders, such as youth and parents, reported a lack of involvement in planning efforts. AIR recommends increasing stakeholder involvement and awareness of UNICEF’s strategic objectives by developing a communication or dissemination strategy. For example, the UNICEF Country Office should generate a plan for creating a readily-identifiable Eskola Foun ‘brand’ so that stakeholders understand its goals, activities and intended results; previous Child Friendly Schools programming; and current integration of the Child-to-Child approach. Country Office staff could also consider conducting structured consultations (e.g., needs assessments) or informal consultations (e.g., town hall meetings) with stakeholders to raise awareness of and gain buy-in for sub-projects, while also heightening the relevance of programming to targeted beneficiaries. Although some middle-income countries have developed targeted interventions that strive to integrate excluded populations into educational programming, many developing nations continue to struggle due to lack of resources. Low-cost methods of garnering parent and community involvement, such as town meetings and one-on-one canvassing, can also create effective community oversight of teacher attendance and performance, pupil attendance and school safety – issues that are central to improving education quality in Timor-Leste.

Recommendation 5 – The Planning, Monitoring and Evaluation Section of the Country Office, in close collaboration with the Education Programme and the Adolescent and Youth Participation Programme, should ensure that programming responds to the needs of sub-populations such as girls, pupils with disabilities and difficult-to-access communities. (Finding 4, Finding 5)

One of UNICEF’s current strengths is its joint planning and coordination efforts with the RDTL Government. Notwithstanding the RDTL Government’s commitment to including traditionally marginalized and rural voices in programme planning and implementation, stakeholders at national- and school-levels reported that UNICEF programming had not adequately responded to the needs of girls, pupils with disabilities and difficult-to-access communities. The broad scope of UNICEF’s education sector programme creates a unique opportunity for the organization to ensure that these sub-populations are served.

By developing monitoring indicators and reporting mechanisms on national-level UNICEF projects that explicitly target these populations, the Planning, Monitoring and Evaluation staff within the Timor-Leste Country Office, alongside education specialists, can assist in the development of indicators that measure progress for reducing barriers to access for these sub-populations. Programming targets should be developed in close collaboration with implementing partners and other key stakeholders; such a collaborative process will ensure that targets are realistic, achievable and aligned with the national priorities of the RDTL Government. Data collection strategies include conducting focus groups with out-of-school and illiterate youth, girls, or teachers from remote schools during a centralized teacher training activity. These data cannot be seen as separate from or corollary to other data gathered for the Country Office’s monitoring and evaluation reporting. Ensuring that these marginalized voices receive access to high quality education is central to ensuring that all pupils and youth in Timor-Leste receive the same. Moreover, by increasing the breadth of monitoring to explicitly include these groups, the UNICEF Country Office may simultaneously lay


the groundwork for national-level systems that the RDTL Government can take up, giving EMIS staff and national leaders an increased ability to respond effectively to the needs of these groups. Regardless of whether UNICEF itself chooses to develop indicators to measure the effectiveness of programmes to meet the needs of these populations, within the EMIS project itself, or more specifically within annual statistical yearbooks, UNICEF can ensure that the MOE staff develops chapters or sections that specifically describe the status of these sub-populations within the educational system and the continuing challenges they face in receiving a high quality of education.

Another example of how the UNICEF Country Office might improve its ability to respond to the needs of these sub-populations is by completing situational needs analysis consistently (e.g., semi-annually or at other pre-determined phases in projects). When these analyses are completed, special effort will need to be made to reach out to traditionally marginalized populations.

Using quasi-experimental methods for both increased monitoring and evaluation efforts, as well as during the process of developing a situational needs analysis, may help offset the increased cost associated with reaching these populations. Nonetheless, reaching these groups during programming or as a part of monitoring project effectiveness will take more human and financial resources than reaching mainstream populations. If UNICEF is committed to ensuring that the voices of marginalized populations have been met, let alone reaching these populations through programming, additional resources will need to be allocated for this purpose.

**Recommendation 6:** The Education Section within the Country Office, alongside the Planning, Monitoring and Evaluation Sections of the Country and Regional Offices, should systematically identify and incorporate good practices into programming to scale-up interventions more effectively. (Findings 1-5)

Data from all sources make clear that the needs of the pupils, youth, teachers, and parents of Timor-Leste are great. In order to meet these needs, the UNICEF Country Office must design projects that can be effectively scaled up to meet these needs on a national scale. This evaluation has documented that projects that the Timor-Leste Country Office has undertaken on a national scale have either been scaled back or shown to have limited effectiveness. As UNICEF embarks on the continuation of or development of additional projects, the Education Section within the Country Office with the Planning, Monitoring and Evaluation Sections of the Country Office and Regional Office (East Asia and Pacific Region) must find ways to more systematically incorporate good practices into programming planning, with the ultimate goal of more effectively overcoming the distinct challenges associated with the future scaling up of projects and sub-projects. The primacy of developing effective and responsive systems within the MOE is one common thread that crosses all national-level programming. Focusing on coordinating with other multi-lateral partners on better enhancing systems and management at the MOE, developing indicators that measure stakeholder readiness and implementation drivers and ensuring that all intervention strategies and plans are based on evidence from similar development contexts should ensure more effective, efficient and relevant programming in the future.

At a basic level, UNICEF needs to support increased training for national-level and district-level staff in basic management knowledge and skills since effective management at all levels lays the foundation for organizational effectiveness. Increased coordination with other development partners, including NZaid and the World Bank, that have worked on developing capacity within the MOE will be essential to ensure not only that efforts are not duplicated, but also that their long-term programming incorporates shared goals and indicators for measuring effective management. While outside of the education sector’s typical suite of programming activities, supporting structures that enhance knowledge management, dissemination of information resources, functioning chains of command and systematic monitoring and evaluation are discrete examples of the types of systems UNICEF might support within relevant ministries. In fact, if coordinated effectively between donors, supporting this process does not necessarily need to occur outside of an existing UNICEF project but can operate as an integral piece of a project’s goals. Increased coordination between UNICEF’s logistic support and the WFP’s school meals programming or between the WB’s support for a teacher competency framework and UNICEF’s support for nationwide teacher training
activities are but three examples where more coherent coordination efforts focused on increasing the readiness of staff for broader scale-up may result in more effective results for national programmes.

Another method through which UNICEF can increase the likelihood of successful scale-up is careful design and measurement of continuous assessment indicators across all stakeholders affected by a large-scale programme. Designing indicators that measure the overall readiness of stakeholders to take on new activities, the ability to apply new knowledge and a thorough examination of implementation drivers will all impact successful scale-up. When designing projects, UNICEF needs to pay considerable attention to existing implementation drivers (e.g., how MOE staff are selected, level of training and capacity, mechanisms within the relevant ministry for assessment and evaluation of staff, and the level of facilitative administrative support stakeholders receive from higher levels within their system) and extensively seek out evidence-based research related to good implementation practices in other contexts. At its most fundamental level, understanding these constraints and how they have been successfully overcome in other contexts will lead to a clearer understanding of what incentives stakeholders at each level need to create an improved education system. Studies indicate that unless large-scale reform is largely demand-driven – the people most affected by reform must not only want change, but also want to change – stakeholders will never have sufficient ownership over institutional changes to put new lessons into practice. Recognizing this constraint and investigating ways in which other organizations have worked with ministries in development contexts to overcome them will be essential to finding ways to effectively scale up activities.

Ultimately, the long-term effectiveness and sustainability of UNICEF’s programme will be measured by the ability of the MOE to muster and distribute both human and financial resources effectively from the national level to the district level and, ultimately, down to the school-level. Without a greater commitment to supporting efforts that create the systems and mechanisms to make this flow of resources viable, the sustainability of UNICEF’s programme will be difficult to achieve.

**Recommendation 7 – The Chief of Education within the Country Office should support increased coordination between the education sector and other relevant sectors to leverage and enhance synergies.** (Finding 1, Finding 2, Finding 6, Finding 9)

Developing the building blocks of child and youth learning that lie outside the scope of education sector programmes (e.g., nutrition, psychosocial) are key to enhancing children’s attendance and readiness for learning and adolescents’ long-term life prospects. UNICEF’s broad role in education and youth activities gives it a unique ability to increase the coordination between education activities and with other sector programming that intersects with education. Further, as the data gathered during this evaluation suggests, UNICEF’s continued support to the MOE will be essential to ensuring that Timor-Leste meets its EFA commitments. Further, as a recent case study revealed, the transaction costs of implementing international agreements such as the Paris Declaration and the Accra Agenda for Action, are quite high and have not yet delivered substantial dividends in Timor-Leste. UNICEF can advocate for a more scaffolded and logical approach to implementation, prioritizing ownership by the MOE. The study also reported that in fragile contexts such as Timor-Leste, donors also need to strengthen their coordination efforts to reduce the administrative burden placed on the RDTL Government, while progressively working towards improved alignment with policies and systems as they develop. The Officer-in-Charge or Chief of Education should take a lead role in ensuring that the programme technical staff lead this process. Facilitating increased coordination between the MOE, education donors and local and international NGOs that work outside of education has the potential to increase educational effectiveness through shared goals and resources. Deepening connections with partners outside of the education sector, such as the World Food Programme and the Ministry of Health, could potentially reduce programmatic costs through increased efficiencies and shared programmatic costs, for example. A number of countries use shared financial mechanisms for school meals/feeding programmes in order to leverage additional funding and reduce overall overhead and operational costs.

---


One opportunity mentioned previously would be the development of an agreement with the World Food Programme’s school meals programme to share planning, implementation, and monitoring information related to each organization’s support for the MOE’s logistical section and activities associated with PTA involvement and development. UNICEF should explore additional partnerships with organizations that work in areas of health that target psycho-social support to children or whose programmes target youth and adolescents.
ANNEXES

Annex 1: Terms of Reference

UNICEF EVALUATION OFFICE

EVALUATION OF THE UNICEF OFFICE PROGRAMME
“FROM EMERGENCY RESPONSES TO SUSTAINABLE DEVELOPMENT FOR CHILDREN AND ADOLESCENTS IN TIMOR-LESTE”

TERMS OF REFERENCE

I. INTRODUCTION

1. In the aftermath of Timor-Leste’s 1999 independence referendum and the violence that ensued, the emerging nation’s physical and social infrastructure, including its educational system, was completely destroyed. Key social and economic indicators associated with healthy child and youth development declined in tandem with this destruction, as did young people’s future economic prospects as reconstruction and recovery ensued only incrementally. With a large segment of its population consisting of children and adolescents – fully 57.2 percent was under the age of 18 as of 2004 – Timor-Leste today represents one of the youngest populations on Earth. The lack of a quality education among this large reservoir of young people, either because such education was previously unavailable or because they currently face barriers to access, poses potential constraints on the nation’s ability to firmly establish a state of sustained peace and security and proceed on the path to social, economic and political development. Underscoring the vital role that education plays in the peace-building process and young people’s future life trajectories, in a nationwide consultation exercise conducted in 2002, roughly 70 percent of interviewees and focus group participants cited education as the high-priority sector to develop in pursuit of a better future. The universal right to an education has since been enshrined in the constitution of the Democratic Republic of Timor-Leste (RDTL), as have the principles of free and compulsory basic education and non-discrimination (including discrimination based on gender) in accessing education.

2. It is before this backdrop that UNICEF’s Timor-Leste Office, with funding from the Swedish International Development Agency (SIDA) and in close cooperation with the Ministry of Education (MOE) of the RDTL Government, in 2003 launched a far-reaching programme to help restore the newly emergent nation’s system of basic education. The main objectives of this programme are twofold: first, to assist in developing a system of quality basic education in Timor-Leste through curriculum development and reform, systemic capacity building, and resource gap-filling; and second, to help advance the Government’s goal of universal access (with a particular view to achieving gender equity) through institutional capacity building and the modernization of management and information systems to detect and address barriers to access. (Though initially focused on primary education, i.e., Grades 1–6, the programme expanded its emphasis in 2007 to include pre-secondary education, i.e., Grades 7–9.) Further programmatic elements explicitly

---

75 Constitution of the Democratic Republic of Timor-Leste, Section 59, paras 1-2.
76 Ibid, para 1.
77 Ibid, Section 16, para 2.
78 In its review of background documentation, the Evaluation Office notes a predominant concern with gender equity. It thus remains to be seen whether other dimensions of equity – e.g., involving Timor-Leste’s linguistic and religious minorities, the disabled, the internally displaced, and other underserved populations – should also be explored.
aimed at addressing adolescent and youth literacy, life skills and participation, not least of all to reduce vulnerability to HIV/AIDS, commenced in 2005.

3. UNICEF’s Evaluation Office at Headquarters was requested to undertake an independent evaluation of this programme to date as core partners consider further collaboration. While primarily focused on accountability for results envisaged for the programme, the evaluation ultimately aims to enable systematic reflection and learning among key stakeholders on the ground, with a view to enhancing the programme moving forward as well as contributing to the development of local processes for reflecting on good practice and lessons learned.

II. EVALUATION OBJECTIVE

4. The objective of this evaluation is to determine, as systematically and objectively as possible, the relevance, appropriateness and coherence of the UNICEF’s Timor-Leste office’s programme; the effectiveness and impact of the programme in relation to its objectives; the efficiency with which its project outputs and activities have been delivered and their connectedness to those produced by other actors; and the programme’s sustainability. The evaluation will explicitly identify those factors affecting the programme on these criteria, including those factors in the UNICEF’s Timor-Leste office’s operating context outside of its control, and those within its control.

III. SCOPE

UNICEF’s Evaluation Office has identified the following key issues demarcating the scope of this evaluation:

a. Unit of analysis. This evaluation seeks to assess the UNICEF Office’s programme as a whole against the evaluation criteria indicated in para 4. Toward this end, the evaluation will examine each of the main projects and sub-projects subsumed under the programme (i.e., the policies, structures, capacity-building efforts, and so forth). However, rather than assessing each individual intervention in its own right, the evaluation report will frame its findings in terms of the programme’s overall success in achieving its overarching objectives (i.e., enhanced access to, participation in, and quality of basic education; youth literacy, life skills and participation), toward which multiple interventions might contribute. However, individual findings and recommendations will be geared toward specific interventions, as appropriate.

b. Level of analysis in the results chain. The evaluation will aim to assess the programme’s performance in achieving each of its targeted objectives. On one hand, this line of inquiry entails an assessment of the basic education system put in place in its own right. On the other hand, this line of inquiry entails the need to move beyond what was produced and focus on what these material changes these activities, systems and documents have led to on the ground – in terms of curricula understood and properly implemented, management capacity built, and so on. The evaluation will therefore seek to undertake a qualitative analysis of the basic education system that UNICEF has contributed to putting in place in terms of the gap in quality education it filled. It will also seek to uncover as much evidence as will allow for the programme’s effects farther downstream. At the same time, the Evaluation Office notes that an outcome orientation such as might not be feasible in all cases. For example, it is anticipated that for individual projects pre-intervention baseline measurements might be unavailable and a large-scale, and potentially costly, post-intervention measurement impractical given the time and resource constraints of the evaluation. Furthermore, the Evaluation Office is aware that some of the potential long-term gains associated with the programme (e.g., universal and fully equitable participation, the payoff of long-term knowledge and skills gains in young people) will not have been realized as yet. The evaluation will thus only reach conclusions surrounding downstream effects where supported by valid, reliable data.

82 See evaluation questions on Relevance/Appropriate and Coherence in para 9(a-b) below.
83 Prospective evaluation team consultants will be invited, as part of the proposal process, to stipulate what the optimal and measurable outcome indicators at these levels would be.
c. **Projects included and excluded from analysis.** The Evaluation Office notes that a review of one core component of the programme was conducted in 2005, namely the “100 Friendly Schools” project, aimed at boosting local capacity for teaching, for school management, and for data-driven policy planning and advocacy at the national level) and filling essential equipment gaps for primary education. However, the Evaluation Office notes that this review was conducted midway through the intervention and focused on outputs delivered. Although the present evaluation will avoid duplication of analyses where well-grounded, evidence-based summative conclusions have already been drawn, in general it will include the 100 Friendly Schools project in its appraisal of the programme. The present evaluation thus represents a summative assessment of the Country Office’s basic education and adolescent/youth literacy, life skills and participation programme as a whole in Timor-Leste from its inception in 2003.

d. **Accountability, Attribution and Contribution.** The Evaluation Office acknowledges that the interventions under evaluation took place at a time of instability in Timor-Leste. The evaluation will take into account unforeseen contingencies, most prominently the vagaries of the underlying political, economic and social context, along with other internal and external factors affecting the achievement of programme objectives. At the same time, the evaluation will examine how adequately UNICEF anticipated and programmatically responded to unforeseen contingencies over the course of the programme’s implementation. More broadly, as noted in para 6 below, the Evaluation Office recognizes that UNICEF’s Timor-Leste Country Office is one among multiple partners working with the Government on the development of basic education and on adolescent/youth literacy, life skills and participation. To some extent it is therefore more fitting to speak of UNICEF’s contribution to results, as opposed to attribution of results achieved (or not achieved) to UNICEF or any other partner single-handedly. At the same time, considering UNICEF’s predominant role in this programme, and the concrete interventions it has deployed, attribution might be ascertainable in some cases (e.g., knowledge gained in SBM trainings conducted with administrators, literacy improved among youth participating in literacy interventions, and so on). The evaluation team shall only ascribe attribution to UNICEF where such claims are appropriate and evidence-driven.

