



Interim evaluation 2010 – Brief Report

Education for Social Cohesion, Sri Lanka

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Deutsche Gesellschaft für
Internationale Zusammenarbeit (GIZ) GmbH
Evaluation Unit
Postfach 5180
65726 Eschborn
T +49 61 96 79-1408
F +49 61 96 79-801408
E evaluierung@giz.de

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www.giz.de

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This report was produced by independent external experts.
It reflects only their opinion and assessment.

Potsdam, 29.04.2011

Tabular overview

The evaluation mission

Evaluation period	06/2010 - 02/2011
Evaluating institute / consulting firm	Sustainum - Institut für zukunftsfähiges Wirtschaften Berlin / Health Focus GmbH
Evaluation team	Karin-Annabella Revuelta, JD MPH Dr. S. B. Ekanayake

The development measure

Title according to the offer	Education for Social Cohesion, Sri Lanka
Number	2009.2211.2 (Education for Social Cohesion (ESC), preceded by 2005.2064.3 (ESC phase 1) and 2005.2077.5 (Disaster Risk Management and Psycho-social Care, DRM&PC)
Overall term broken down by phases	Current phase: 10/2009 – 09/2012 First phase: 10/2005 – 09/2009
Total costs	<p><u>Planned total costs of ESC phases 1 & 2: € 8.750.000</u></p> <p><u>Planned total costs for current phase: € 6.250.000</u> (of which € 1.500.000 are earmarked for PSC; € 150.000 partner contribution)</p> <p>Other participating organization of current phase: UNICEF contribution of \$ 300.000, which is <u>not</u> paid through GTZ but which financially supports GTZ interventions of 2010 and additional resources are being negotiated for 2011</p> <p>German contribution to phase 2: € 6,25 million</p> <p><u>Actual total costs of ESC phase 1: € 2.433.847</u> (€ 150.000 partner contribution)</p> <p><u>Actual total costs of DRM&PC: € 3.459.577</u> (€ 1 million)</p>

	from World Vision Germany as co-financing)
Overall objective as per the offer, for ongoing development measures also the objective for the current phase	<p>2009.2211.2 (ESC phase 2) overall objective: Educational measures and psychosocial care enable children, youth, their families and communities to live together peacefully in a multi-ethnic and multi-lingual society.</p> <p>2005.2064.3 (ESC phase 1) overall objective: School teachers and educational authority staff are qualified to create a safe learning environment in which they enable children and youth to a peaceful and responsible coexistence in a multi-cultural and multi-ethnic society.</p> <p>2005.2077.5 (DRM&PC) overall objective: The planning and implementation capacities of the education authority staff are improved with respect to disaster prevention in the schools and to psycho-social counseling of children and young people affected by the tsunami.</p>
Lead executing agency	Ministry of Education (MoE)
Implementing organisations (in the partner country)	<p>National Institute of Education (NIE)</p> <p>MoE of Eastern and Northern Provinces and Central, Uva and Sabragamuwa Provinces (plantation sector)</p> <p>National Colleges of Education (NCoE)</p> <p>Teacher Training Colleges (TTC)</p> <p>National Education Commission (NEC)</p> <p>National Education Research and Evaluation Center (NEREC)</p> <p>Disaster Management Center (DMC)</p> <p>Ministry of Health (MoH)</p>
Other participating development	2005.2077.5: World Vision Germany (combi-financing)

organisations	and CIM expert at NIE 2009.2211.2: UNICEF
Target groups as per the offer	Micro-level: Children and youth, especially those in conflict- and poverty-affected areas; community members and members of networks, e.g. women Meso-level: Civil servants of education and health sector at district and provincial level, as well as representatives of networks Macro-level: Staff of MoE, NIE and MoH; members of psycho-social advisory board

