LET THE FLOWERS GROW: MID-TERM EVALUATION OF THE CAMBODIA CONSORTIUM FOR OUT OF SCHOOL CHILDREN

A mid-term review conducted by The Wellspring Initiative on the CCOOSC programme funded by Educate a Child and implemented in Cambodia with Aide et Action as the lead of a consortium of 23 partners from 2014 to 2017.

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ACKNOWLEDGEMENTS

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Acronym	Meaning
AeA	Aide et Action
AL	Accelerated Learning
ALPWG	Accelerated Learning Provincial Working Group
AOP	Annual Operating Plan
ASEAN	Association of Southeast Asian Nations
CBO	Community Based Organization
CC	Commune Councillors
CCOOSC	Cambodian Consortium for Out of School Children
CCWC	Commune Council for Women and Children
CD	Capacity Development
CDP	Commune Development Plan
CEFAC	Commune Education for All Committees
CFS	Child Friendly School
CIP	Commune Investment plan
CM	Community Members
CSO	Civil Society Organizations
CWD	Children With Disability
DAC	Development Assistance Committee
DFID	Department for International Development
DGE	Directorate General of Education
DOE	District Office of Education
DTMT	District Training and Monitoring Team
EAC	Educate a Child
ECCD	Early Childhood Care and Development
ED	Executive Director
EFA	Education for All
ELC	Economic Land Concessions
EM	Ethnic Minority
EMC	Ethnic Minority Children
EMIS	Education Management Information System
ESP	Education Strategic Plan
ESWG	Education Sector Working Group
ET	Evaluation Team
FGD	Focus Group Discussion
HC	Health Centre
HQ	Headquarters
HREC	Human Research Ethics Committee
ICT	Information Communications Technology
ICTE	Information Communications Technology in Education
IE	Inclusive Education
IFRC	International Federation of Red Crescent
IFRCRCS	International Federation of Red Crescent & Red Cross Societies
INGO	International Non-Governmental Organization
IP	Implementing Partners

Acronym	Meaning
IT	Information Technology
JTWG	Joint Technical Working Group
KII	Key informant Interview
LA	Local Authority
LFA	Logical Framework Annex
LFM	Logical Framework Matrix
LNGO	Local non-governmental organization
M&E	Monitoring and Evaluation
MENAP	Multi-ethnic national action plan
MLE	Multilingual Education
MoEYS	Ministry of Education, Youth and Sport
MOI	Ministry of Information
MRQ	Master Research Question
MTR	Mid-term Review
NEP	NGO Education Partnership
NER	Net Enrolment Rate
NFE	Nonformal Education
NFEWG	Nonformal Education Working Group
NGO	Non-Governmental Organization
NTFP	Non Timber Forest Products
OA	Over Age
OAC	Over Age Children
OECD	Organization for Economic Development
OOSC	Out of School Children
OP tracker	Operation tracker
OSC	Out of School Children
PESWG	Provincial Education Sector Working Group
PMEAL	Planning, Monitoring Evaluation and Accountability
POE	Provincial Office of Education
POH	Provincial Office of Health
PRC	Poor & Remote Children
PTTC	Provincial Teacher Training Centers
RGC	Royal Government of Cambodia
SC	Street Children
SCC	Street Children Component
SDG	Sustainable Development Goals
SEL	Social & Emotional Learning
SME	Small Medium Enterprise
SSC	School Support Committee
TOR	Terms of Reference
TWC	Technical Working Committee
UN	United Nations
UNESCO	United Nations Education, Scientific, Cultural Organization
UNICEF	United Nations International Children's Education Fund
USAID	United States Agency for International Development
WGED	Working Group for Education Decentralization
WGPD	Working Group for Partnerships and Decentralization

1.   EXECUTIVE SUMMARY

The report is structured according to the following format:

   1. **Executive Summary** – Key Findings and Recommendations by Outcome, DAC Criteria M&E system, resource allocation, risk management, and the Consortium.

   2. **Introduction** – Overview of Project & Key stakeholders

   3. **Evaluation Overview** – Summary of the Assignment

   4. **Methodology** – a description of the data collection & analysis processes

   5. **Findings & Analysis** – a review of the findings by outcome, DAC criteria, M&E, resource allocation, and risk management.