**IV. BACKGROUND**

**Improving Access to, Participation in, and Quality of, Basic Education**

5. After an initial phase focused on physical reconstruction of the country’s educational facilities, UNICEF was enlisted by the RDTL to help rebuild the country’s basic education system. UNICEF’s efforts are closely aligned with the Government’s central objectives for the education sector, and UNICEF works within existing national structures for this sector (e.g., the National Coordinating Committee, the National Curriculum Task Force for Primary Education, the EFA-FTI Coordinating Committee, and so on) to coordinate its efforts with these other MOE partners. UNICEF is nevertheless a significant actor in the education sector, constituting a key partner in advancing all three of the Government’s objectives for primary education and in 7 out of its 11 subobjectives. Within this framework, it is the Evaluation Office’s understanding that UNICEF’s overarching objective has been to help increase access to and participation in a quality basic education, with additional emphasis on enhancing equity of such access and participation. Initially targeting primary education (Grades 1–6) beginning in 2003, the programme broadened its focus in 2007 to include pre-secondary education (Grades 7–9). Figure 1 represents the Evaluation Office’s understanding of the programme’s overall programme logic model for achieving its objectives for basic education.

---

84 These are outlined in the MOE’s Strategic Plan for Universal Primary Completion (SP-UPC).
85 These include the Brazilian and Portuguese Missions in RDTL, New Zealand Aid, the World Bank, and the World Food Programme.
86 In its Strategic Plan for Universal Primary Completion (SP-UPC), the MOE identified 3 national priorities for education – (1) improved access and equity in access; (2) improved quality and relevance of primary education; and (3) improved education system and school management – under which are subsumed 11 strategies. UNICEF’s objectives for basic education have since been linked directly to these priorities.
Figure 1: Evaluation of Basic Education in Timor-Leste – Inferred Programme Logic Model

OUTPUTS

A

POLICY AND MATERIALS FOR ITS IMPLEMENTATION
- Curricula
- Manuals (e.g., for Teacher, Administrator, Ministerial Staff Training)

EDUCATION INFRASTRUCTURE
- School-Based Mgmt System
- IT Systems (EMIS)

TECHNICAL ASSISTANCE
- Capacity Development of Teachers (e.g., Trainings in Action-Oriented Learning, Child-Friendly Schools)
- Capacity Development of Administrators (e.g., Trainings in Support of School-Based Mgmt)
- Capacity Development of Ministerial Staff (e.g., Trainings in EMIS)

DIRECT PHYSICAL/HUMAN CAPITAL SUPPORTS
- School Equipment
- Early Education Teachers

SYSTEMS SUPPORTS
- Creation of PTAs, Support to Parent Engagement
- Support to Community Engagement

OUTCOMES

B

Upstream / Short-Term Outcomes

Teacher Understanding of, Support and Enthusiasm for, and Fidelity to, New Curricula

Effective Administrator Management of Schools, Ability to Detect and Address Challenges to Access, Attendance, Teaching and Learning

Ministerial Ability to Engage in Evidence-Based, Data-Driven Policy Planning, Implementation & Advocacy

INCREASED QUALITY OF BASIC EDUCATION

INCREASED PARTICIPATION (ENROLMENT, ATTENDANCE, COMPLETION), EQUITABLY AMONG BOYS AND GIRLS

DOWNSTREAM / LONGER-TERM OUTCOMES

C

D

A

More Adequately Resourced Learning Environments

Parent/Community Support for, and Active Engagement in, Basic Education

ADEQUATE KNOWLEDGE & SKILLS FOR PROMOTION, COMPLETION, AND SOCIAL/ECONOMIC DEVELOPMENT IN TIMOR-LESTE

INCREASED ACCESS TO BASIC EDUCATION, EQUITABLY AMONG BOYS AND GIRLS

IMPROVED QUALITY OF BASIC EDUCATION

INCREASED ACCESS TO BASIC EDUCATION, EQUITABLY AMONG BOYS AND GIRLS

INCREASED PARTICIPATION (ENROLMENT, ATTENDANCE, COMPLETION), EQUITABLY AMONG BOYS AND GIRLS

ADEQUATE KNOWLEDGE & SKILLS FOR PROMOTION, COMPLETION, AND SOCIAL/ECONOMIC DEVELOPMENT IN TIMOR-LESTE

86
6. Details on each individual programme, including descriptions of specific inputs, outputs and targeted outcomes, can be found in the respective proposals\textsuperscript{87} and other background materials. Figure 1, meanwhile, conveys the Evaluation Office's inferred understanding of the programme logic model after a preliminary review of key programme documents. The Evaluation Office’s understanding of primary pathways from outputs to outcomes is as follows:

   a. **Improving Educational Quality.** The programme has sought to help improve the quality of basic education (pathway n), for example, by developing a new policy, with its associated curricula (a), as well as materials (b) and related trainings and supports (g) to convey these curricula to teachers in a way that ensures their comprehension of, support for, and fidelity to the new curriculum. It also seeks to improve quality by promoting more effective administrator management of schools (p) and ministerial capacity for evidence-based, data-driven policy planning, implementation and advocacy (r). It does this through contributions such as the installation of a school-based management system (SBM; e) and an education management information system (EMIS; f), and by providing appropriate manuals (c-d), trainings and supports (h-i) to boost their use, utility, and efficacy. Quality is also enhanced through resource gap-filling (t), including the provision of equipment to beleaguered schools (j) and of teachers to early childhood education (k), where pupil attrition has been shown to be most likely to take place in Timor-Leste. Finally, the programme aims to enhance educational quality (u) by increasing parental and community support for and engagement in their children’s education by (l-m).

   b. **Increasing Access and Equity.** Access and equity are ostensibly aided (o, q) by way of some of these same processes – e.g., enhancing administrators’ and ministries’ ability to detect gaps and make data-driven policy decisions to counter key barriers to access (c-e, h-i).

   c. **Boosting Participation and Improving Learning.** Taken together, these efforts to improve quality and access are ultimately intended to boost participation, both among boys and girls (w-x). In this vein, the connection between access and participation is straightforward, and improved quality can serve as a “pull” factor promoting support for and engagement in education by parents and communities and attendance by children (v).\textsuperscript{88} Further linkages between the programme’s interventions and participation can be realized when ministerial officials are better equipped to target participation directly through more data-driven, evidence-based policies targeting key barriers to full participation (s), and through parental and community engagement that promotes participation (v). The longer-term aims of the programme are for all children to receive vital knowledge and skills, not only for promotion to secondary education but also for social, economic and political life in their families, communities and society (y).

**Boosting Youth Literacy, Life Skills, and Participation**

7. Young people constitute a large proportion of the East Timorese population (57.2 percent), and since national independence adolescents have reportedly faced a number of hazards at this critical juncture between childhood and adulthood, including sexual exploitation and the associated risk of HIV infection. The country’s current economic situation exacerbates young people’s vulnerability, offering few prospects for gainful employment at present. Among the areas UNICEF has targeted in its Country Programmes have therefore included adolescent literacy, life skills–based education, and participation, efforts also funded by SIDA. UNICEF’s Country Office


\textsuperscript{88} In this sense, a feedback arrow from “Improved quality of basic education” to “Parent/Community Support” could be drawn.
has sought to address these youth challenges directly through a series of interventions, described in the corresponding project proposal.\textsuperscript{89}

V. EVALUATION ISSUES

8. In keeping with the evaluation objective set forth in para 4, the evaluation will focus on the following overarching issues:

   a. **Relevance/Appropriateness**

   - How closely aligned are the basic education and adolescent/youth literacy, life skills and participation programmes with relevant planning and policy frameworks of the RDTL and international conventions, treaties and other agreements to which it is a party?
   - How closely linked are the specific interventions chosen with the full scope and scale of beneficiaries' needs in Timor-Leste, both generally and in terms of its status as a post-conflict setting?
   - How closely aligned are the interventions with the social, economic, political and security priorities of Timor-Leste as it emerges from violence and proceeds on the transitional path of peacebuilding and development?
   - How appropriate have the UNICEF common principles (e.g., Convention on the Rights of the Child, the Core Commitments for Children in Emergencies, etc.) promoted through the programme been in light of local conditions and needs?

   b. **Coherence**

   - How clearly are the programme’s objectives, and the means to achieving them, understood by key stakeholders?
   - How comprehensive are the projects chosen as a necessary and sufficient suite of interventions to create a high-quality basic education system, and increase access and attendance for all children? To what extent have UNICEF and its partners identified and deployed the most appropriate programmatic elements that are most likely to improve the quality of basic education, access to it, and participation in it for all children? To what extent have UNICEF and its partners identified and deployed the most appropriate programmatic elements that are most likely to increase youth literacy, life skills and participation?
   - What core programmatic elements are missing, and are these being addressed by other actors and programmes, or are there outstanding gaps not being met at all?

   c. **Coverage\textsuperscript{90}**

   - What approximate proportion of relevant beneficiary groups have been reached by each intervention? To what extent have girls and other targeted subpopulations been reached? What proportion of Timor-Leste’s schools have received each intervention? To what extent have interventions extended beyond core schools to reach all schools in their respective school clusters?


\textsuperscript{90} It is noted that, while some activities have explicitly sought a wide geographic coverage, the majority focus on building a system whose scope is nationwide.
d. **Effectiveness**

- How successful has the programme been in boosting teachers’ and administrators’ awareness, understanding and knowledge of, and support for, educational reform and the new curricula, and teachers’ capacity for delivering new curricula in a more action-oriented, child-friendly manner?
- How successful has the programme been in boosting administrators’ ability to manage schools using key modalities of school-based management (SBM)?
- How successful has the programme been in boosting ministerial representatives’ ability to plan, advocate and problem-solve in more data-driven, evidence-based ways?
- What is the level of fidelity to core programme elements among those trained – that is, how effectively have interventions been implemented by trainees?
- How successful has the programme been in helping remove barriers to access, not least of all for girls and other underserved populations?
- How successful has the programme been in boosting youth literacy, life skills, and participation?
- What unintended outcomes, positive as well as negative, have resulted from the programme?
- How successful has the programme been in boosting parental and community support for, and engagement in, basic education?

e. **Impact**

- How successful has the programme been to date in increasing enrolment, attendance, promotion and completion rates among boys and girls?
- What if any gains in children’s learning outcomes have been realized?

f. **Efficiency**

- How effectively has UNICEF used the resources dedicated to the programme to deliver high-quality outputs in a timely fashion, and to achieve targeted objectives?
- How cost-effective has each intervention been in achieving targeted objectives?
- How successfully has UNICEF coordinated with other key actors (e.g., implementation partners, MOE and other line ministries, other entities conducting complementary interventions) to ensure non-duplication of efforts, a clear delineation of roles and responsibilities within joint programmes, and the overall success of the programme’s implementation?

g. **Connectedness**

- How effectively has UNICEF coordinated with other key actors to ensure that further building blocks of child and youth learning that lie outside the scope of the present programme (e.g., nutrition, psychosocial, etc.) are in place to enhance children’s attendance and readiness for learning and adolescents’ long-term life prospects?

h. **Sustainability**

- Overall, how successful has the programme been in increasing on-the-ground capacity to deliver and maintain high-quality basic education and youth literacy, life skills and participation in the longer term? What if any gaps to longer-term sustainability remain?

---

91 See footnote 4.
92 Ability to answer this question will be dependent upon the availability of existing data that is valid and reliable.
9. Further questions will be posed to determine whether outcomes achieved (or not achieved) are directly attributable to UNICEF, and to identify potential areas of improvement moving forward. These are as follows:

- What key internal and external factors have influenced UNICEF’s ability to meet the key objectives targeted by the programme?
- To the extent that the key objectives have been attained, to what extent are these gains directly attributable to the programme’s interventions? What has UNICEF’s contribution to outcomes been, not least of all in joint programmes undertaken with partners?

10. All of these questions are subject to further specification by the project team once the evaluation has commenced.

VI. METHODOLOGY

11. Subsequent to a review of key project documents, the Evaluation Office has identified those groups and individuals among which it intends to collect data. Organised broadly by group, these include: teachers and administrators, including both those participating in key interventions and those not participating, wherever possible; MOE and other relevant RDTL ministerial officials, including those working with UNICEF at an overarching policy level as well as those working with UNICEF at an operational level (including those benefiting from programme interventions); end beneficiaries, i.e., children and youth; parents and community groups (both those actively engaged in basic education and those less actively engaged, e.g., through PTAs); relevant UNICEF Country Office, Regional Office, and Headquarters staff; UNICEF’s implementation partners; external experts; and international and local non-governmental and civil society organisations.

12. As noted in para 5(b) above, the Evaluation Office acknowledges that the present evaluation will take a predominantly upstream focus, in keeping with some interventions’ current stage of implementation as well as the limitations of time and resources, which will not necessarily permit a direct assessment of concrete gains at the level of end beneficiaries (e.g., through achievement tests). As noted in para 5(b), however, outcomes among key upstream beneficiaries (e.g., teachers, administrators, and so on) will be measured. That said, in keeping with stakeholders’ desire to focus on results achieved and the large number of project outputs produced over the course of six years, wherever possible the evaluation will seek to obtain beneficiary-level outcome data through secondary analysis – for example, of achievement data, pre-post promotion and completion rates in schools and districts with varying levels of participation in the programme, and so on. These data, along with further quantitative data generated through formal desk reviews, direct observations, and select surveys, will serve to triangulate perceptual data gleaned through other modalities (e.g., interviews and focus groups) and strengthen the evaluation’s focus on results achieved.

13. The Evaluation Office has determined that, in light of the low literacy rates reported among key beneficiaries in Timor-Leste (e.g., children and youth, parents, community members), the relatively small universe of interlocutors in other stakeholder groups (e.g., ministerial beneficiaries, donors, partners), and the limitations of time and resources, a self-administered survey methodology will not be appropriate for these stakeholder groups. A proctor-administered instrument, on the other hand, will be costly to deploy in light of prevailing time constraints, with compromised reliability of responses offered. Data at these levels will largely be garnered through other modalities (e.g., interviews, focus groups, observational data).

14. The Evaluation Office will thus employ the following combination of qualitative and quantitative data collection methods in conducting this evaluation:

**Formal Desk Review**
- Systematic desk review of key documents (e.g., curricula, presentations, instructional manuals, intervention log frames, project proposals, and so on)
**Primary Data Collection – Interviews or Focus Groups**
- Interviews and/or focus groups with key stakeholder groups, in order to gauge perceptions related to the questions outlined in para 9 above in an open-ended manner

**Primary Data Collection – Surveys**
- Self-administered surveys of teachers and administrators (in Tetun)

**Primary Data Collection – Direct Observation**
- Ad hoc observations of programming staff undertaking interventions with beneficiaries, wherever possible
- Direct observations of key meetings (e.g., National Coordinating Committee, National Curriculum Task Force for Primary Education, EFA-FTI Coordinating Committee, PTA and community meetings, etc.)
- Demonstrations of key work tools developed (e.g., EMIS) and trainings (e.g., SBM, EMIS, teacher trainings on action-oriented learning, child-friendly schools, etc.)

**Primary Data Collection – Mixed-Method**
- As timing and circumstances permit, pre-post quasi-experimental assessments of select interventions being rolled out over the course of the evaluation

**Secondary Analysis of Existing Data**
- Analysis of input, output and outcome data collected by UNICEF and others (both among programme beneficiaries and non-beneficiaries, where possible) to ascertain the effects of key interventions
- Cost-effectiveness analysis of select interventions, in order to assess the units of programme outcomes yielded for each unit of input within a given intervention

15. Figure 2 summarizes the intended strategy for employing these various data collection methods, delineated by the stakeholder groups identified in para 12.

---

93 The Evaluation Office has learned that the current school term will end September 6 and restart in January 2010, rendering the observation of end beneficiaries – i.e., children – improbable for this exercise. The evaluation team should nonetheless endeavour to include direct observation of other beneficiaries – e.g., teachers and administrators trained, parents and community members organized, and so on.
Figure 2: Evaluation of Basic Education and Youth Programming in Timor-Leste – Data Collection Plan

<table>
<thead>
<tr>
<th>Stakeholder Group</th>
<th>Analysis of Existing Data</th>
<th>Formal Desk Review</th>
<th>Surveys</th>
<th>Interviews and Focus Groups</th>
<th>Direct Observation</th>
<th>Mixed Method (e.g., Quasi-Experimental Analyses of Select Interventions)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Teachers and administrators</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>MOE and other relevant RDTL ministerial officials</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Relevant UNICEF staff (Country Office, Regional Office, Headquarters)</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Children and youth (end beneficiaries)</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Parents and community groups</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Implementation partners</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>External experts</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>International and local non-governmental organisations (NGOs) and civil society organisations (CSOs)</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
</tbody>
</table>

Note: Check marks indicate the data collection method(s) most likely to be employed for each stakeholder group.