The rating

Overall rating <i>On a scale of 1 (very good, significantly better than expected) to 6 (the project/program is useless, or the situation has deteriorated on balance)</i>	3
Individual rating	Relevance and appropriateness: 4; Effectiveness and coverage: 3; Impact: 2; Efficiency and coordination: 1; Sustainability: 3

The interim evaluation of the Education for Social Cohesion (ESC) in Sri Lanka project was carried out by two independent consultants, Ms Karin-Annabella Revuelta and Dr S. B. Ekanayake, from the consortium Health Focus / Sustainum. After the inception report was approved, a three-week field mission in Sri Lanka took place in late October to mid-November 2010. The methodology applied by the Evaluation Team consisted of documentary review, semi-structured interviews, group discussions and observation.

The project consists of two former projects that were merged and extended by the current phase. The two predecessor projects were ESC phase 1 (10/2005-09/2009) and Disaster Risk Management and Psycho-social Care (DRM&PC) (10/2005-09/2009). ESC phase 1 consisted of three components: 1) remedial education, which developed a self-learning manual for students having difficulties in passing the O level math exams; 2) second national language (2NL), which introduced the teaching of a second national language (Tamil / Sinhala) in schools; and 3) peace and value education (PVE), of which the main result was developing a Peace and social cohesion policy for the education sector. DRM&PC consisted of two components: 1) disaster risk management, which developed the national guidelines on school safety; and 2) psycho-social care (PSC), which established a guidance and counseling unit at the National Institute of Education (NIE), established PSC centers and trained counselors of the conflict-affected areas.

In 2009 ESC phase 1 and DRM&PC were administratively merged and jointly closed. During phase 1 the ESC project worked at national level by primarily advising the Ministry of Education (MoE) and NIE in developing new policies, guidelines, curricula, training teacher trainers and teachers in training. The project activities were mainly in the northern and eastern provinces, the region most affected by the conflict and tsunami. A gender analysis was carried out in late 2009.

ESC phase 2 started in October 2009 and is supposed to last three-years. It is a continuation of phase 1. The focus of phase 2 is to implement at school level, particularly in 200 pilot schools located in the conflict-affected and poverty areas (Northern and Eastern Provinces, plantation areas), the concepts developed and tested in phase 1. ESC phase 2 consists of two components. The first component is an educational component consisting of the interventions 2NL, PVE, disaster safety education (DSE) and education for disadvantaged children and youth (EDCY). Remedial education was not extended. EDCY consists of open schools, non-formal vocational education training program, and educational support for displaced children in the Northern and Eastern Provinces. The second component is a PSC component and consists of one PSC intervention. At present all PSC activities are strictly

planned for the education sector, i.e. conducting training of trainers for teachers, developing a client-based monitoring system for students, developing a PSC policy for the education sector, and conducting research at the school level. The overall objective of ESC phase 2 is: “The measures in education and PSC enable children, youth, their families and communities to live together peacefully in a multi-ethnic and multi-lingual society.” The project has the conflict marker C-2, meaning that the project has to contribute to crisis prevention, conflict transformation and peace-building.

The total budget for ESC phases 1 and 2 is € 8.750.000. The actual budget at the time of the evaluation for DRM&PC was around € 3.5 million.

Sri Lanka has a good education system, being the best performer in South Asia in primary school indicators and being on track towards achieving universal primary education by 2015 (Millennium Development Goal (MDG) 2). Despite its achievements, the education system has challenges like deploying qualified teachers to remote locations of the country or areas affected by the war. Sri Lanka’s network of 9.662 primary and secondary schools is highly segregated, e.g. by language and ethnicity; as a result, children of different ethnic and linguistic backgrounds do not attend school together.

The project’s gender analysis of 2009 found amongst others that gender equality does not appear in education strategies, concepts and plans and that school textbooks portray gender stereotypes. ESC phase 2 has three gender indicators. Component 1’s gender indicator intends to promote the training of more women, especially in managerial posts. Component 2’s indicators intend to promote that more girls and women seek counseling services. The gender goal of the project at outcome level still has not been specified. ESC phases 1 and 2 are marked with GG-1, meaning that the project contributes to gender equality at least at intervention level.