   6. **Recommendations** – Key recommendations by outcome and DAC criteria, M&E, resource allocation, risk management, and the Consortium.

   7. **References** – all the citations from the report

   8. **Appendices** – all key appendices

The executive summary presents the critical findings from the report, and is structured according to the Findings & Analysis Section: 1) Key findings by outcome & Development Assistance Committee (DAC) criteria, 3) key lessons learned, and 4) key findings from the M&E review, resource allocation, resource management, and the Consortium 4) key recommendations by outcome, DAC Criteria, M&E system, resource allocation, risk management, and the Consortium. Please see **Appendix 13** for a summarized table of key findings and recommendations.

1.1   Key findings

1.1.1   By Outcome

The following summarizes the key findings by outcome.

Outcome 1 - OOSC in project target areas are able and encouraged to complete the primary education cycle.*(Weighted Evaluation Score = 7.88)*[1]

With nine months remaining, the program has nearly achieved its targets and has overachieved in some areas. This is particularly noteworthy given the late start, the fact that certain initial enrolments were not eligible to be counted, and the need to organize and coordinate the entire Consortium and bring all the partners together. This is the component of the program rated most successful by the partners themselves, and the one in which they are most proud of their achievements. Giving access to those who could not otherwise have it – Over Age Children (OAC), Street Children (SC), Poor and Remote Children (PRC), Children With Disabilities (CWD) and Ethnic Minority Children (EMC), EM – is something they feel a considerable accomplishment.

Outcome 2 - Teaching quality is improved. *(Weighted Evaluation Score = 5.54)*

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[1] This score is an average of the perception scores from the Executive Director FGD, and the performance indicator score taken from the most recent M&E framework. See Progress Against Objectives section for more details. The scores are based on a maximum score of 10 – where 1 is poor and 10 is excellent.

Although quality has been challenging for the program, there have been some gains. Completion rates are strong. Students have improved their reading abilities, and this make them more interested to learn. Despite the considerable investments in capacity (*see Outcome 3*), however, this has yet to translate into wide-scale increases in quality education. Another challenge is that the Consortium has no standard benchmark to measure improvements in student learning outcomes, and needs a clearer theory of change linking teacher quality to student learning outcomes.

Outcome 3 - Education leaders/providers are better equipped to improve education efficiency.*(Weighted Evaluation Score = 6.65)*

Capacity building of teachers , directors, SSCs, DTMTs, DOEs, School Support Committee (SSC), District Training and Monitoring Team (DTMT), District Offices of Education (DOE), and even POEs - Provincial Offices of Education (POE) has been extensive. It has come mostly in the form of training. However, as with the second outcome of quality mentioned above, the quality of the training is not standardized and most partners do not have tools or mechanisms to measure the outcomes of the capacity building efforts. Another main challenge is that educational actors are sometimes constrained in translating the skills and knowledge by personal factors or institutional structures. On a positive noted, some IPs have experienced success in improving livelihoods of parents as a contributor to education efficiency.

Outcome 4 - Education environment is improved through advocacy and research.*(Weighted Evaluation Score = 5.18)*

Advocacy has been underutilized in the project. There have been some successes, however, partners note that they are proud that the Multi-lingual Education (MLE) strategy is used nationwide, although this has been in development for a long time and cannot be attributed to CCOOSC. CCOOSC has also contributed to the implementation of the Accelerated learning Program, Education Policy for Children with Disabilities, and Child Friendly Schools. In some cases in the Consortium, what has happened is more outreach and awareness raising, or advocacy at the local level. In terms of research, project documents as well as primary data collection do not reveal any clear research agenda of the CCOOSC. Senior MoEYS officials, POE/DOE officials, and IPs moreover point out that success stories and good lessons learned (*e.g. linking livelihood with education for OOSC*) have not yet been well documented for mutual learning among education practitioners and for policy improvement.

1.1.2 By DAC Criteria

The following summarizes the key findings by DAC criteria.