VII. RESOURCES AND TENTATIVE SCHEDULE

16. **Evaluation Team**: The core evaluation team will be comprised of 2-3 full-time consultants: a Team Leader, charged with ensuring that all project outputs are produced in an acceptable and timely manner and contributing substantially to their production, and 1-2 project associates, tasked with producing project outputs and conducting data collection and analysis. The team will be engaged for a 60 work days each. The team will report to UNICEF’s Senior Evaluation Specialist for humanitarian evaluations at UNICEF Headquarters in New York, who will provide overall guidance to the project and contribute directly to data collection, as necessary.

17. **Assistance Requested of Country and Regional Offices**. In order for the evaluation to be conducted in a timely and acceptable manner, the Evaluation Office will rely on UNICEF’s Country Office in Dili and its Regional and Support Offices in Bangkok for key project supports. These include the establishment of a reference group to comment on project outputs, the consolidation of reference group comments in a timely fashion, assistance in recruiting a project team with the requisite skills and experience for the evaluation, communications with and provision of access to key stakeholder groups, provision of requested materials and information in a timely fashion, logistical and administrative support to the evaluation team, and all appropriate measures to safeguard maximum independence of the exercise. Should key project milestones lapse because of information or assistance not provided in a timely manner from the Country Office or the Regional or Support Offices, the end deadline associated with this project might need to be revised.

18. **Deadline**: The Evaluation Office plans to submit its draft report to UNICEF’s Timor-Leste Country Office by 18 December 2009. Meanwhile, in light of exigent decision-making needs on the ground, the evaluation team will be expected to produce and present an interim summary of key
findings and recommendations arising from data collection – in the form of an aide memoire – immediately following the data collection mission on 16 October.

19. **Tentative Schedule:** Figure 3 provides an overview of the expected timeline and main milestones of this evaluation.

**Figure 3: Evaluation of Basic Education and Youth Programming in Timor-Leste – Estimated Project Timeline**

<table>
<thead>
<tr>
<th>Task</th>
<th>Start</th>
<th>Finish</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>PLANNING</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Draft and finalize Terms of Reference</td>
<td>13 August</td>
<td>28 August</td>
</tr>
<tr>
<td>Recruit evaluation team</td>
<td>19 August</td>
<td>10 September</td>
</tr>
<tr>
<td>Conduct preliminary desk review, develop field data collection instruments</td>
<td>14 September</td>
<td>25 September</td>
</tr>
<tr>
<td><strong>DATA COLLECTION</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Conduct data collection mission (interviews, observations, surveys)</td>
<td>28 September</td>
<td>16 October</td>
</tr>
<tr>
<td>Presentation of aide memoire on key findings and recommendations</td>
<td>September</td>
<td>16 October</td>
</tr>
<tr>
<td><strong>DATA ANALYSIS AND REPORTING</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Conduct data analysis</td>
<td>19 October</td>
<td>30 October</td>
</tr>
<tr>
<td>Draft report and submit to UNICEF HQ for review</td>
<td>2 November</td>
<td>27 November</td>
</tr>
<tr>
<td>Submit draft report to UNICEF Country Office</td>
<td></td>
<td>18 December</td>
</tr>
</tbody>
</table>

20. **Resource Requirements:** The budget for this evaluation, based upon the foregoing assumptions surrounding the team constellation, project scope and methodology, and timeline, is to be determined.

**VIII. COMMUNICATIONS STRATEGY**

21. **Audiences:** The Evaluation Office foresees the primary audience of this report as being comprised of UNICEF management, in particular UNICEF’s Timor-Leste Country Office. Further audiences include the MOE and other relevant ministries, the programme’s donors, education administrators, teachers, UNICEF’s implementation partners, other UNICEF units and country offices’ engaged in education programming in transitional settings, and other domestic stakeholders focusing on education (e.g., community-based organizations, parent-teacher associations).

22. **Reference Group Review:** With a view to fostering a collaborative, participatory approach to this exercise, the Evaluation Office will share key documents associated with the evaluation (e.g., this terms of reference, select data collection instruments, the initial draft report) with a reference group of key stakeholders identified by UNICEF’s Timor-Leste Country Office. However, in order to safeguard the independence of the exercise, the Evaluation Office will exercise final judgment on whether and how it will address individual comments. It will do so in a transparent manner, with an explanation behind its rationale to be shared openly with members of the reference group.

23. **Risks and Challenges:** The Evaluation Office has considered potential risks impinging on the exercise and those emanating from it. In addition to constraints of time and resources, the Evaluation Office foresees potential risk of further upsurges in unrest as constraining its ability to conduct the evaluation in an effective, efficient and timely fashion. In addition, the Evaluation Office sees potential risk in the current gaps in beneficiary-level outcome data; the Evaluation Office is not yet certain of exactly what data UNICEF and other stakeholders (e.g., school administrators, the MOE) have collected when, how, and among whom. Further challenges will include recruiting an evaluation team that embodies both the methodological and project skills
required, as well as the requisite cultural conversancy and language skills within the timeframe envisioned by stakeholders on the ground. Finally, the Evaluation Office foresees risk in the programme’s size, breadth and complexity, which pose challenges to the successful completion of this exercise within the allotted time frame. Accordingly, on all these fronts it will be essential for UNICEF’s Timor-Leste Country Office to act as intermediary on an on-going basis, ensuring that all appropriate assistance outlined in para 18 takes place in a timely manner. With respect to potential risks emanating from the project, the Evaluation Office foresees some risk to the relationship between UNICEF’s Timor-Leste Country Office and its donors and the RDTL resulting from critical findings arising in the conduct of the evaluation. The Evaluation Office will make every effort to take all of these risks into account throughout the evaluation.
# Annex 2: School-Level Sample for Evaluation of UNICEF Programme in Timor-Leste

<table>
<thead>
<tr>
<th>District</th>
<th>Sub-District 1</th>
<th>School 1</th>
<th>School 2</th>
<th>School 3</th>
<th>School 4</th>
<th>Substitute School</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>(CFS clusters only)</td>
<td></td>
<td>(in sub-district Aileu)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>(CFS and non-CFS clusters)</td>
<td></td>
<td></td>
<td>Elcona</td>
<td></td>
<td>EP Waibobo</td>
</tr>
<tr>
<td></td>
<td>Atauro</td>
<td>EP Bibessi/Nibin</td>
<td>EP Osso L Meta</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Passabe</td>
<td>EP Liaruca</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Ossu</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Uatu Carrobau</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Annex 3: Final Aide Memoire

Debrief on Methods and Preliminary Issues to Date
AIR Evaluation of UNICEF’s Programme
October 15, 2009
[Finalized and Resubmitted– November 10, 2009]

I. EVALUATION OBJECTIVES

- UNICEF’s Evaluation Office in New York contracted the American Institutes for Research (AIR), to conduct an independent summative evaluation of the UNICEF Office’s work in the area of basic education and youth literacy, life skills and participation in Timor-Leste
- The primary objectives of UNICEF’s Education Programme, “From Emergency Responses to Sustainable Development for Children and Adolescents in Timor-Leste, are to:
  1. assist in development of a high-quality basic education system through curriculum development and reform, systematic capacity-building efforts at all levels, including resource gap filling;
  2. assist in advancing the RDTL Government’s goal of universal access to education for all Timorese children through institutional capacity building and modernization of education management and information systems to address barriers to access; and
  3. build the capacities of youth through programmes targeting literacy, life skills and participation.
- Thus, the objectives of this evaluation are to determine:
  1. the relevance, appropriateness and coherence of the UNICEF’s Timor-Leste office’s programme;
  2. the effectiveness and impact of the programme in relation to its objectives;
  3. the efficiency with which its project outputs and activities have been delivered;
  4. their connectedness to those produced by other actors; and
  5. the programme’s sustainability.

A. Primary Data Collection Activities at the National Level – To Be Completed in October 2009

- To inform our understanding of the resources available to and challenges faced by staff in implementing and managing these sub-projects, national-level interviews have included:
  - representatives from the Ministry of Education and other government officials as appropriate (n=11);
  - advocacy groups, implementing partners and other donors working on behalf of issues germane to populations served by UNICEF’s programme (n=8); and
  - UNICEF’s Country Office, UNICEF’s Regional Office and Headquarters/NY (n=13).

B. Primary Data Collection Activities at the District, Subdistrict and School Levels – To Be Completed by INSIGHT in October 2009

  1. Sampling Strategy at the District, Subdistrict and School Levels

- AIR worked closely with UNICEF to ensure that the districts, sub-districts and communities selected for inclusion in the evaluation represent:
  - the depth and breadth of UNICEF’s education programming;
  - diversity of beneficiaries (e.g. including projects that target a range of stakeholders);
  - sustainability (e.g. those projects that were designed for scale-up versus those that were designed to effect immediate change in beneficiaries); and
  - geographic, linguistic and religious variation within Timor-Leste.
- Five districts were selected according to these criteria: Aileu, Bobonaro, Dili, Oecussi, and Viqueque
  - Within each district, two sub-districts were randomly selected
  - Within each sub-district, 4 schools or school catchment areas were randomly selected to participate in the evaluation
A fifth school was also randomly selected to serve as a substitute school.

Data collection activities will include individual interviews with district and sub-district officials and school directors; focus groups with children, youth, teachers, parents and community members.

When possible, data collectors will also conduct direct observations of teacher training activities ongoing in the districts.

C. Secondary Data Collection Activities – To Be Completed in October 2009

- Analysis of key project outputs will form the basis for our independent judgment of whether the interventions are effective, a necessary and sufficient set of what is needed in an education system in a transitional setting, etc.
- In this evaluation, AIR will conduct a desk review of key documents provided by UNICEF (700+), as well as those gathered during the course of the evaluation.
  - Secondary data analysis of key educational indicators (e.g. enrollment, attendance, academic achievement) for pupil beneficiaries will not be possible for this evaluation. (EMIS to complete first draft of Statistical Yearbook in December, 2009)
  - In addition, AIR will also review existing monitoring and evaluation data on current and past sub-projects, to the extent that such data are available.

II. CAVEATS TO PRELIMINARY FINDINGS AND RECOMMENDATIONS

- These findings are preliminary in nature and have not been systematically analyzed alongside documentation gathered for the desk review.
- These preliminary findings also do not represent the perceptions of school-level stakeholders, such as children and youth, parents, teachers, school directors, and administrative officials at the sub-district and district levels.
- Further, national-level interviews are not yet complete: stakeholders from UNICEF HQ and Regional Offices, as well as some external experts involved in UNICEF’s education programmes, will be interviewed in the coming weeks.
- These findings may change as the evaluation team begins secondary data analyses and process data gathered by INSIGHT at the school level.

III. PRELIMINARY FINDINGS

A. Scope, Alignment and Effectiveness of UNICEF’s Education Programmes

- UNICEF TL has a unique role positioned outside the MOE. In the years immediately following the independence referendum, UNICEF was perceived as an “independent Ministry” by four stakeholders interviewed thus far. These stakeholders note that their current perception of UNICEF is as a collaborative and transparent partner with other donors.
- Stakeholders provided several examples of ways in which UNICEF’s activities aligned with the MOE’s goals:
  - UNICEF developed a Strategic Plan and annual action plans together with the MOE;
  - UNICEF developed a partnership with the MOE to begin efforts to reach more remote and rural districts;
  - UNICEF focused on emergency education and school rehabilitation during the crisis; and
  - UNICEF is working in parallel with a number of ministries (i.e., Ministry of Education, Secretary of State for Youth and Sport) on their goals for logistics, supply distribution and management, curriculum development, EMIS data gathering and analysis, and implementation of youth and life-skills education programmes.
    - With EMIS in particular, the Ministry is now gaining the ability to gather and report comprehensive, reliable educational data. UNICEF is working closely with EMIS to create a statistical yearbook, the first of its kind in Timor-Leste, by the end of this year. The hope is that UNICEF is creating a system that will provide valid data for evidence-based policy planning purposes.
EMIS data for 2007-2008 are currently available. The consultant to the MOE confirmed that UNICEF can use data for 2007. Data entry for data from 2008 was completed on October 2, 2009 and is also available.

- UNICEF is advocating for re-launching of an early childhood education working group with other NGOs and MOE, as well as appointment of an ECE counterpart within the MOE.
- In addition, UNICEF is focused on developing, piloting and instituting an innovative, child-centered pedagogical model (Eskola Foun), in the basic education cycle, modeled on UNICEF’s Child Friendly Schools, the Escuela Nueva and the Child to Child approach. With this programme, UNICEF is working closely with the MOE to adapt “a foreign concept” (according to some stakeholders interviewed by AIR) to the local context (e.g. identifying a new name for the model in Timor-Leste, a new logo, and revising materials to suit Timorese teachers’ capacities).

B. Emergency Education

- When asked about UNICEF’s programming in Timor-Leste, few stakeholders were able to comment on UNICEF’s activities during the 2006 emergency.
  - Activities subsumed within emergency education include: training for staff who worked in IDP camps; education programming (i.e., “school in a box”) for children in IDP camps; school rehabilitation, including re-roofing; and backpack distribution.
  - Some stakeholders reported that parents were happy to have a safe space for children to learn and that the children themselves appeared to feel secure.
  - Backpacks were distributed to both pupils and teachers based on existing EMIS data.
  - According to UNICEF Country Office staff, UNICEF is heavily involved in rolling out a cluster approach that focuses on preparedness and generating a “regional response” strategy, in collaboration with the MOE. UNICEF’s focus is also on construction and continuation of support to schools affected by disasters (e.g., floods, storms, etc.).

C. Community Participation

- When asked about UNICEF’s programming in Timor-Leste, few stakeholders were able to comment on UNICEF’s community participation activities (e.g., Parent Teacher Association (PTA) trainings, School-Based Management (SBM) trainings).
  - Comments did not indicate that these were very successful programmes.
  - A lack of sustainability in these programmes resulted from a lack of continued support, ongoing outreach and poorly adapted materials that were too technical and not usable for school staff and parents (and that many parents were illiterate).
  - UNICEF Country Office staff have stated that they realized that these materials were too advanced/high level for stakeholders and have drafted new manuals that are simpler in content (employing pictures and stories).
  - Further, a Timor-Leste-based videographer, Max Stahl, was also engaged by UNICEF TL to produce a documentary film about the Child to Child trainings and programme, including the type and intensity of parent and community involvement in this programme.

D. Eskola Foun and Teacher Training Programmes

- Across interviews with UNICEF programme staff, the general perception is that principles underlying Eskola Foun are also well-aligned with the common principles of UNICEF. According to interviews conducted by AIR, this project is a source of pride for many UNICEF staff and inspiration for those outside UNICEF.
  - Stakeholders rate UNICEF teacher training programmes that focus on child-centered learning highly and as an essential need in Timor-Leste.
  - This is due in part to the presence of teaching and learning materials that are usable and at a level teachers can understand.
  - UNICEF’s approach with the Eskola Foun Initiative is to create demonstration schools that serve as models in child-centered teaching and learning practices for neighboring schools and communities.
Mixed opinion on this among stakeholders - while some stakeholders do not support UNICEF’s approach to focus on fewer schools versus a national approach, others understand the value behind it (e.g., creating schools where you can take teachers, pupils and parents to show how effective these practices can be when done well)

- Stakeholders within the MOE have demonstrated an understanding and acceptance of child-centered teaching principles, but struggle with how to articulate and implement policies that incorporate child-centered teaching principles
  - The MOE is now working closely with UNICEF to implement a national intensive teacher training programme (key components of which are Math, Portuguese and General Knowledge) UNICEF has provided training to 130 national trainers and has sought to incorporate the Eskola Foun principles of child centeredness and active learning into the training of trainers. Similarly, the guides produced by UNICEF and Escuela Nueva for the training has endeavored to incorporate more learner-centred approaches as reflected in the Eskola Foun model.
  - However, stakeholders have consistently reported their concern on the alignment and relevance of Eskola Foun principles with the current MOE TOT activity

### E. Development and Implementation of Primary Curriculum

- UNICEF has been essential in facilitating and supporting the development of the Grade 1–6 curriculum
  - The curriculum has been approved by the MOE; in addition, stakeholders have reported that all teachers in all schools in Timor-Leste have received the curriculum; UNICEF and the MOE continue to collaborate in the development of the curriculum for Grades 7-9 continues
  - UNICEF’s accomplishments in this arena are in spite of a challenging working relationship with the partnering university and vacancies within the MOE
  - However, some stakeholders reported that teachers are confused by the curricula, do not create lesson plans or use textbooks routinely and that a closer collaboration with school inspectors is needed to monitor implementation of the curriculum
  - Some stakeholders, including teachers, have expressed they struggle to implement the curriculum effectively because of a lack of teaching and learning materials (including guidebooks) connected to the curriculum
  - Monitoring & evaluation of the effectiveness of the new curriculum and its connections to active teaching has not yet been explored; further, AIR was not able to observe implementation of the primary curriculum in classrooms due to the school holiday
  - UNICEF acknowledges that there is a lack of teaching and learning materials, such as textbooks. For several subjects the materials are non-existent as the purchase of textbooks has taken a long time. After materials are delivered to Timor, they are often held at the harbor for weeks and months. However, there is a framework (teacher guides) with an orientation to all of the teachers. This framework did include an orientation to lesson planning and how to creatively use whatever materials teachers do have access to. The teacher training for lesson planning was held in 2008.
  - In relation to AIR’s comment about school inspectors and a continued need for M&E of effectiveness of the new curriculum, the MOE is in the process of developing a strategic plan to 2015 and one of the strands of that plan is looking at the quality of teaching and there is a plan to evaluate the curriculum using school inspectors. After the initial training, there was a national monitoring effort by the Curriculum Directorate (in 2007 and 2008). The Director is no longer with the curriculum division, however.
F. Life-Skills Based Education
- UNICEF, in partnership with other NGOs such as Alola Foundation, has developed a model for a life-skills based education programme and provided support for subsequent trainings of trainers (including transportation and per diem)
  o To date, UNICEF reports that over 1,000 pupils have participated in life skills based workshops
  o UNICEF and its partners have taken care to ensure gender equity among participants
  o Stakeholders described these trainings as effective for the most part; however, some trainers reported they did not receive training on all components of the life skills curriculum and did not feel comfortable using those modules
  o Pupils reported that most modules were relevant to their lives (e.g., I love myself focused on self-esteem and thoughtful processes for decision making; lessons on the human body)
  o UNICEF TL commented that during the training of master trainers, all life skills modules were included and UNICEF TL conducts intensive monitoring to ensure this is the case. The issue of missing training on certain modules may be related to subsequent peer trainings. Also, this year UNICEF TL has developed two additional modules on peace building and parenting. Next year, these modules will be pre-tested among youth and translated into Tetun.
  o Finally, UNICEF TL commented that life skills and work/livelihoods trainings are now included in the curriculum for Grades 7-9. UNICEF TL and their partners are taking an active role in participating in a working group on this issue.