It is objectionable that the project did not address one of the key needs for a sustainable peace as pointed out after a long discussion process involving the GTZ and the German Ministry of Economic Cooperation (good governance, security, a balanced socio-economic development and a culture of justice and reconciliation), but education. Likewise, a multi-donor funded Strategic Conflict Assessment (SCA) was carried out in 2005. It contained suggestions for projects that donors supporting peace-building should consider, but it did also not identify the education sector as a sector that can significantly transform the conflict.

Subsequently, the interviews carried out did not indicate that the school community has problems of living peacefully together in a multi-ethnic and multi-lingual society (project’s overall objective). An assessment of each intervention’s contribution to the goal of social

cohesion showed mixed results. For example, it is plausible that learning a second national language contributes directly to living peacefully together in a multi-lingual society. On the other hand, the Evaluators could not identify how, for example, disaster safety education contributes to social cohesion. There is no research available to document that the various interventions, like the activities carried out under peace and value education, directly contribute to the stated project objective.

In 2010 ESC phase 2 conducted a comprehensive baseline survey, which measures the knowledge of the concepts developed in phase 1 and provides a baseline for the implementation level of the new concepts at school level in the selected 200 pilot schools of phase 2. The survey found that the project inputs of phase 1 have resulted in most teachers understanding the new concepts, but many do not cover the new topics in the revised syllabus. For example, although over 80% of the teachers stated that they do understand the main ideas behind peace and value education, only 24% of the teachers who stated this gave an appropriate example.

The Evaluation Team assessed the impact chain as logical and realistically achievable and only suggested the reformulation of one gender indicator (as already planned by the project staff) and the addition of a new indicator at outcome level, which is necessary to have a conflict-sensitive indicator that measures social cohesion.

The project works with all major stakeholders from the government side, including institutions outside the education sector. As the Ministry of Education MoE does not approve it, the project does not work with civil society, even though it is prescribed in the design of component 2.

The project was evaluated according to the five OECD DAC criteria relevance/appropriateness, effectiveness/coverage, impact, efficiency/coordination, and sustainability. Regarding the criterion relevance/appropriateness, the Evaluation Team found that the project is not focusing on key needs for a sustainable peace. The education sector in Sri Lanka is ethnically and linguistically segregated. It does not showcase or promote the peaceful living together of one multi-ethnic and multi-lingual society. Therefore it is not the most effective sector to work with to reach crisis prevention, conflict transformation and peace-building goals. The project is however fully in line with all the relevant Government of Sri Lanka (GoSL) policies like the Education Sector Development Framework and Program (ESDFP) and the National Mental Health Policy. Gender mainstreaming activities started in ESC phase 2 after the gender analysis was carried out. The criterion **relevance/appropriateness** is rated as **unsatisfactory**, as the negative results predominate despite identifiable positive results (**level 4**).

Regarding the criterion effectiveness/coverage, the Evaluation Team assessed whether ESC phase 2 is reaching the 11 set indicators. 6 indicators are expected to be fulfilled by project end, 4 are partly fulfilled, and 1 is unlikely to be achieved (the new indicator). All already formulated gender indicators are expected to be fulfilled by project end. The project indicator at output level (a coordination structure between 3 relevant ministries at different levels) will only be partly achieved, reflecting the project's difficulties in working multi-sectorally. The indicators reflecting the use of outputs will be achieved, except it is unlikely that all 200 pilot schools will implement all new concepts, which is a very ambitious goal. At the outcome level, the education related indicators are expected to be achieved, while the PSC related indicators only partly. The project contributes to improving the quality of needs based education, but does not reach the families and communities as planned through component 2. With regards to coverage the project is conflict-sensitive, as interventions focus on conflict-affected areas in the North and East where most of the conflict-affected population lives. Thus, the criterion **effectiveness/coverage** is rated as **satisfactory**, as the positive results predominate (**level 3**).