Relevance

The CCOOSC mid-term review data confirms that the CCOOSC program is seen by Implementing Partners (*IP and concerned stakeholders*) as being relevant to both global and national policy objectives, especially policies on inclusive education, and MLE. Further, the Consortium model is considered by some IP, and even the MoEYS, as highly relevant and useful for other joint ventures between civil society and government.

Effectiveness

The program activities are diverse and multi-faceted including teacher training, scholarships, livelihood support, and institutional strengthening. In general, the CCOOSC program activities have succeeded in increasing enrolment as well as retention, therefore, the program seems well on track to achieve its target of 57,372 OOSC enrolments, which is 96% of its global goal. The activities that have been less effective are capacity development of educational actors. Some actors which have

been particularly effective are the building of schools and infrastructure, school mapping, and enrolment campaigns.

Efficiency

Generally, the program is efficient in terms of its use of financial resources with implementing partners reporting that they are achieving considerable outcomes with limited resources. Some partners indicated they were successful in getting communities to cost share, and have self-rated their expenditures as efficient and transparent. Teaching incentives, scholarships, learning resources, and transportation are aligned with the CCOOSC program, and have contributed to the efficient attainment of program objectives.

Impact

For the CCOOSC program, it is too soon to tell whether the project is having an impact. One preliminary finding are the spill over effects from enhanced community involvement in OOSC education. In particular this has involved engaging family and community members in ensuring the future of their children through education. Changes in attitudes, in particular reduction in violence against children, increased awareness of the rights of CWD, can also be classed as potential impact. While the enrolment and accessibility gains are certainly an important achievement, it is not possible to determine if they will be sustainable in the long term.

Sustainability

All stakeholders are concerned that when the program ends, OOSC students will again be at risk of being pushed or pulled out of school. As partners have been carrying out OOSC activities before the Consortium, however, some activities will be likely to continue on a smaller scale. At least some of the partners indicate they are willing to continue even without funding from CCOOSC. At the same time, most government actors and partners are also worried that there is not an adequate or prepared handover or exit strategy in place for the end of 2017.

1.2 Systems & Consortium

The following sections concern the review of: 1) M&E system, 2) resource allocation, 3) risk management, and the Consortium

1.2.1 On M&E

The M&E system is excessively output focused – nearly 60% of the 100 indicators are focused on outputs, and do not target changes in knowledge, attitudes, or practices. There is little evidence that data generated from the M&E systems are being used to inform strategic course correction, and to generate an evidence base for advocacy and dialogue at the national level. With a powerful tool such as Operation (OP) tracker, there is room for more concerted, collective advocacy and policy dialogue with MoEYS. Partners have found the OP trackers system very difficult to learn and with large number of indicators for tracking, but several of them note that it is useful and post-project they plan to integrate into their own M&E systems.

1.2.2 On Resource Allocation

One of the issues which emerged for discussion is whether a quota system should be put in place, to ensure that fairer numbers of OOSC in each component are being retained. The PRC component, for example, receives approximately ten times the allocation of other components, which is because of the match funding nature of the Consortium. Regarding match funding, some partners note the difficulty in the 50% requirement, however this high level of match funding

increases ownership and sustainability. The analysis of financial resource consumption reveals that at project close, CCOOSC may have as much as 10% of EAC grant monies remaining.

1.2.3 On Risk Management

The original risk analysis is lacking in detail and comprehensiveness for a project of this scope, and does not include safety, security, technological, social, or legal risks. The evaluation team note that several of the operational risks envisaged have materialized: 1) lack of participation from local authorities, 2) insufficient teacher numbers, and 3) children dropping out due to pull factors. Risks which were not included in the risk matrix but did materialize are as follows: 1) safety breaches with project personnel, 2) technological hurdles in implementing OP, 3) legal risks in contract negotiations with EAC, 4) social risks of creating competition and jealousy between participating and non-participating Consortium schools, and 5) departure of 2 consortium members.