G. Youth-Focused Programming
- UNICEF, in joint partnership with the ILO, has supported literacy for 2200 beneficiaries in 2009 through the Youth Employment Programme (YEP)
  o UNICEF’s contribution to this programme was the printing of materials
  o Stakeholders requested greater collaboration on future monitoring and evaluation efforts with UNICEF
- Further, UNICEF also played a key role in establishment of the Youth Parliament and formation of a national youth policy
  Policy discussions started in 2005; while stakeholders reported that the work took longer than expected, these individuals also described their relationship with UNICEF during this time as a positive collaborative partnership. UNICEF has responded by stating that the development of the youth policy in Timor-Leste is “undoubtedly one of the most rapid” policy development processes “within the region.” Moreover, this process elevated the status of youth issues within the country, previously not a priority of the RDTL Government, an important accomplishment considering the number and percentage of youth in the country.

H. Bilingual Education
- In 2006, Portuguese was identified as the national language of instruction, while Tetun was identified as an acceptable language of instruction for Grades 1 and 2
- UNICEF has played a role in focusing the discussion around bi-lingual education and helped to clarify the MOE’s understanding of the issue, providing the basis for a more child-focused response to this complex challenge
- The RDTL Government’s current language policy, Tetun as the primary language for early grade instruction with the increasing use of Portuguese in later grades, reflects a more thorough understanding of how language affects pupil achievement.

IV. INTERNAL AND EXTERNAL CHALLENGES TO IMPLEMENTATION OF EDUCATION PROGRAMMES IN TIMOR-LESTE

Internal and external factors adversely affected implementation rates and project coherence, including problems with capacity-building efforts within the Ministry, difficulties in continuity of relationships formed with key partners within Ministry.
• UNICEF was complimented several times on their flexibility and persistence in response to these barriers, as well as for their efforts to maintain open communication channels, welcoming of critical feedback and for a transparent desire for partnership with other NGOs and donors

• UNICEF has been credited with “starting from zero” in a rather barren landscape, with an educational system that was “absolutely decapitated” (e.g., wherein teachers and Ministry staff lacked even minimal capacities, burned or dilapidated school structures, and an antiquated curriculum)

• UNICEF Education staff have also been referred to by some development partners as “good people in the middle of a wasteland trying to help”

• Duration of appointments for UNICEF staff and/or long recruitment processes within UNICEF to fill open positions has been cited as internal challenges to coherent and effective implementation
  - In addition, internal turnover stop-gapped with temporary fixed-term (TFT) appointments, disrupted flow of projects in some cases but not others;
  - A lack of common message, use of various project names, and mid-stream shifts within UNICEF’s programmes have led to confusion amongst stakeholders about the specific goals of UNICEF programmes; and
  - Language barriers between UNICEF staff and Ministry officials highlight the importance when possible of hiring staff who speak at least one of the local languages.
  - UNICEF TL staff commented that the recruitment process is not the problem and can be quick if you can identify qualified candidates. There are many international entities (e.g. the private sector, bilateral, NGOs and UN agencies) in Timor-Leste competing for a limited pool of talented national Timorese candidates.

• Administrative (bureaucratic) burden placed on staff and consultants might adversely affect project effectiveness and implementation

• External consultants often provide key technical support for project design and implementation to UNICEF programme staff (some interviewees wished UNICEF relied more on Timorese for technical assistance, but others cited the lack of local capacity as a critical barrier to increasing the role of Timorese in technical assistance)
  - Both Ministry officials and other development partners admit that when external advisors are hired to support policy and planning development, the advisors sometimes write the plans/policies with minimal feedback from the staff themselves, which can result in a lack of ownership/understanding and slows capacity development at the local level.

• Other external challenges to fluid and effective implementation of educational programmes for UNICEF include: capacity gaps within the ministries, highly centralized and politicized nature of this and past governments of Timor-Leste, absence of a clear national counterpart within ministries; and ministers’ desire for rapid project development and implementation which often conflicts with on-the-ground realities
  - This last point puts UNICEF in a uniquely challenging position as it is required to quickly develop and implement high-quality programming but also try to caution/advise the Minister and Ministry Officials on why a slower pace may be more effective and successful in the long run
  - Ministry officials consistently described the need for more training in both basic management techniques and educational concepts, as well as training specifically related to their job description (i.e., EMIS staff receiving training on basic data analysis and presentation)

• Another external challenge includes the presence of hundreds of NGOs and international development partners in Timor-Leste, each with competing agendas that can cause confusion among stakeholders, or advisors with agendas that may be contrary to UNICEF's goals

• However, UNICEF was criticized for not coordinating effectively or allowing partners to play fully equal roles in design and implementation of educational programming and working groups in the past
  - Almost all who mentioned this point immediately commended the high quality of UNICEF’s current collaboration and coordination
o 3 individuals also stated that UNICEF’s emphasis should be on the MOE coordinating educational programming, such as teacher trainings, and suggested that UNICEF often takes control
o However, this is something that all implementing partners struggle with in Timor-Leste and those that mentioned coordination or control as issues also acknowledged that UNICEF visibly prioritizes building relationships with and capacity within the Ministry
• Finally, other NGOs and Ministry officials have stated that they wish to reach an agreement on a standard, national Daily Subsistence Allowance (DSA) policy. The differences in stipends provided by various NGOs in Timor-Leste has caused some conflict, leading some staff/participants to focus less on programmatic goals and more on financial equity.
  o Further, there is a concern that providing stipends now will reduce the likelihood that stakeholders will want to participate in trainings where stipends are not available.

V. WHAT IS MISSING FROM UNICEF’S CURRENT EDUCATION PORTFOLIO?
• Four stakeholders reported that UNICEF’s only omission may be concentrating support in certain districts rather than focusing nationally, or on more remote and rural districts
• One stakeholder suggested that UNICEF programmes broaden their focus on inclusiveness beyond the traditional definition of the physically disabled, to include services for those children and youth with cognitive, behavioral and emotional disabilities
• Three stakeholders mentioned that the teaching and learning of science and mathematics are gaps to which few stakeholders have adequately responded
  o In addition, one stakeholder mentioned vocational education as a gap
• Many stakeholders, including at least four Ministry officials, mentioned a need for targeted capacity-building activities from UNICEF that better prepare them to effectively complete their specific duties. These stakeholders described receiving either “one-off trainings” or capacity-building activities that were not directly aligned with their job descriptions or responsibilities.
• At the debrief, UNICEF TL commented that the World Bank/Fast Track Initiative is concentrating on remote and rural small/micro schools, which is why UNICEF TL has not focused on these schools. Also, UNICEF TL staff believed that many of these issues are beyond their mandate, further clarifying that a “focused and deepened approach will be more valuable in the long-run.”

VI. PRELIMINARY RECOMMENDATIONS
• Increase focus on monitoring and evaluation (M&E) of education programmes
  o As an example, short surveys or informal focus groups conducted by UNICEF or the trainers on teachers’ satisfaction with the training structure, materials and planned follow-up support over the next few weeks may be useful
  o Logistics and supply distribution is a second area where increased monitoring could benefit UNICEF
  o More broadly, M&E can help UNICEF to design capacity-building activities, such as trainings, that are relevant and effective for Ministry staff and also improve internal integration of programmes
  o Continuous M&E can also support internal sharing of lessons learned, facilitate a more collaborative work environment, and increase alignment of content and best practices from each project
• Provide, in every programme and activity, continuing and intensive mentoring and support at all levels. In a country that is building its educational system from the ground up, this is an essential form of support. Discrete “one-off” trainings cannot provide the level of support and feedback that MOE officials, teachers, teacher trainers, school directors, or community members need to improve teaching and learning outcomes in Timor-Leste.
• Increase coordination between and within the MOE and other relevant Ministries (i.e., Non-Formal Education and Youth and Sport) to leverage and enhance synergies. As a group with such a wide umbrella of activities, UNICEF is well placed to facilitate this
  o As one example, there are plans to initiate a Youth Policy Working Group, facilitated by UNICEF
• UNICEF TL staff noted the challenges of conducting M&E, including the technical and financial resources that are required, but also recognized the importance of M&E and are making efforts to improve their data gathering strategies. However, there is also resistance among Ministry officials to permit M&E of MOE-sponsored activities, such as teacher trainings.

VII. NEXT STEPS
• School-level data collection activities will be conducted by INSIGHT over the next 3 weeks (begun October 11, 2009)
• Summaries (in Tetun) of focus group and interview data, as well as live observations of teacher trainings, will be provided to Hector Hill, our translator, who will then provide AIR with an analytic report summarizing key findings by late October94
• Concurrent to these activities, AIR will conduct a desk study of the 600+ documents both provided by UNICEF and gathered by the evaluation team during the field visit
• AIR will submit a draft report, synthesizing findings from national and school-level data collection, as well as from the desk study of key documentation, to UNICEF NY’s Evaluation Office by November 27, 2009
• AIR will submit a revised and final report to UNICEF on December 18, 2009
• The evaluation team welcomes questions and feedback from the reference group!

Addendum to Aide Memoire (October 29, 2009)
1. UNICEF TL staff commented that the current teacher training programme was designed by the MOE and UNICEF was requested to support it. There have been quite a few changes in the intensive teacher training agenda and so the extent of UNICEF’s support has increased substantially. For example, one reference group member mentioned that the MOE needed to provide 10,000 copies of materials for the teacher training. UNICEF has recently reported that it covered the costs associated with the production of manuals and learning guides for all 10,000 teachers. The MOE has also now asked UNICEF to assist in developing the final teacher assessment.
2. One programme has been omitted from this debrief - the development of the primary school equivalency programme that targets all young people and adults who wish to take the primary school curriculum in their adult years. This programme is now in 65 subdistricts – level 1 covers Grade 1-2. There is now a pilot for level 2 which covers Grades 3-4 and next year the pilot for Grades 5-6 will be conducted. The Ministerial “home” for this programme has shifted from non-formal education to the Curriculum Directorate.
3. UNICEF has contributed a lot to sector coordination and it will be important to explore this in the final report.
4. UNICEF staff thanked AIR for the work that was completed and for a rich and open discussion. Staff also requested that it is important to have recommendations on project effectiveness, coherence and relevance and not concentrate on one domain, and the final recommendations in the report should include recommendations on project effectiveness, coherence and relevance and not concentrate on one domain. Recommendations should also focus on M&E and inclusion of children and community voices.
5. SIDA requested that the final report compare the outputs and progress of projects against the original objectives specified in the proposals.

94 Note: these data were submitted by INSIGHT on November 8, 2009.

Programme Expenditure UNICEF Education Section (as of Oct. 15 2009)

<table>
<thead>
<tr>
<th>Programme Ref</th>
<th>Project Ref</th>
<th>Allotment Year</th>
<th>Cash</th>
<th>Contract</th>
<th>Supply</th>
<th>Travel</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Education Programme</td>
<td>100 School Clusters</td>
<td>06-07</td>
<td>196,827.35</td>
<td>48,523.81</td>
<td>30,006.24</td>
<td>13,028.81</td>
<td>288,386.21</td>
</tr>
<tr>
<td>Basic Education</td>
<td></td>
<td>03-05</td>
<td>1,121,093.87</td>
<td>866,027.49</td>
<td>653,432.71</td>
<td>170,788.69</td>
<td>2,811,342.76</td>
</tr>
<tr>
<td>Child Friendly Schools</td>
<td>08-09</td>
<td>405,028.91</td>
<td>282,338.32</td>
<td>72,545.21</td>
<td>21,621.58</td>
<td>781,534.02</td>
<td></td>
</tr>
<tr>
<td>Community Education</td>
<td>2005</td>
<td>15,467.35</td>
<td>63,350.00</td>
<td>77,202.45</td>
<td>5,307.31</td>
<td>161,327.11</td>
<td></td>
</tr>
<tr>
<td>Curriculum</td>
<td></td>
<td>06-09</td>
<td>619,062.46</td>
<td>433,878.99</td>
<td>153,490.47</td>
<td>25,556.02</td>
<td>1,231,987.94</td>
</tr>
<tr>
<td>Education Policy and Planning</td>
<td>06-08</td>
<td>252,136.63</td>
<td>152,037.26</td>
<td>34,333.60</td>
<td>56,290.36</td>
<td>494,797.85</td>
<td></td>
</tr>
<tr>
<td>Education Emergency Response</td>
<td>06-07</td>
<td>960.00</td>
<td>13,000.00</td>
<td>0.00</td>
<td>42,327.89</td>
<td>56,287.89</td>
<td></td>
</tr>
<tr>
<td>Innovation and Policy Support</td>
<td>2009</td>
<td>25,057.21</td>
<td>4,500.00</td>
<td>28,133.57</td>
<td>1,090.00</td>
<td>58,780.78</td>
<td></td>
</tr>
<tr>
<td>Youth Policy and Participation</td>
<td>2009</td>
<td>0.00</td>
<td>33,448.00</td>
<td>0.00</td>
<td>8,183.86</td>
<td>41,631.86</td>
<td></td>
</tr>
<tr>
<td>Adolescents and Participation</td>
<td>06-09</td>
<td>458,363.17</td>
<td>27,370.00</td>
<td>305,370.73</td>
<td>31,547.47</td>
<td>822,651.37</td>
<td></td>
</tr>
<tr>
<td>HIV/AIDS Prevention</td>
<td>05-07</td>
<td>72,346.66</td>
<td>56,253.00</td>
<td>21,130.90</td>
<td>21,673.87</td>
<td>171,404.43</td>
<td></td>
</tr>
<tr>
<td>Communication &amp; Child Rights</td>
<td>06,08</td>
<td>16,354.80</td>
<td>0.00</td>
<td>16,000.00</td>
<td>0.00</td>
<td>32,354.80</td>
<td></td>
</tr>
<tr>
<td>Protection from Violence, Abuse and Exploitation</td>
<td>2006</td>
<td>17,999.70</td>
<td>0.00</td>
<td>0.00</td>
<td>17,999.70</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total Programme Expenditure</td>
<td>03-09.10.15</td>
<td>3,182,698.41</td>
<td>1,998,726.57</td>
<td>1,391,645.88</td>
<td>397,415.86</td>
<td>6,970,486.72</td>
<td></td>
</tr>
<tr>
<td>Programme Support</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>2,528,220.35</td>
</tr>
<tr>
<td>Total Programme Expenditure (as of Oct. 15 2009)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>9,498,707.07</td>
</tr>
<tr>
<td>Total Programme Allocation</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>11,443,104.80</td>
</tr>
</tbody>
</table>