ESC phase 2's overarching development result is that the project contributes to the reduction of conflict potentials and poverty. The interventions peace and value education and second national language plausibly contribute indirectly in the long-term to less conflict potentials, and the interventions education for disadvantaged children and youth and disaster safety education plausibly contribute indirectly in the long-term to poverty reduction. Although the project is not focusing on identified key needs for a sustainable peace (see "relevance"), it can be considered that it is still contributing successfully to a societal atmosphere that is necessary for the war not to break out again by teaching young children the importance of identifying their country as a country for all Sri Lankans, irrespective of their ethnicity and language. Thus, the criterion **impact** is rated as **good**, as there are no significant defects (**level 2**).

The project's expenditure up to early 2010 has been efficient. Funds flow into the budget lines and project activities that would be expected. For example, up to 50% of the total budget goes into staff and consultants costs, which is appropriate, considering that the main activities carried out in phase 1 were the development of policies, guidelines, curricula and teaching materials. And more than half of the project's financial agreements were allocated to the conflict-affected areas. The counterpart provides the project three offices free of rent and pays the electricity and water bills, the salary of an office cleaning staff, reimburses taxes and duties and provides government staff. This is a very high counterpart contribution.

The project staff is active in all the relevant coordination committees. Thus, the criterion **efficiency/coordination** is rated as **very good**, as there are no defects (**level 1**).

As officially ESC terminates in September 2012, the discussion on sustainability assumes that the project closes in late 2012. All products developed in phase 1 – policies, strategies, guidelines, handbooks, curricula and teaching materials – have been approved by the government and are being integrated into the government's educational system. An assessment of the five interventions of ESC phase 2 shows that not all interventions are likely to be sustainable after the end of the project, because there are many structural constraints. Some might be solvable by working with the community (e.g. parents), who might be willing to take over the running costs of implementing the newly introduced concepts at the school level. Thus, the criterion **sustainability** is rated as **satisfactory**, as the positive results predominate (**level 3**).

In summary, the **overall rating** is **satisfactory (level 3)**.