1.2.4 On Consortium

All partners value being part of the Consortium, and note that it provides very useful opportunities for learning, networking, and collective voice. Working together with 23 different partners requires standards, systems, and approaches to be standardized to a certain degree, which is a challenge. Most partners agree that this should be seen as a sign of diversity, and that each partner brings different strengths which should be recognized and appreciated, like 'letting flowers in the garden grow'[2] in different ways. Nurturing these diverse 'flowers' requires considerable leadership, vision, strategic direction, and highly developed coordination and communication systems. The Consortium could be improved to become more than just the sum of its partners, and to serve as more of a platform for critical dialogue, sharing, and lessons learned. In particular the collective voice when engaging with the MoEYS could draw on the expertise and resources of all implementing partners.

1.3 Lessons Learned

Many best practices have occurred with IPs in the programme, however, it is not clear how well these lessons are being widely disseminated across the Consortium.   It is also not evident how lessons learned at the local level are being captured by the national level. Some DOEs/POEs were unable to identify lessons learned or mechanisms for improving quality . And the MoEYS notes what they would like more of is good practices, curriculum, and inputs for quality education from CCOOSC. The Ministry reiterates that good practices; if well captured; would be a springboard for acceleration of ESP 2014-2018 and contribute to SDG #4.

1.4 Key Recommendations

The following are the key recommendations for the project.

1.4.1 By Outcome

The following recommendations are grouped by outcome.

Outcome 1

- Increase the number of village chiefs, commune councils (CC), school support committees, and CEFAC members who are involved in OOSC identification (*Indicator 1.3.2 = 63% of global target*).

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[2] This refers to the recognition by partners that they are all 'flowers in the garden' of the Consortium, who need to be nurtured but also allowed to grow in the garden together with other partner organizations.

- Increase the number of scholarships provided to OOSC (*Indicator 1.4.1 = 63% of global target*).
- Increase the number of referrals of OOSC to other NGO education programs *(Indicator .4.3 = 11% of global target)*.
- Model the successful 'green schools' initiatives (*i.e. building fish ponds, growing gardens, school clean-up activities*) undertaken by some IPs at schools in the Consortium in order to attract more OOSC.

Outcome 2

- Increase the quantity of textbooks and materials made available to students in the program. (*Indicator 2.1.3 = 40% of global target*).
- Increase the # of master teachers who are qualified to use pedagogical techniques developed by CCOOSC *(Indicator 2.2.2 = 9% of global target)*.
- Increase the number of CEFAC, CC, CCWC, SSC, and Directors who attend management and leadership trainings *(Indicator 2.3.1, 63% of global target)*.
- Increase the number of schools which have action plans incorporating new methodologies and skills. (Indicator 2.3.2 = 65% of global target).
- Develop concrete metrics for measuring student learning outcomes, which are independent from retention, completion, and enrolment rates.
- Request from MoEYS for involvement of private schools in SC component.
- In the context of decentralization and deconcentration, improve accountability relationship between DOE, school principals and DM administrations for provinces where transfer of functions in education are being implemented.
- Conduct capacity assessments of principals, teachers, and students to better tailor support and mentoring/coaching activities.
- Support to teachers of OOSC should be enhanced, using a variety of different capacity development approaches and merit based incentives.
- Since general curricular materials are not suitable for children with disabilities, ensure specific curriculum/textbooks available for children with disabilities.

Outcome 3

- Increase the number of POE/DTMTs who provide adequate support to schools as needed- teaching staff how to use new pedagogical approaches *(Indicator 3.3.3 = 61% of global target)*.
- Change the target of forming parent groups to forming parent peer support mechanisms (5-6 parents each).
- Increase the number of households engaging in income generating activities and conduct studies to better understand which IGAs are more effective.
- Enhance the dissemination of best practice and lessons learned among CCOOSC members at the Consortium level

Outcome 4

- Clarify the difference in CCOOSC between national level advocacy, local level advocacy, awareness raising, and communications activities.
- Prepare a Consortium advocacy plan (*short term and long term*) to engage more actively and strategically with local and national actors to prioritize OOSC issues.
- Use the last 11 months to develop a set of concrete policy recommendations for presentation to the MoEYS on improving education for OOSC across all components.

- Document more good practices of the programme and the consortium model to share with more national and international audiences.