Programme support share: 26.62%
Expenditure rate: 83.01%
<table>
<thead>
<tr>
<th>Programme Ref</th>
<th>Project Ref</th>
<th>Allotment Year</th>
<th>Cash</th>
<th>Contract</th>
<th>Supply</th>
<th>Travel</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Education Programme</td>
<td>100 School Clusters</td>
<td>06-07</td>
<td>27</td>
<td>3</td>
<td>1</td>
<td>63</td>
<td>94</td>
</tr>
<tr>
<td></td>
<td>Basic Education</td>
<td>03-05</td>
<td>183</td>
<td>43</td>
<td>31</td>
<td>326</td>
<td>583</td>
</tr>
<tr>
<td></td>
<td>Child Friendly Schools</td>
<td>08-09</td>
<td>36</td>
<td>14</td>
<td>12</td>
<td>129</td>
<td>191</td>
</tr>
<tr>
<td></td>
<td>Community Education</td>
<td>2005</td>
<td>14</td>
<td>3</td>
<td>6</td>
<td>13</td>
<td>36</td>
</tr>
<tr>
<td></td>
<td>Curriculum</td>
<td>06-09</td>
<td>47</td>
<td>15</td>
<td>23</td>
<td>44</td>
<td>129</td>
</tr>
<tr>
<td></td>
<td>Education Policy and Planning</td>
<td>06-08</td>
<td>43</td>
<td>9</td>
<td>10</td>
<td>30</td>
<td>92</td>
</tr>
<tr>
<td></td>
<td>Education Emergency Response</td>
<td>06-07</td>
<td>1</td>
<td>2</td>
<td>2</td>
<td>0</td>
<td>5</td>
</tr>
<tr>
<td></td>
<td>Innovation and Policy Support</td>
<td>2009</td>
<td>10</td>
<td>1</td>
<td>4</td>
<td>15</td>
<td>30</td>
</tr>
<tr>
<td>AYP programme</td>
<td>Youth Policy and Participation</td>
<td>2009</td>
<td>0</td>
<td>1</td>
<td>0</td>
<td>6</td>
<td>7</td>
</tr>
<tr>
<td></td>
<td>Adolescents and Participation</td>
<td>06-09</td>
<td>90</td>
<td>9</td>
<td>16</td>
<td>75</td>
<td>190</td>
</tr>
<tr>
<td></td>
<td>HIV/AIDS Prevention</td>
<td>05-07</td>
<td>14</td>
<td>10</td>
<td>4</td>
<td>29</td>
<td>57</td>
</tr>
<tr>
<td>Others</td>
<td>Communication &amp; Child Rights</td>
<td>06,08</td>
<td>3</td>
<td>0</td>
<td>2</td>
<td>0</td>
<td>5</td>
</tr>
<tr>
<td></td>
<td>Protection from Violence, Abuse and Exploitation</td>
<td>2006</td>
<td>0</td>
<td>1</td>
<td>0</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td><strong>Total No. of programme activities(requisitions)</strong></td>
<td></td>
<td></td>
<td>468</td>
<td>111</td>
<td>111</td>
<td>730</td>
<td>1420</td>
</tr>
<tr>
<td><strong>Unit cost</strong></td>
<td></td>
<td></td>
<td>6,800.64</td>
<td>18,006.55</td>
<td>12,537.35</td>
<td>544.41</td>
<td>4,908.79</td>
</tr>
</tbody>
</table>
Annex 5: Final Indicator Matrix

a. Relevance/Appropriateness

- How closely aligned are the basic education and adolescent/youth literacy, life skills and participation programmes with relevant planning and policy frameworks of the RDTL and international conventions, treaties and other agreements to which it is a party?
- How appropriate have the UNICEF common principles (e.g., Convention on the Rights of the Child, the Core Commitments for Children in Emergencies) promoted through the programme been in light of local conditions and needs?

<table>
<thead>
<tr>
<th>Relevant Programme Outputs</th>
<th>Relevant Outcomes</th>
<th>Indicators</th>
<th>Data Sources</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Curricula</td>
<td>• Programme outputs are consistent with key RDTL documents, international documents to which the RDTL is a signatory, and relevant UNICEF documents</td>
<td>• UNICEF’s interventions are closely aligned with the social, economic, political and security priorities of Timor-Leste as it emerges from violence and proceeds on the transitional path of peace-building and development.</td>
<td>• Desk review of key documents (through inclusion of alignment-related items in desk review instrument)</td>
</tr>
<tr>
<td>• Supporting manuals</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Education policy</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Training materials (presentations, booklets, etc.)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Concept papers and other guidance materials on key programmes (e.g., ECE, emergency education, EMIS, etc.)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• RDTL Constitution</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• RDTL Strategic Plan</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Convention on the Rights of the Child and its Optional Protocol</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Other documents, as relevant</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Programme outputs are consistent with key RDTL documents, international documents to which the RDTL is a signatory, and relevant UNICEF documents</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• UNICEF’s interventions are closely aligned with the social, economic, political and security priorities of Timor-Leste as it emerges from violence and proceeds on the transitional path of peace-building and development.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• UNICEF has a good relationship with relevant Ministries (e.g., MOE and SSYS) and there is good collaboration between the two organizations.</td>
<td></td>
<td></td>
<td>• Interviews/focus groups (by inclusion of alignment-related questions in stakeholder interview and focus group protocols)</td>
</tr>
</tbody>
</table>

Desk review of key documents (through inclusion of alignment-related items in desk review instrument)
- How closely linked are the specific interventions chosen with the full scope and scale of beneficiaries' needs in Timor-Leste, both generally and in terms of its status as a post-conflict setting?
- How closely aligned are the interventions with the social, economic, political and security priorities of Timor-Leste as it emerges from violence and proceeds on the transitional path of peace-building and development?

<table>
<thead>
<tr>
<th>Relevant Programme Outputs</th>
<th>Relevant Outcomes</th>
<th>Indicators</th>
<th>Data Sources</th>
</tr>
</thead>
<tbody>
<tr>
<td>Needs assessments generated in direct connection with the programme</td>
<td>Programme outputs are consistent with the social, economic, political and security needs of TL identified in key needs assessments</td>
<td>Parity between the objectives (and means to achieving these objectives) and the most critical needs/gaps identified in key needs assessments</td>
<td>Desk review of key documents (through inclusion of alignment-related items in desk review instrument)</td>
</tr>
<tr>
<td>Other needs assessments not generated in direct connection with the programme but having a bearing on the development of a basic education system and youth literacy, life skills and participation in TL</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Curricula</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Supporting manuals</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Education policy</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Training materials (presentations, booklets, etc.)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Concept papers and other guidance materials on key programmes (e.g., ECE, emergency education, EMIS, etc.)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Programme outputs are consistent with the social, economic, political and security needs expressed by end beneficiaries, parents, community leaders, local NGOs, teachers, administrators and other stakeholders as appropriate</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Programme outputs are aligned with beneficiaries' needs and the social, political, economic and security needs of Timor-Leste</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Degree of key stakeholder sentiment that programme outputs are aligned with beneficiaries' needs and the social, political, economic and security needs of Timor-Leste</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Interviews/focus groups (by inclusion of relevance-related questions in stakeholder interview and focus group protocols)</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
b. **Coherence**

- How clearly are the programme’s objectives, and the means to achieving them, understood by key stakeholders?

<table>
<thead>
<tr>
<th>Relevant Programme Outputs</th>
<th>Relevant Outcomes</th>
<th>Indicators</th>
<th>Data Sources</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Curricula</td>
<td>• Teachers, administrators, trained trainers, Ministerial officials, and other key stakeholders understand programme objectives and the intended means to achieving them</td>
<td>• UNICEF has successfully provided key stakeholders with the big picture, as well as steps it will take to achieve its goals.</td>
<td>• Interviews/focus groups (by inclusion of relevance-related questions in stakeholder interview and focus group protocols)</td>
</tr>
<tr>
<td>• Supporting manuals</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Education policy</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Training materials</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(presentations, booklets, etc.)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Teachers, administrators, trained trainers, Ministerial officials, and other key stakeholders understand programme objectives and the intended means to achieving them</td>
<td>• Key stakeholders clearly understand the programme's objectives and the means to achieving them.</td>
<td>• Review of existing M&amp;E data emanating from teacher, administrator, and Ministerial official trainings (pre-post or post-only)</td>
<td></td>
</tr>
<tr>
<td>• Supporting manuals</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Education policy</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Training materials</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(presentations, booklets, etc.)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Teachers, administrators, trained trainers, Ministerial officials, and other key stakeholders understand programme objectives and the intended means to achieving them</td>
<td>• Key stakeholders clearly understand the programme's objectives and the means to achieving them.</td>
<td>• Review of existing evaluation reports</td>
<td></td>
</tr>
</tbody>
</table>
- How comprehensive are the projects chosen as a necessary and sufficient suite of interventions to create a high-quality basic education system, and increase access and attendance for all children? To what extent have UNICEF and its partners identified and deployed the most appropriate programmatic elements that are most likely to improve the quality of basic education, access to it, and participation in it for all children? To what extent have UNICEF and its partners identified and deployed the most appropriate programmatic elements that are most likely to increase youth literacy, life skills and participation?
- What core programmatic elements are missing, and are these being addressed by other actors and programmes, or are there outstanding gaps not being met at all?

<table>
<thead>
<tr>
<th>Relevant Programme Outputs</th>
<th>Relevant Outcomes</th>
<th>Indicators</th>
<th>Data Sources</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Curricula</td>
<td>• Across the various programme components (e.g., outputs, projects, activities, etc.), the programme as a whole has put in place all of the critical elements shown to be necessary for a high-quality, well-functioning basic education system that (all else held constant) has the potential to produce greater access, greater participation, high completion, better overall learning outcomes, and improved youth literacy, life skills, and participation</td>
<td>• UNICEF and its partners have identified and deployed the most appropriate programmatic elements that are most likely to improve the quality of, access to, and participation in basic education</td>
<td>• Desk review of key documents (through inclusion of coherence-related items in desk review instrument)</td>
</tr>
<tr>
<td>• Supporting manuals</td>
<td>• There are core programmatic elements are missing and are not being addressed by other actors and programmes.</td>
<td></td>
<td>• Review of existing evaluation reports</td>
</tr>
<tr>
<td>• Education policy</td>
<td></td>
<td></td>
<td>• Interviews/focus groups (by inclusion of relevant questions in stakeholder interview and focus group protocols)</td>
</tr>
<tr>
<td>• Training materials</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(presentations, booklets, etc.)</td>
<td>• Within each programme area (e.g., curriculum development, emergency education, ), the given programme area contains the critical elements shown to be necessary for producing the educational outcomes sought in this area (e.g., high-quality education, greater access, greater participation, high completion, better overall learning outcomes, literacy, life skills, and participation)</td>
<td>• UNICEF staff clearly understands the objectives of the organization's programmes and work well as a team to achieve these objectives.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Key stakeholders clearly are informed and clearly understand why certain programmes are discontinued.</td>
<td></td>
</tr>
</tbody>
</table>
c. **Coverage**

- What approximate proportion of relevant beneficiary groups have been reached by each intervention? To what extent have girls and other targeted subpopulations been reached? What proportion of Timor-Leste's schools have received each intervention? To what extent have interventions extended beyond core schools to reach all schools in their respective school clusters?

<table>
<thead>
<tr>
<th>Relevant Programme Outputs</th>
<th>Relevant Outcomes</th>
<th>Indicators</th>
<th>Data Sources</th>
</tr>
</thead>
</table>
| - Needs assessments generated in direct connection with the programme  
- Other needs assessments not generated in direct connection with the programme but having a bearing on the development of a basic education system and youth literacy, life skills and participation in TL  
- Programme reports documenting beneficiary numbers reached by each component of the programme | - All targeted beneficiaries are reached by the key components of the programme  
- UNICEF's programme provides services that target all groups and areas equally. | - Desk review of key documents (including needs assessments, statistics on number of schools, teachers, pupils, youth, communities and parents in country; as well as service data on numbers of teachers, administrators)  
- Interviews/focus groups (for anecdotal evidence speaking to coverage) | |

---

95 It is noted that, while some activities have explicitly sought a wide geographic coverage, the majority focus on building a system whose scope is nationwide.

---

d. **Effectiveness**

- How successful has the programme been in boosting teachers' and administrators' awareness, understanding and knowledge of, and support for, educational reform and the new curricula, and teachers' capacity for delivering new curricula in a more action-oriented, child-friendly manner?
- How successful has the programme been in boosting administrators' ability to manage schools using key modalities of school-based management (SBM)?
- How successful has the programme been in boosting ministerial representatives' ability to plan, advocate and problem-solve in more data-driven, evidence-based ways?
- What is the level of fidelity to core programme elements among those trained – that is, how effectively have interventions been implemented by trainees?
- How successful has the programme been in helping remove barriers to access, not least of all for girls and other underserved populations?
- How successful has the programme been in boosting youth literacy, life skills, and participation?
- How successful has the programme been in boosting parental and community support for, and engagement in, basic education?
- What unintended outcomes, positive as well as negative, have resulted from the programme?
<table>
<thead>
<tr>
<th>Relevant Programme Outputs</th>
<th>Relevant Outcomes</th>
<th>Indicators</th>
<th>Data Sources</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Curricula</td>
<td>• Teachers, administrators, trained trainers, ministerial officials, and other key stakeholders are aware of the programme’s main outputs</td>
<td>• Participants of the UNICEF trainings are taking what they learned and implementing it in their classrooms, community, and work.</td>
<td>• Desk review of M&amp;E data generated, and evaluations produced, to date</td>
</tr>
<tr>
<td>• Supporting manuals</td>
<td>• Teachers, administrators, trained trainers, ministerial officials, and other key stakeholders understand the material being conveyed to them through the outputs to which they have been exposed</td>
<td>• UNICEF recognizes the capacity of the all key stakeholders and ground realities and takes this into account while planning.</td>
<td>• Interviews/focus groups (for anecdotal evidence speaking to awareness, knowledge and support gained)</td>
</tr>
<tr>
<td>• Education policy</td>
<td>• Teachers, administrators, trained trainers, ministerial officials, and other key stakeholders demonstrate that they have internalized the knowledge conveyed to them through the outputs to which they have been exposed</td>
<td>• UNICEF conducts sufficient follow-up to monitor the effectiveness of the training conducted in the field or whether activities are being implemented as planned.</td>
<td>• Direct observation of trainings (for evidence speaking to awareness, knowledge and support gained)</td>
</tr>
<tr>
<td>• Training materials</td>
<td>• Teachers, administrators, trained trainers, ministerial officials, and other key stakeholders demonstrate support for educational reforms and the ways in which UNICEF has contributed to this process</td>
<td>• Teachers, administrators, trained trainers, ministerial officials, and other key stakeholders demonstrate practical ability to successfully apply the knowledge and skills gained through key programme components in their daily work</td>
<td>• Interviews / Focus groups (by inclusion of relevant questions)</td>
</tr>
<tr>
<td>(presentations, booklets, etc.)</td>
<td>• Institutional/structural as well as economic, social, political and physical barriers to access are removed</td>
<td>• Key stakeholders reporting that UNICEF needs to invest more time and effort into capacity building of staff and partners to improve management skills, planning and technical capacity, and quality of their work</td>
<td>• Desk review of M&amp;E data generated, and evaluations produced, to date</td>
</tr>
<tr>
<td>• Concept papers and other guidance materials on key programmes (e.g., ECE, emergency education, EMIS, etc.)</td>
<td>• Identified barriers to access that were removed</td>
<td>• Identified barriers to access that were removed</td>
<td>• Desk review of education policy and national laws to ascertain whether barriers to access have been removed</td>
</tr>
<tr>
<td>Relevant Programme Outputs</td>
<td>Relevant Outcomes</td>
<td>Indicators</td>
<td>Data Sources</td>
</tr>
<tr>
<td>----------------------------</td>
<td>------------------</td>
<td>------------</td>
<td>--------------</td>
</tr>
<tr>
<td>barriers to access</td>
<td>Youth literacy and life skills increase, especially those most lacking these</td>
<td>Percentage of youth most in need of literacy and life skills whose literacy and life skills have been enhanced</td>
<td>Desk review of M&amp;E data generated, and evaluations produced, to date</td>
</tr>
<tr>
<td>Curricula</td>
<td>Youth participation increases</td>
<td>Percentage of Timorese youth participating</td>
<td>Desk review of M&amp;E data generated, and evaluations produced, to date</td>
</tr>
<tr>
<td>Education policy</td>
<td></td>
<td></td>
<td>Interviews/focus groups with youth and other relevant stakeholders (e.g., NGOs, community leaders, parents, etc.)</td>
</tr>
<tr>
<td>National laws to which UNICEF’s work served as an input</td>
<td></td>
<td></td>
<td>Interviews/focus groups with youth and other relevant stakeholders (e.g., NGOs, community leaders, parents, etc.)</td>
</tr>
<tr>
<td>Materials addressing youth literacy, life skills, and participation</td>
<td>Parental/community support for basic education increases</td>
<td>Percentage of parents and community members reporting support for basic education (e.g., through education-promoting attitudes and behaviours)</td>
<td>Desk review of M&amp;E data generated, and evaluations produced, to date</td>
</tr>
<tr>
<td>Needs assessments identifying critical gaps in youth programming</td>
<td>Parental/community engagement in their children’s basic education increases</td>
<td>Percentage of parents and community members engaged in basic education (e.g., through participation in PTAs, parents helping children with schoolwork, etc.)</td>
<td>Interviews/focus groups with parents, children and community members</td>
</tr>
<tr>
<td>Training materials (presentations, booklets, etc.) targeting parents and communities</td>
<td>UNICEF work produces no unintended negative consequences</td>
<td>Absence of reported/observed negative consequences resulting from UNICEF’s work</td>
<td>Desk review of M&amp;E data generated, and evaluations produced, to date</td>
</tr>
<tr>
<td>Curricula</td>
<td></td>
<td></td>
<td>Interviews/focus groups with parents, children and community members, as well as other key stakeholders (e.g., UNICEF staff, Direct observations of trainings, etc.)</td>
</tr>
<tr>
<td>Supporting manuals</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Education policy</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Training materials (presentations, booklets, etc.)</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
### Impact

- How successful has the programme been to date in increasing enrolment, attendance, promotion and completion rates among boys and girls?
- What if any gains in children’s learning outcomes have been realized?