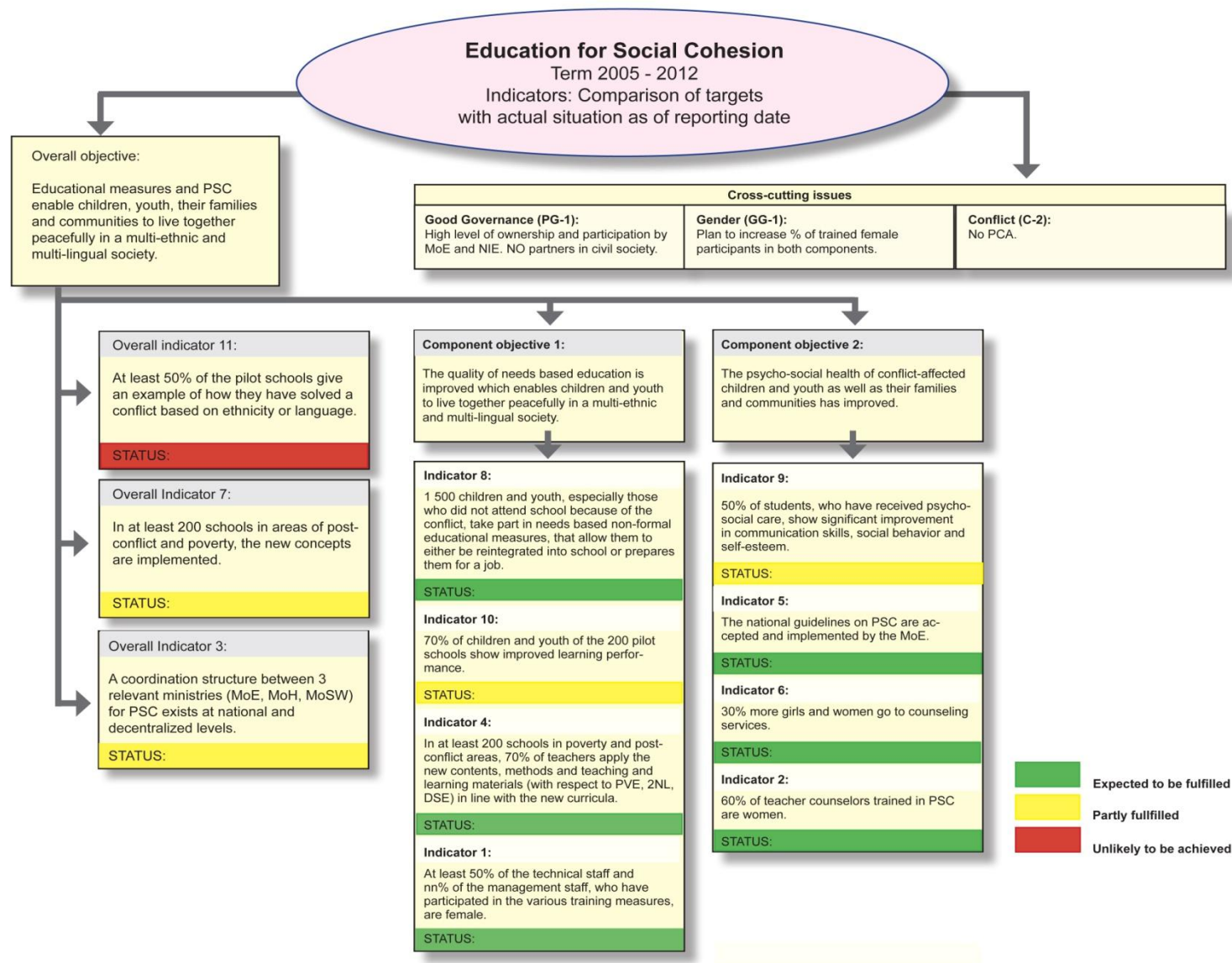
The Evaluation Team makes the following recommendations. To the BMZ we recommend to assess whether the focal area conflict transformation should be maintained, as the war is over and the GoSL does not appreciate the usage of this term, as it has a negative connotation and does not help in the government's efforts to focus on peaceful nation building.

To the GIZ we recommend that a peace and conflict assessment (PCA) and a gender analysis must be carried out at the project design or project inception phase for projects with the markers C-2 and GG-1. Otherwise, the problem analysis for the project is missing.

To the project we recommend to consider monitoring the overall objective at outcome level with a monitoring tool like the Most Significant Change technique, as it needs to be documented how the project is contributing to the decrease of social conflicts between multi-ethnic and multi-lingual communities. Also, the project should consider working with civil society, as the community could be a vital actor in ensuring that many project interventions are implemented at the school level.

Finally, to the project and MoE/NIE we recommend that their implementation strategy be reconsidered to ensure that the project outcomes are met by project closure. Suggestions like researching the quality of teacher training have already been made by the project staff. In addition, the project and the MoE and NIE need to consider how the five ESC phase 2 interventions can become more sustainable. There are too many structural constraints to make some interventions like 2NL sustainable after 2012, but there might be possibilities of making interventions like PVE and DSE sustainable by involving the community.

Comparison of target and actual situation with respect to achievement of the objective, on the basis of the indicators laid out in the contract (or the subsequently modified indicators) in an overviewing diagram, including the status of BMZ markers (integrated)



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Dag-Hammarskjöld-Weg 1-5
65760 Eschborn/Germany
T +49 61 96 79-1408
F +49 61 96 79-801115
E evaluierung@giz.de
I www.giz.de