<table>
<thead>
<tr>
<th>Relevant Programme Outputs</th>
<th>Relevant Outcomes</th>
<th>Indicators</th>
<th>Data Sources</th>
</tr>
</thead>
<tbody>
<tr>
<td>Curricula</td>
<td>Increased enrolment, attendance, promotion and completion rates among pupils</td>
<td>Degree to which school directors/teachers/parents/community members report increased enrolment, attendance, promotion and completion rates among pupils</td>
<td>Desk review of M&amp;E data generated, and evaluations produced, to date</td>
</tr>
<tr>
<td>Supporting manuals</td>
<td>Increased pupil learning outcomes</td>
<td>Degree to which school directors/teachers/parents/community members report increased pupil learning outcomes</td>
<td>Interviews/focus groups (for anecdotal evidence speaking to impact)</td>
</tr>
<tr>
<td>Education policy</td>
<td></td>
<td>Degree to which school directors/teachers/parents/community members report improvements in psycho-social behavioral outcomes outside of the classroom</td>
<td></td>
</tr>
<tr>
<td>Training materials (presentations, booklets, etc.)</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### Efficiency

- How effectively has UNICEF used the resources dedicated to the programme to deliver high-quality outputs in a timely fashion, and to achieve targeted objectives?
- How cost-effective has each intervention been in achieving targeted objectives?
- How successfully has UNICEF coordinated with other key actors (e.g., implementation partners, MOE and other line ministries, other entities conducting complementary interventions) to ensure non-duplication of efforts, a clear delineation of roles and responsibilities within joint programmes, and the overall success of the programme’s implementation?

---

96 Ability to answer this question is dependent upon the availability of existing data that are valid and reliable.
<table>
<thead>
<tr>
<th>Relevant Programme Outputs</th>
<th>Relevant Outcomes</th>
<th>Indicators</th>
<th>Data Sources</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Curricula</td>
<td>Outputs are produced in a timely fashion, holding constant key external factors influencing timeliness</td>
<td>• UNICEF TL has low staff turnover and the direction of the work is relatively stable</td>
<td>• Desk review of relevant outcome data generated by</td>
</tr>
<tr>
<td>• Supporting manuals</td>
<td>• UNICEF makes the best use of the internal and external resources at its disposal to produce key programme outputs</td>
<td>• UNICEF TL is adequately staffed with people with the appropriate technical skills to implement all the activities well</td>
<td>• Interviews / Focus groups with staff, partners, donors, and others</td>
</tr>
<tr>
<td>• Education policy</td>
<td>• UNICEF has used the resources dedicated to the programme to deliver high-quality outputs in a timely fashion, and to achieve targeted objectives</td>
<td>• UNICEF’s bureaucratic system does not hinder the work.</td>
<td></td>
</tr>
<tr>
<td>• Training materials</td>
<td>• The costs associated with producing key programme outputs justify the benefits emanating from these outputs</td>
<td>• Ratio of input units (human and financial resources, including monetized staff costs and opportunity costs to other work) to the outcome units produced by key programme outputs is acceptable in comparison to “industry” standards</td>
<td>• Desk review of input data, broken down by project and subproject</td>
</tr>
<tr>
<td>(presentations, booklets, etc.)</td>
<td>• UNICEF’s overarching programme does not duplicate the work of others</td>
<td>• UNICEF has successfully coordinated with other key actors to ensure non-duplication of efforts, a clear delineation of roles and responsibilities within joint programmes, and the overall success of the programme’s implementation</td>
<td>• Desk review of key documents</td>
</tr>
<tr>
<td></td>
<td>• The outputs and activities subsumed under each project and UNICEF’s overarching programme do not duplicate the work of others</td>
<td>• UNICEF has successfully coordinated with other key actors to ensure that efforts do not contradict each other</td>
<td>• Interviews/focus groups with ministerial officials, partners, donors, external experts, and others</td>
</tr>
<tr>
<td></td>
<td>• UNICEF is open and responsive to partner feedback, requests, and concerns.</td>
<td>• UNICEF is open and responsive to partner feedback, requests, and concerns.</td>
<td></td>
</tr>
</tbody>
</table>
g. **Connectedness**

- How effectively has UNICEF coordinated with other key actors to ensure that further building blocks of child and youth learning that lie outside the scope of the present programme (e.g., nutrition, psychosocial, etc.) are in place to enhance children’s attendance and readiness for learning and adolescents’ long-term life prospects?

<table>
<thead>
<tr>
<th>Relevant Programme Outputs</th>
<th>Relevant Outcomes</th>
<th>Indicators</th>
<th>Data Sources</th>
</tr>
</thead>
</table>
| Curricula                                  | The content of programme outputs and activities takes into account key non-pedagogical areas relevant to education and readiness for learning (e.g., ) and youths’ long-term life prospects (e.g., youth employment schemes, security, conflict resolution, psychosocial work, social work, etc.) | UNICEF has effectively coordinated with other key actors to ensure that further building blocks of child and youth learning that lie outside the scope of the present programme are in place to enhance children’s attendance and readiness for learning and adolescents’ long-term life prospects | Interviews/focus groups with existing and prospective partners, donors, and others  
Desk review of joint policy statements, MOUs, LOAs with other entities outside the realm of education |
| Supporting manuals                          |                                                                                 |                                                                           |                                                                 |
| Education policy                           |                                                                                 |                                                                           |                                                                 |
| Training materials (presentations, booklets, etc.) |                                                                                 |                                                                           |                                                                 |
| Joint policy statements, MOUs, LOAs with other entities outside the realm of education |                                                                                 |                                                                           |                                                                 |

h. **Sustainability**

- Overall, how successful has the programme been in increasing on-the-ground capacity to deliver and maintain high-quality basic education and youth literacy, life skills and participation in the longer term? What if any gaps to longer-term sustainability remain?

<table>
<thead>
<tr>
<th>Relevant Programme Outputs</th>
<th>Relevant Outcomes</th>
<th>Indicators</th>
<th>Data Sources</th>
</tr>
</thead>
<tbody>
<tr>
<td>Training materials (presentations, booklets, etc.)</td>
<td>The benefits emanating from key programme outputs are poised to outlast UNICEF’s direct involvement in producing these outputs</td>
<td>On-the-ground capacity to deliver and maintain high-quality basic education and youth literacy, life skills and participation in the longer term is good.</td>
<td>Interviews/focus groups with ministerial officials, teachers, administrators, community members, and others</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

115
Further questions stipulated in the ToR:

- What key internal and external factors have influenced UNICEF’s ability to meet the key objectives targeted by the programme? *Interviews/focus groups with key stakeholders (by inclusion of this question), including staff, Ministerial officials, partners, NGOs/CSOs, trainees, etc.*

- To the extent that the key objectives have been attained, to what extent are these gains directly attributable to the programme’s interventions? What has UNICEF’s contribution to outcomes been, not least of all in joint programmes undertaken with partners? *Interviews/focus groups with key stakeholders (by inclusion of this question), including staff, Ministerial officials, partners, NGOs/CSOs, trainees, etc.* *Cost-effectiveness analysis indicated above.*
**Annex 5: Detail of UNICEF Reported Cost Data, 2005-2009**

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>100 Schools Project</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>In-Service Teacher Training</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2003-2005 Training of Trainers</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Cluster-based teacher training</td>
<td></td>
<td>$ 160,775</td>
<td>$ 66,293</td>
<td></td>
<td></td>
<td>$ 227,068</td>
</tr>
<tr>
<td>Early Childhood Education</td>
<td></td>
<td>$ 24,666</td>
<td>$ 2,165</td>
<td>$ 520</td>
<td>$ 26,650</td>
<td>$ 54,001</td>
</tr>
<tr>
<td>School-Based Management</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Development of PTAs</td>
<td></td>
<td>$ 92,302</td>
<td>$ 45,637</td>
<td></td>
<td></td>
<td>$ 137,939</td>
</tr>
<tr>
<td>School Finance Model</td>
<td></td>
<td>$ 72</td>
<td>$ -</td>
<td></td>
<td></td>
<td>$ 72</td>
</tr>
<tr>
<td>Training of District staff, principals and supervisors in leadership and administration</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Provision of Resources to Schools</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Provision of Equipment to core schools</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Support to MOE</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>EMIS</td>
<td></td>
<td>$ 81,418</td>
<td>$ -</td>
<td>$ 2,517</td>
<td>$ 197,712</td>
<td>$ 281,647</td>
</tr>
<tr>
<td>Advocacy and Communication</td>
<td></td>
<td>$ 13,240</td>
<td>$ 61,830</td>
<td></td>
<td></td>
<td>$ 75,070</td>
</tr>
<tr>
<td>Project Management &amp; Operations</td>
<td></td>
<td>$ 161,902</td>
<td>$ 592,953</td>
<td>$ 604,674</td>
<td>$1,322,426</td>
<td>$2,681,955</td>
</tr>
<tr>
<td>Curriculum Implementation Project</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2003-2005 Development of Ministerial Capacity</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Development of Strategic Plan</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Piloting and Trialing of new curriculum</td>
<td></td>
<td>$ 162,213</td>
<td>$ -</td>
<td></td>
<td></td>
<td>$ 162,213</td>
</tr>
<tr>
<td>Development of language strategy</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ministerial capacity building</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Design and Development of Staff Development Program</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>---------------------------------------------</td>
<td>-------------------------------------------------------------------------------</td>
<td>----------------</td>
<td>----------------</td>
<td>---------------------</td>
<td>----------------------</td>
<td>----------</td>
</tr>
<tr>
<td>Curriculum Materials Development, Manufacture and Distribution</td>
<td></td>
<td>$ 446,506</td>
<td>$ 110,928</td>
<td>$ 147,091</td>
<td>$ 231,534</td>
<td>$ 936,059</td>
</tr>
<tr>
<td>Text Book Policy, Development and the Purchase and Distribution of Textbooks</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Activities not listed in proposals to SIDA but included in progress reports</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>National Policy &amp; Planning Project</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Capacity Building and Policy Development</td>
<td></td>
<td>$ 2,519</td>
<td>$ 73,691</td>
<td></td>
<td>$ 76,210</td>
<td></td>
</tr>
<tr>
<td>EMIS (see 100 Schools) above</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>National Examinations/Measuring Learning Achievements</td>
<td></td>
<td>$ 10,874</td>
<td>$ 34,046</td>
<td></td>
<td>$ 44,920</td>
<td></td>
</tr>
<tr>
<td>Multigrade</td>
<td></td>
<td>$ 20,074</td>
<td>$ -</td>
<td></td>
<td>$ 20,074</td>
<td></td>
</tr>
<tr>
<td>Curriculum Development</td>
<td></td>
<td>$ 315,313</td>
<td>$ 67,492</td>
<td>$ 403,250</td>
<td>$ 649,898</td>
<td></td>
</tr>
<tr>
<td>Teacher Guides Development</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Phase-in Process for New Primary Curriculum</td>
<td></td>
<td>$ 403,250</td>
<td>$ 246,648</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Emergency Education</td>
<td></td>
<td>$ 119,105</td>
<td></td>
<td>$ 119,105</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Linkage with Child Protection Activities</td>
<td></td>
<td>$ 18,000</td>
<td></td>
<td></td>
<td>$ 18,000</td>
<td></td>
</tr>
<tr>
<td><strong>Adolescent Participation/HIV/AIDS</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2005-2007 Proposal to SIDA</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2007 Development of National Youth Policy</td>
<td></td>
<td>$ 75,893</td>
<td>$ 24,855</td>
<td>$ 100,748</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Youth Literacy</td>
<td></td>
<td>$ 37,878</td>
<td>$ 163,281</td>
<td>$ 26,168</td>
<td>$ 162,114</td>
<td>$ 389,441</td>
</tr>
<tr>
<td>Child Participation</td>
<td></td>
<td>$ 3,750</td>
<td>$ 8,970</td>
<td>$ 4,530</td>
<td>$ 36,100</td>
<td>$ 53,350</td>
</tr>
<tr>
<td>HIV/AIDS Vulnerability Reduction</td>
<td></td>
<td>$ 61,956</td>
<td>$ 106,968</td>
<td>$ 26,680</td>
<td>$ 134,723</td>
<td>$ 330,327</td>
</tr>
<tr>
<td><strong>Measuring and Enhancing Access and Equity</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>EMIS</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>See above</td>
<td></td>
</tr>
</tbody>
</table>

Increasing Proportion of Children Starting School at Prescribed Age
### Project Sub-Projects

#### Early Childhood Education
- Enhancing Multi-grade Schooling

#### Child Friendly Schools
- PTA Development & Support
- School Based Management
- Teacher Training
- Providing Core Schools with Basic Equipment
- Social Mobilization

#### Primary Curriculum Reform
- Capacity Building for Development of Primary Teaching/Learning Materials
- Capacity Building of Primary Curriculum Development

#### Pre-Secondary Curriculum Reform
- Capacity Building of Pre-secondary Curriculum Development
- Development of Pre-Secondary Teaching and Learning Materials

#### Adolescents and Participation
- Adolescent Literacy
- Life Skills Based Education
- Young People Participation and Involvement in Decision Making

#### Project Support

#### Project Evaluation

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Early Childhood Education</td>
<td></td>
<td></td>
<td></td>
<td>See above</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Enhancing Multi-grade Schooling</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>See above</td>
<td></td>
</tr>
<tr>
<td>Child Friendly Schools</td>
<td></td>
<td></td>
<td></td>
<td>$ 6,795</td>
<td>$ 249,719</td>
<td>$ 256,514</td>
</tr>
<tr>
<td>PTA Development &amp; Support</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>School Based Management</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Teacher Training</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Providing Core Schools with Basic Equipment</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Social Mobilization</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Primary Curriculum Reform</td>
<td></td>
<td></td>
<td></td>
<td>See above</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Capacity Building for Development of Primary Teaching/Learning Materials</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Capacity Building of Primary Curriculum Development</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Pre-Secondary Curriculum Reform</td>
<td></td>
<td></td>
<td></td>
<td>$ 13,187</td>
<td>$ 25,047</td>
<td>$ 38,234</td>
</tr>
<tr>
<td>Capacity Building of Pre-secondary Curriculum Development</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Development of Pre-Secondary Teaching and Learning Materials</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Adolescents and Participation</td>
<td></td>
<td></td>
<td></td>
<td>See above</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Adolescent Literacy</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Life Skills Based Education</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Young People Participation and Involvement in Decision Making</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>See above</td>
<td></td>
</tr>
<tr>
<td>Project Support</td>
<td></td>
<td></td>
<td></td>
<td>See above</td>
<td>See (programme support) above</td>
<td></td>
</tr>
<tr>
<td>Project Evaluation</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**TOTAL** | 2,074,601 | 1,742,862 | $ 832,162 | 2,386,025 | 7,035,650 |

*Reported as cumulative. Assume this is cumulative since 2007 so annualized by subtracting 2007-2008 costs from reported totals.

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>2003-2005</td>
<td>100 Schools Project</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>In-Service Teacher Training</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Training of Trainers</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Cluster-based teacher training</td>
<td>• Support to training of all Grade 1 teachers and all principals on the new Grade 1 curriculum • Publication of a quarterly teacher magazine, Lafaek Mestre, for all primary school teachers.</td>
<td>• Capacity development at the IFCP and for developing teacher education strategies. • Development and implementation of a curriculum phase in training for Grade 2 on child centred pedagogy, literacy acquisition, and development of plans. • Development of a competency framework for teachers. • A knowledge and practice survey of teachers.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Early Childhood Education</td>
<td>• Replicated pre-school model in Oecussi (the last district to be covered) • 2nd phase workshops conducted in nine pre-schools • Established a coordination group to bring together all key partners supporting the government on pre-school education</td>
<td>• Teacher training for pre-school teachers completed in nine districts. In the remaining four districts training was implemented by Plan International. • Development of a set of competencies for early childhood teachers. • Development of a training programme for pre-school teachers.</td>
<td>• The accreditation process of pre-school teachers was completed and incorporated into the revision of the National Education Policy • 300 pre-school teachers completed training on the effective use of locally produced teaching and learning material (Tetun books, puzzles and dolls) distributed during the workshop.</td>
<td>• A study on child rearing practices was conducted with Plan International. • The Alola Foundation, NGO partner of UNICEF, was endorsed by MOE to implement a pilot pre-primary teachers training. The programme is being piloted in four districts. Baseline data on</td>
</tr>
<tr>
<td>------</td>
<td>------</td>
<td>---------------------</td>
<td>-----------</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>existing competencies of pre-primary school teachers have been collected and a training package was developed. • 40 pre-primary teachers were trained on how to use locally produced teaching and learning material (Tetun books, puzzles and dolls).</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**School-Based Management**

- Cluster structure rationalization workshop conducted by the District Education Superintendents;
- Cluster structure submitted to the government;
- Capacity-building workshops for 39 district facilitators, 26 district education officers, and 13 superintendents conducted;
- Follow up and support workshops incorporating both SBM and PTA components conducted in 32 clusters.
- PTA workshop for 71 satellite schools conducted and 71 PTAs established, bringing total number of established PTAs to 269
- School Improvement Plan training implemented in 32

**Development of PTAs**

- Restructuring of 32 clusters into 76 clusters and increased school coverage from 315 to 468 schools;
- District action plans for PTA development, SBM as well as for re-clustering developed by 13 districts and implemented in 8 districts.
- Common monitoring format for teacher training, PTA and SBM revised and systematic documentation of monitoring developed at central and district level;
- Partner NGOs to support PTA activities identified in 8 districts.
<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>School Finance Model</td>
<td>N/A - dialogue with MOE</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Training of District</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>education staff, principals and supervisors in leadership and administration</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Provision of Resources to Schools</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Provision of Equipment to core schools</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Support to MOE</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>-----------</td>
<td>----------------------------------------------------------------------</td>
<td>----------------------------------------------------------------------</td>
<td>-------------------------------------------------------------------------------------</td>
<td>--------------------------------------------------------------------------</td>
</tr>
<tr>
<td><strong>EMIS</strong></td>
<td>Completion of Phase 1 data collection</td>
<td>Data entry nearly completed for Grade 1 new enrollments</td>
<td>• Data base for evidence-based planning and monitoring was expanded. Additional indicators include data on internally displaced children as well as data on pupils in pre-secondary and secondary schools. The EMIS unit completed the keying in of school-based data for the school years 2006/07 and 2007/08 collected in 2007.</td>
<td>• The EMIS data for 2005/06, 2006/07, 2007/08 school years has been cleaned up and validated. The data for 2008/09 has been collected and is now being entered into the system.</td>
</tr>
<tr>
<td></td>
<td>Training of senior staff on EMIS</td>
<td></td>
<td>• A full time consultant to provide technical support and on the job training for the EMIS staff.</td>
<td>• Training on DevInfo was imparted to EMIS Staff, Director of Curriculum, Director of Planning, Regional Directors and General Inspector, as well as regional, district officers and school directors.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• Data clean up, deletion of double entries and verification of all data.</td>
<td>• A field monitoring checklist was developed for the collection of detailed information on school infrastructure, facilities and data, learning materials, teaching/learning</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• EMIS data linked to census data and EFA indicators prepared for Timor-Leste.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• Nationwide survey of school children for primary, pre-secondary and secondary completed.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• Special efforts to identify school aged children displaced from Dili and their educational status.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• EMIS data linked to census data and EFA indicators prepared for Timor-Leste.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• Nationwide survey of school children for primary, pre-secondary and secondary completed.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• Special efforts to identify school aged children displaced from Dili and their educational status.</td>
<td></td>
</tr>
</tbody>
</table>

123
<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>process school based management, community, parent and pupil participation. School profiles were also developed of the 33 selected potential child friendly schools using EMIS Data. • The MOE, together with UNICEF, UNESCO and Care International, organized the first international conference on bilingual education on 17-19 April 2008. • Firstly, a team participated in the SEAMEO conference on the use of mother tongue in education in Bangkok, February 2008. • To enhance a supportive environment for quality education, a one day CRC orientation and</td>
<td></td>
</tr>
<tr>
<td>-------------</td>
<td>------</td>
<td>------</td>
<td>---------------------</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>ethical reporting on women and children was conducted among 30 Timor-Leste journalists from radio, TV and print media.</td>
</tr>
<tr>
<td>Advocacy and Communication</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• Education campaign launched</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• Orientation workshop for community radio stations</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• Media character Marta (based on South Asia’s Meena) was developed with the Communication Programme. First stories and community programmes about school drop outs developed and aired.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• Orientation workshop for community radios to develop knowledge on education reporting and skills on radio programming for education conducted</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• Production of 6 issues of pupil newspaper.</td>
</tr>
<tr>
<td>Project Management &amp; Operations</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Curriculum Implementation Project</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>----------------</td>
<td>-------------------------------------------</td>
<td>-------------------------------------------</td>
<td>---------------------</td>
</tr>
<tr>
<td>2003-2005</td>
<td>Development of Ministerial Capacity</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Development of Strategic Plan</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Piloting and Trialing of new curriculum</td>
<td>Orientation for 20 national facilitators conducted; TOT for 108 district facilitators; 320 teachers and principals from 32 core schools trained</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Development of language strategy</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Ministerial capacity building</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Design and Development of Staff Development Program</td>
<td></td>
<td></td>
</tr>
<tr>
<td>---------------------------------------------------------------</td>
<td>---------------------------------------------------------------------</td>
<td>----------------------------------------------------------------------</td>
<td>--------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td></td>
<td>A kit of teaching/learning materials such as readers (Tetun &amp; Portuguese), posters, flash cards to each class of Grade 1.</td>
<td>• A kit of teaching/learning materials such as readers (Tetun and Port), posters, flash cards to each class of Grade 1 produced. Each kit contains several sets of 10 Portuguese readers, 20 Tetun readers, posters, story poster cards, as well as number, alphabet (Tetun and Port) and Tetun word cards for Grades 1-2. • 2800 kits containing Grade 1 curriculum materials produced and distributed to Grade 1 teachers in 752 primary schools countrywide. • 81 draft Grade 2 curriculum materials produced and submitted.</td>
<td>• By the end of the year, all 4,300 teachers for Grades 3 to 6 been oriented on the new curriculum and on how to implement it in the classroom. • All teachers of Grades 3 to 6 have received bilingual teacher guides to support the implementation of the primary school curriculum. The revision process of the Grade 1 and 2 teacher guides is ongoing. • A seminar to build the capacity of the subject groups, under the topic Development of Learning Materials for Primary Education was held. Teaching and learning materials were assessed and lists of core materials were defined in line with the primary curriculum. The subject groups also developed a check list for material relevance assessment. The material review will be the basis for the material and teaching/learning kit development in 2008, including for emergency curriculum.</td>
</tr>
<tr>
<td>Text Book Policy, Development and the Purchase and Distribution of Textbooks</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>--------------------------------</td>
<td>----------------------------------------------------------------------</td>
<td>----------------------------------------------------------------------</td>
<td>-----------------------------------------------------------------------------------</td>
</tr>
<tr>
<td><strong>Activities not listed in proposals to SIDA but included in progress reports</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>National Policy &amp; Planning Project</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Capacity Building and Policy Development</strong></td>
<td>EFA Donor Coordination Group established Teacher training working group established</td>
<td>• Advisor provided to the minister of education for five months; • Technical assistance was provided for the development of annual work plans by all divisions in the ministry. • First Annual Joint Review for the UPC under the FTI was held.</td>
<td></td>
</tr>
<tr>
<td><strong>EMIS (see 100 Schools) above</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>National Examinations/Measuring Learning Achievements</strong></td>
<td>10 people trained Strategy developed for Grades 3 and 5</td>
<td>• MLA survey conducted for Grade 3 and 5 children in Mathematics, Portuguese and Tetun.</td>
<td></td>
</tr>
<tr>
<td><strong>Multigrade</strong></td>
<td>Study on introduction of multi-grade completed</td>
<td></td>
<td>• The TOR for the Multi-Grade pilot study is under discussion with the Ministry of Education and a desk review of possible partners has been initiated. The study is planned to commence in May this year.</td>
</tr>
<tr>
<td>------</td>
<td>------</td>
<td>------</td>
<td>---------------------</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>was organized by Children in Crisis, UNICEF’s NGO partner, February 2009 with experts from Brazil familiar with the model sharing their experiences.</td>
</tr>
<tr>
<td><strong>Curriculum Development</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Teacher Guides Development</strong></td>
<td>National training of trainers (TOT) completed; First draft of Grade 1-6 guides for all subjects prepared Portuguese version provided to all Grade 1 teachers</td>
<td>• The draft teacher guides for all subjects for all grades completed. • The draft teacher guides piloted in 32 core schools of the 100 Friendly Schools Project. • A five-day workshop for the revision of teacher guides conducted involving Grade 1-6 teachers representing teachers from 13 districts. • The final version of the teacher guides submitted. • Portuguese and Tetun versions of the Grade 1-2 teacher guides provided to all Grade 1-2 teachers.</td>
<td></td>
</tr>
<tr>
<td>--------------------------------------------</td>
<td>------</td>
<td>------</td>
<td>---------------------</td>
</tr>
<tr>
<td>1800 Grade 1 teachers and principals oriented on the new curriculum; Grade two teachers of the 32 core schools are oriented for piloting the Grade 2 curriculum; The new curriculum is formally introduced in all Grade 1 classes throughout the country.</td>
<td></td>
<td></td>
<td>• 120 national and districts facilitators oriented to facilitate the phase-in teacher training in 13 districts. • 900 Grade 2 teachers oriented on the content and pedagogy of the new curriculum during an eight days workshop. • The new curriculum is formally introduced in all Grade 1 and 2 classes throughout the country. • A three scenarios paper prepared and discussed for acceleration of the phase-in implementation of the new curriculum. A consensus reached to accelerate the implementation of Grade3-6 simultaneously in the school year 2007/2008.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>• Conducted a rapid assessment to identify the needs of school-aged children displaced to camps. • Monitoring of schools and educational activities in camps, and continuous updates on school conditions, enrolment, attendance and security concerns. • Provision of school materials to over 2000 children in camps and school materials (School-in-a-box) to 20 severely affected primary schools in Dili. • Conducted psycho-social training for 200 teachers living in camps in Dili and Baucau Districts.</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>------------</td>
<td>----------------------------------------------------------------------</td>
<td>----------------------------------------------------------------------</td>
<td>---------------------</td>
<td>-----------</td>
</tr>
</tbody>
</table>
|            | • Provided school tents to the two camps with the largest population of children not attending school.  
• A coordination group under the chair of the MEC to bring together all the key partners supporting the government on pre-school education.  
• Ran a social mobilisation campaign in 6 districts most affected by movement of population.  
• Backpacks/ teachers' bags with stationery items provided to all primary school pupils and teachers in the country (SIDA funds were used for distribution costs only). |                                                                      |                     |           |
| Linkage    |                                                                      |                                                                      |                     |           |
| with Child | • Promoting positive classroom management strategies for teachers. Child-centred learning and positive, non-violent classroom management techniques are now being integrated in teacher training workshops. Messages on positive disciplinary alternatives will be integrated into training manuals and guides for teachers.  
• A facilitation guide, promoting positive parenting, positive disciplinary methods and alternatives to corporal punishments is being developed.  
• Different groups and sections within the community – children themselves, NGOs, the Church, media, village |                                                                      |                     |           |
| Protection |                                                                      |                                                                      |                     |           |
| Activities |                                                                      |                                                                      |                     |           |
|------|------|---------------------|-----------|
|      |      | chiefs and Government authorities have helped to communicate messages of positive, non-violent discipline in all districts. UNICEF has helped develop and print IEC materials.  
• Speak nicely to me was launched by the UN Secretary General’s Independent Expert on the UN Global Study on Violence against Children, Professor Paulo Pinheiro  
• A young Timorese represented Southeast Asia and the Pacific at the Global Launch of the UN Global Study on Violence against Children in New York. |      |          |
| 2005-2007 Development of National Youth Policy | Consultant for Youth Policy Formulation hired  
• Inter – ministerial consultation on youth policy conducted  
• Secondary data on young people analyzed.  
• A representative National Survey of Young People to inform formulation of Timor-Leste National Youth Policy using qualitative and quantitative methodologies conducted.  
• District consultation on the policy formulation process and expected outcome conducted. | Inter-ministerial consultation  
• Youth Policy conducted.  
• Final draft of National Youth Policy in place, including strategy for its implementation.  
• Regional and district consultation with stakeholders and dissemination meeting/workshop on youth survey findings and policy options conducted.  
• Final draft of National Youth Policy sent to the Ministers for approval |          |
### Youth Literacy

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>• Trained 30 tutors from 5 districts on literacy manual (Hakat Ba Oin) &amp; teaching methodology.</td>
<td>• Training for 29 tutors from 5 districts on the second edition of the new literacy manual (Iha Dalan – On the way) and teaching methodology.</td>
<td>• 600 adolescents illiterate/school dropout in remote locations of Baucau, Viqueque and Lautem benefited from basic literacy courses.</td>
<td>During the reporting year 750 illiterate adolescents in remote locations of Baucau, Viqueque and Lautem including Comoro youth centre in Dili received basic literacy courses.</td>
</tr>
<tr>
<td>• 30 adolescent basic literacy groups set up in 5 districts</td>
<td>• Training for 260 literacy tutors on how to use the thematic guidelines.</td>
<td>• Capacity of 350 basic literacy tutors to deliver the basic literacy manual “Hakat ba Oin” developed through training.</td>
<td>350 literacy tutors were equipped with skills enabling them to conduct literacy classes for adolescents and young people.</td>
</tr>
<tr>
<td>• 11 adolescent primary school equivalency literacy groups set up in 5 districts</td>
<td>• Orientation on Life Skill Based Education (LSBE) programme for 30 basic literacy and 20 primary school equivalency tutors.</td>
<td>• National literacy implementation scale up to 260 and 65 basic and level 1 primary school equivalency literacy classes across 13 districts has commenced</td>
<td>80 primary school (equivalency level I and II teachers) were equipped with teaching skills ranging from teaching methodology, didactic materials development, learning planning and evaluation.</td>
</tr>
<tr>
<td>• Trained 30 adolescent basic literacy tutors</td>
<td>• 30 new literacy groups set up in another 5 districts.</td>
<td>• Level III primary school equivalency teaching and learning materials developed and process of its printing in progress.</td>
<td>15 core trainers were equipped to train literacy trainers through their participation in the literacy</td>
</tr>
<tr>
<td>• Trained 15 Primary School Equivalency Literacy tutors.</td>
<td>• 7 additional groups for basic literacy set up in 3 IDP Camps in Dili.</td>
<td>• Revision of level 1 primary school equivalency materials based on pilot outcome done and revised version printed</td>
<td></td>
</tr>
<tr>
<td>• Advocacy workshop for adolescent literacy conducted. 50 persons (District Administration, Sub District administration, Superintendent, NFE Literacy Coordinators) from 13 districts participated.</td>
<td>• 4 additional groups for primary school equivalency set up in 3 IDP Camps in Dili.</td>
<td>• Translation and Tetun language accuracy check by the Timor-Leste National Institute of Linguistic for primary school equivalency teaching and learning materials done</td>
<td></td>
</tr>
<tr>
<td>• Thematic guidelines for basic literacy developed</td>
<td>• Advocacy workshop for adolescent literacy in Maliana/Bobonaro conducted.</td>
<td>• Implementation of 65 primary school equivalency literacy classes reaching 1,625 Young people in 13 districts is on-going</td>
<td></td>
</tr>
<tr>
<td>• Rapid assessment of Literacy needs of adolescents in Timor-Leste conducted.</td>
<td>• Printing of basic literacy materials – second edition of Iha Dalan manual, teachers guide, 1000 copies; Pupil books (Book 1, 2, 3, 4) each 1,500 copies for literacy pilot printed.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Gap analysis of existing and literacy materials done</td>
<td>• Monitoring plan developed, project is being closely monitoring for documentation of lesson learnt, motorcycle for pilot be provide.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Literacy materials (Teacher’s guide (500 copies), Pupil books (Book 1, 2, 3, 4) each 1,500 copies for literacy pilot printed.</td>
<td>• Evaluation on First manual Hakat ba Oin conducted.</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Monitoring plan developed, project is being closely monitoring for documentation of lesson learnt, motorcycle for pilot be provide.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>---------------------</td>
<td>------</td>
<td>------</td>
<td>---------------------</td>
</tr>
<tr>
<td>• 15,000 HIV/AIDS basic facts brochure developed and printed</td>
<td></td>
<td>• 10000 young people participated in week-long activities supported by UNICEF to celebrate National Youth Day.</td>
<td>• Draft of the Pupil Council Guidelines in place and consensus meeting on its adoption had been held</td>
</tr>
<tr>
<td>• Four children represented Timor-Leste at regional children’s forums</td>
<td></td>
<td>• Peer-to-peer education on HIV/AIDS at the school level.</td>
<td>• National Youth Congress held and its ratification of the National Youth Policy validates the relevance and acceptance by young people of the policy as a viable way forward in addressing youth issues in Timor-Leste. More</td>
</tr>
</tbody>
</table>

Child Participation

- 15,000 HIV/AIDS basic facts brochure developed and printed
- Four children represented Timor-Leste at regional children’s forums
<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Training for counterpart</strong> (Government and NGOs) conducted. • Sport competition among pupils and young people in districts and Regional level conducted. than 500 youth representative from 13 districts participated at the congress. • Strategic plan of operation for the Secretariat of State for Youth and Sports in place</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>500 copies printed of 8 Life Skill Based Education module for pre-secondary/secondary school pupils and translated into Tetun • Life Skills Based Education topics included in the primary school curriculum from Grades 1-6 across two subjects • Process of including Life Skill Based Education in the pre-secondary school curriculum had been initiated and is on-going • LSBE modules teaching/learning materials (20 items comprising of (218 VIPP Cards and 4 poster/picture) for Life Skill Based Education module (1-8). posters 1,000 copies/set VIPP Cards 500 copies/set) designed and printed • 2,500 HIV/AIDS Booklet on basic facts for Pre – secondary &amp; secondary pupil printed • 200 young people participated in trials of Life Skills Based Education Modules pre-tested. • 15,000 HIV/AIDS Brochure on basic facts for Pre-secondary &amp; Secondary pupil printed • 30 people participated in trainings and refresher courses on Life Skill Based Education</td>
<td>30,000 LSBE formula books for pre-secondary and secondary pupils and young people out of school printed. • 1,000 LSBE flip charts for pre-secondary and secondary pupils and young people out of school printed. • LSBE topics incorporated into the primary school curriculum in environment and health and physical and hygiene modules. Resources/materials for its teaching and learning being developed. • Process of including LSBE into the pre-secondary school curriculum has been initiated and is on-going • Training of 25 LSBE teachers and 92 district facilitators from 4 districts (Baucau, Lospalos, Manatuto and Dili). • 260 young people participated in life skills trial in 3 districts (Baucau, Lospalos and Dili). • LSBE training for 300 pre-secondary and secondary pupils in 5 Dili schools conducted. • LSBE training for 632 young people in 19 IDP camps in Dili conducted. One hundred thirty seven (137) LSBE facilitators were trained and equipped with life skills facilitation skills. 2,000 pupils and 2,442 out of school young people received LSBE implemented in 40 pre-secondary/secondary and in youth, women and community centers in 6 districts.</td>
<td></td>
<td></td>
<td>Life Skills-Based Education (LSBE) for young people in and out of school is being implemented across 8 districts. A total of 259 LSBE tutors/facilitators had been trained while 4325 pupils and 3270 out of school young people received LSBE. In addition, 30 media practitioners received LSBE training. • 3000 copies of revised LSBE modules Tetun version printed • Process of including Life Skills-Based Education in the pre-secondary school core curriculum had been initiated and is on-going</td>
</tr>
<tr>
<td>------</td>
<td>------</td>
<td>---------------------</td>
<td>-----------</td>
<td></td>
</tr>
</tbody>
</table>
|      | • Peer Education training on HIV/AIDS for 328 peer educators in 19 IDP camps in Dili conducted  
|      | • LSBE orientation and advocacy for districts and sub-district administration, community leaders and church leaders in 3 districts (Baucau, Lospalos and Manatuto) conducted  
|      | • LSBE orientation and advocacy for 28 directors and teachers (pre-secondary and secondary), 60 non-formal teachers (basic literacy and primary school equivalency) from Baucau and Dili districts conducted.  
|      | • Monitoring plan developed, project is closely monitored to document lessons learnt.  
|      | • Support for a youth-targeted multimedia HIV/AIDS National Campaign and Campaign communication materials.  
|      | • Technical support for strategy development provided, campaign strategy developed  
|      | • Different stakeholders and potential partners (Government, NGO’s, UN agencies and youth organizations) consulted.  
|      | • Training of campaign master trainers and facilitators for the implementation of campaign activities conducted  
|      | • IEC materials for HIV/AIDS Campaign developed  
|      | • Visit by UNICEF project staff to monitor project implementation was conducted and findings were fed into improving project delivery strategies and effectiveness.  
|      | • LSBE training is very well received by young people in and out of school and by parents and there is high demand for its implementation to be expanded to reach more young people within and outside the pilot districts. Informal feedback received shows that young people who participated in Life Skills training are applying and finding skills learnt useful in their daily lives. |
|------|------|---------------------|-----------|
| 2007-2009 | Measuring and Enhancing Access and Equity | | |
| EMIS | | | |
| Increasing Proportion of Children Starting School at Prescribed Age | | | |
| Early Childhood Education | | | |
| Enhancing Multi-grade Schooling | | | |
| Child Friendly Schools | | | |

- There are now 522 schools in 82 school clusters under the CFS Project.
- By end of 2007, 24 of the 26 new clusters were oriented on the child-friendly school (CFS) concept and have a greater understanding on the impact on children’s education of the PTA’s participation, school-based management (SBM) and teacher development.
- The reading workshops which oriented teachers on how children learn to read as well as on how teachers can teach reading were completed in four of the thirteen districts this year. The results have been shared widely through two newsletters to teachers and the special supplement to all national newspapers, Jornal Labarak.
- A communication adviser has been seconded to the ministry’s Communication Department.
- The re-examination process with MOE and other partners took place at a CFS workshop held in October 2008 to reflect retrospectively, and identify progress and main challenges being encountered. Additionally, in January 2009 UNICEF agreed with MOE to establish a CFS “Eskola Foun” (New School) working group, composed of key ministerial officials. Terms of reference were developed for the working group.
Unit and social mobilisation campaign plan is currently being drafted. The challenges are manifold being a young unit with only 1.5 staff allocated. However, the commitment is high and the unit will be set up in the second quarter. The social mobilisation campaign topics include protection of children and zero-tolerance for violence in school, reducing vandalism in school, environment protection and go back to school campaign.

The main task of the existing PTA group is to guide project activities and to make strategic decisions. A situational analysis was conducted which revealed the variable engagement of communities and PTAs in schools and confusion of roles and lack of clarification on expectations and responsibilities. A more comprehensive toolkit that cultivates key messages for the different actors (parents, teachers, school directors, chefs de suco, etc.) will be included in the existing PTA toolkit for the next quarter. The social mobilisation campaign topics will also be included in a go back to school campaign.
<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>oriented on the contents of the PTA kit and have been sensitized on the importance of creating school-community bridges. A draft simplified version of the school-based management (SBM) manual is now available. 65 school inspectors were sensitized on its content and have increased their awareness on how to better support school directors and ensure that pupil data is collected effectively. Child to Child materials will be adopted and pilot trainings will be held before the school year end in September 2009. A case study of the SEL situation in primary schools in Timor-Leste was conducted</td>
<td></td>
</tr>
<tr>
<td>----------------------------------------------------------------</td>
<td>------</td>
<td>------</td>
<td>---------------------</td>
</tr>
<tr>
<td>PTA Development &amp; Support</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>School Based Management</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Teacher Training</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Providing Core Schools with Basic Equipment</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Social Mobilization</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Primary Curriculum Reform</td>
<td></td>
<td></td>
<td>See above</td>
</tr>
</tbody>
</table>


referred to as the “regional trainers.” This reference group, under the auspices of the INFPC has been actively delivering trainings for all 2500 Grade 3-4 teachers. In early April they will also begin preparations for orientations to all 2000 Grade 5-6 teachers.

In 2008, the overall capacity of MOE’s Supply and Logistic unit was strengthened. UNICEF, under a common agreement with the Danish Refugee Council provided a logistic expert to work with the MOE’s Supply and Logistic unit. Workshops were held, management structures and support equipment established, regional
<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>warehouse needs identified and overall understanding of delivery status, gaps and blockage has helped the ministry establish a still fragile but stable Supply and Logistic unit. A Logistics Guide for Warehouse operation &amp; Inventory Control was developed and printed into Portuguese, Tetun and English. It has been distributed widely, including with other ministries as it is a good example for quality control.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Capacity Building for Development of Primary Teaching/Learning Materials</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Capacity Building of Primary Curriculum Development</td>
<td></td>
</tr>
<tr>
<td>-------------------------------</td>
<td>------</td>
<td>------</td>
<td>---------------------</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• The final draft of the pre-secondary school curriculum statement has been developed through a widely participatory process, which included discussions with all pre-secondary schools, key ministries and teaching institutions in addition to developmental partners and NGO/international NGOs. It has not yet been approved by the Minister of Education.</td>
</tr>
<tr>
<td>Capacity Building of Pre-secondary Curriculum Development</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Development of Pre-Secondary Teaching and Learning Materials</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Adolescents and Participation</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Adolescent Literacy</td>
<td></td>
<td></td>
<td>See above</td>
</tr>
<tr>
<td>Life Skills Based Education</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Young People Participation and</td>
<td></td>
<td></td>
<td>See above</td>
</tr>
<tr>
<td>--------------------------------</td>
<td>------</td>
<td>------</td>
<td>---------------------</td>
</tr>
<tr>
<td>Involvement in Decision Making</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Project Support</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Project Evaluation</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Annex 7: Sample National-level Interview and Focus Group Protocols

National-Level Interview Protocol

[Title, Organization], [Name]

[Date]

[Time]

1. Please describe the portfolio of projects on which you work with UNICEF Timor Leste.

2. Describe your understanding of UNICEF Timor Leste’s strategic objectives within the education sector in Timor Leste. Do these align with [your organization’s] understanding of the educational needs in Timor Leste? How aligned do you think UNICEF’s objectives are with the social, economic, political and security priorities of Timor Leste?

3. How effective have the projects you mentioned earlier been in improving outcomes for key beneficiaries (e.g. increasing Ministerial, teachers’, and other stakeholders’ capacities)? What positive outcomes have you witnessed? What unintended outcomes have you witnessed? (PROBE: Describe the degree to which UNICEF TL prioritizes monitoring and evaluation efforts for each project within your portfolio).

4. Describe any challenges you have encountered while working on projects with UNICEF TL. How successfully have you been able to overcome these challenges?

5. More generally, how effective has UNICEF been in addressing Timor-Leste’s needs in Ministerial capacity building? (PROBE: school-level programming, including provision of resources, and Ministerial capacity building)? What gaps, if any, remain unaddressed by UNICEF TL (PROBE: to what extent have all beneficiary groups been targeted, including girls, children with disabilities, religious and linguistic minorities)?

6. Are these gaps addressed by other donors or NGOs in Timor Leste?

7. To date, how well has UNICEF coordinated with you and other agencies involved with other aspects of development (e.g. health, school feeding programme) to ensure that they’re on the same page?

8. Are there other non-UNICEF sponsored education initiatives that complement the priorities you described earlier? (PROBE: To what extent has the key outcomes you described earlier are attributable to UNICEF programming versus the activities of other partners in TL?)

9. What final comments – on topics we have not covered- would you like to share with us regarding UNICEF’s role in education programming within Timor Leste? What questions would you like to ask us about this evaluation?
Focus Group Protocol for Teachers

Interviewer Note: Some teachers may not realize that the education programmes we are interested in were sponsored by UNICEF because these programmes are implemented by the Ministry of Education. According to UNICEF, teachers received trainings on the following topics: multi-grade teaching practices, child-centered teaching practices, how to use teaching and learning materials based upon the primary curriculum. Schools were also provided with resources to improve their development and lesson planning and resources (school materials like blackboards, tents and kits, psychological training and support) during the emergency.

INTRODUCTIONS

INTERVIEWER: The purpose of this evaluation is to measure the effectiveness of educational activities that have been created and implemented by UNICEF Timor Leste. In this focus group, we want to speak with you about your opinions on this issue. Everything we speak about will be confidential or private. I will not report your comments back to UNICEF or share your name with UNICEF. Also, if you do not wish to answer a specific question, you have the right to say so. The final report will only include a summary of what we have learned from all the people we interview. We expect this focus group to take about 45 minutes to 1 hour of your time. May we begin?

1. Please describe your role in this school/community and how long you have been serving in this capacity.

OVERVIEW OF SCHOOL PROGRAMMES/ACTIVITIES

2. Describe, in your own words, the educational priorities for your school/community.

3. What programmes/activities has UNICEF implemented within your school/community before the emergency in 2006? During the emergency in 2006? After the emergency in 2006?

INTERVIEWER: Since this interview is about UNICEF’s education work in this district, I would like to focus on the projects that were actually handled by UNICEF. Specifically, these include trainings on: multi-grade teaching practices, child-centered teaching practices, how to use teaching and learning materials based upon the primary curriculum. Schools were also provided with resources to improve their development and lesson planning and resources (school materials like blackboards, tents and kits, psychological training and support) during the emergency.

4. How well-matched were the goals/objectives of the UNICEF programmes/activities with what you think the teachers in your community need?

5. How aligned were the goals/objectives of the UNICEF programmes/activities with what you think the students in your community need?

6. How well prepared do you feel to help your district achieve the priorities you discussed earlier (in Question 2)? How well prepared is your district to achieve these priorities? (Interviewer note: List the priorities that the interviewee discussed in Question 2. Record whether the interviewee says well-prepared or less than well-prepared.)

7. Describe the 2 or 3 main challenges that you and other education staff face within your school and your district.

8. How successful were the programmes/activities that UNICEF has implemented in helping you overcome the challenges that you just described? (Interviewer note: please ask for each of the challenges described in question 7)
9. What other donors or NGOs are active in your school/community? What programmes do they implement? In what way do these programmes overlap or complement what UNICEF has done in your school/community/community?

10. How well coordinated are these donor programmes/activities within your school/community? (Interviewer note: do teachers ever feel overwhelmed by the number of programmes in their district and the demands of different donors or do the programmes seem well-managed and supported?)

11. How have students benefited from the programmes mentioned above? (Interviewer note: please ask for a response for each program/activity listed in response to question 1, 2, or 3)?

12. (Interviewer note: ask for each of UNICEF’s activities in the district) In your estimate, how many children, youth, teachers and parents has UNICEF’s activities reached? Were there many students or parents or others who wanted to participate but could not? For example, did UNICEF concentrate their activities in only a few schools? (Interviewer note: we are trying to determine how many people UNICEF was able to reach and how many were left out.)

13. What, if any, groups have not been the focus of, or have not received programming/interventions funded by UNICEF? (Interviewer probe: if participants cannot name any groups, some example include: girls, orphans, disabled students, those with HIV/AIDS). Please describe what programmes, policies or activities are needed to help these groups.

14. What other programmes or activities do you need to improve the educational system in Timor Leste?

YOUR RELATIONSHIP WITH UNICEF / THE MINISTRY OF EDUCATION

15. How often does UNICEF and/or Ministry of education officials ask for your feedback/suggestions about programming in your school/community? (Interviewer note: ask teachers for specific number of times per week)

16. Please describe any training that you yourself have received from UNICEF.

17. How effective or useful was this training for you? Why? What else do you need from UNICEF to do your job more effectively?

18. If you had the opportunity to redesign the programmes implemented by UNICEF, what would you do differently? (Interviewer note: please ask for a response for each program/activity listed in response to question 1, 2, or 3)

EFFECTS OF PROGRAMMES/ACTIVITIES TO DATE

19. How effective have the programmes/activities you mentioned earlier been in improving outcomes for students/teachers/parents/school directors/school administrators? What positive outcomes have you witnessed? (Interviewer note: please ask for a response for each program/activity listed in response to question 1, 2, or 3)

20. What sort of effects have the programmes/activities had on each of these groups that surprised you? (Interviewer note: please ask for a response for each program/activity listed in response to question 1, 2, or 3. Also, we are interested in hearing about any negative effects programmes may have had on students, teachers, school directors)

21. How successful has each of the programmes/activities been in increasing enrolment, attendance, promotion and completion rates among boys and girls? (Interviewer note: please ask for a response for each program/activity listed in response to question 1, 2, or 3)
22. How successful has each of the programmes/activities been in increasing academic achievement of boys and girls? (Interviewer note: please ask for a response for each program/activity listed in response to question 1, 2, or 3)

23. Describe any changes to student behavior outside of the classroom that you have noticed since these programmes/activities have been completed?

24. Since 2003, what events/conditions have had a negative impact on UNICEF’s programmes/activities in your school/community? (Interviewer probe: conflict, natural disasters. We want to hear about events that may have limited the sustainability of UNICEF’s activities.)

25. Since 2003, what events/conditions have had a positive impact on UNICEF’s programmes/activities in your school/community? (Interviewer probe: strong parent or community support, a very active district leader. We want to hear about events that may have improved the sustainability of UNICEF’s activities.)

**FINAL THOUGHTS**

26. What final comments do you have about the programmes that UNICEF has developed in your school or community?