1.4.2 By DAC Criteria

The following are the key recommendations for the DAC criteria.

Relevance:

- In order to be more relevant to the needs of the Cambodian education system, CCOOSC should focus on progression rates from primary to lower secondary.
- The Consortium should use its evidence base not only to support the existing strategic direction of MoEYS, but also to drive innovations in education policy,

Effectiveness

- Consortium resources should be devoted towards outcomes that produce changes in knowledge, attitudes and practices among education actors
- CCOOSC should invest in peer learning strategies – such as children's clubs and student councils, as they hold potential for promoting child friendly schools and student-centred learning.
- The Consortium should equip teachers with new knowledge and skills in pedagogy.

Efficiency

- In line with suggestions elsewhere, AEA should streamline policies and procedures of the Consortium to allow for more efficient programme management.
- Consider joint funding of activities together with the MoEYS at the district and provincial level, to avoid duplication of efforts (*i.e. scholarships*)

Impact

- Document success stories of children or parents across the country, including positive life stories (*e.g. OOSC becoming active, recognized citizens enjoying economic, cultural rights*) that consortium members can use to demonstrate programme impact.
- Scale up innovative practices such as: peer-to-peer learning, education through arts, community consultations on quality education, student councils.

Sustainability

- CCOOSC IPs should conduct a sustainability mapping exercise to identify actors, stakeholders, and mechanisms that need to be strengthened in the last year of the programme to ensure maximum likelihood for continuity.
- Best practices of the programme should be documented and handed over to DOE, POE, and MoEYS officials coupled with dialogue on how the CCOOSC can support the integration of these practices and how MoEYS will ensure their continuation.

1.4.3 M&E System

The following recommendations are made for improving M&E.

- Update M&E procedures, data collection tools and analysis to incorporate principles of participatory M&E; revise the framework to be more in line with PMEAL – planning, monitoring, evaluation, accountability & learning.

- Lengthen reporting times so that partners have at least 6 weeks to produce quarterly and bi-annual reports.
- Streamline the OP tracker system and respond to user requests for enhanced features.

1.4.4 Resource Allocation

The following recommendations are made for resource allocation.

- Consortium should ensure that systems or mechanisms in place to ensure that the per head costs are agreeable and satisfactory to all partners, in order to reduce perceived differences.

1.4.5 Risk Management

The following recommendations are made for risk management.

- The greatest risk to the project is that it terminates without a proper handover plan to the project, thereby undoing the gains of the last few years. As a result, the program needs to be better integrated into what the MoEYS is already doing.

1.4.6 Consortium

The following key recommendation is provided for the Consortium:

- The gardener of the Consortium (*AeA*), should allow the flowers in the Consortium (*implementing partners*) to grow and flourish, taking into account the detailed recommendations in section 6.6, in a 9 month extension of the project, and a future 5 year cycle of CCOOSC.

2. INTRODUCTION

2.1 Programme Context

The Cambodian Consortium for Out of School Children (CCOOSC) programme is situated within a normative global and national framework guaranteeing the right to education for all. The vision of the UNESCO Incheon Declaration and Framework for Action 2030 is to transform lives through education. This is reflected in Sustainable Development Goal 4. The focus of the Declaration is on ensuring inclusive and equitable quality education and promotes lifelong learning opportunities for all. The Declaration states that this includes:

- Ensuring access to and completion of quality education
- Acquisition of functional literacy and numeracy skills
- Provision of at least one year of quality free and compulsory pre-primary education

It states that this should be achieved by equity and inclusion in and through education, transformative public education policies, gender-positive teaching and learning, well-qualified, and adequately remunerated and motivated teachers. Education actors should use appropriate pedagogical approaches supported by information and communication technology in safe, healthy, gender-responsive, inclusive and adequately resourced learning environments. (UNESCO, 2015). In Cambodia, responsibility for education rests with the Ministry of Education Youth and Sport (MoEYS) whose main objective 'is to ensure that all Cambodian children and youth have equal opportunity to access quality education consistent with the Constitution and the Royal Government's commitment to the UN Child Rights Convention, regardless of social status, geography, ethnicity, religion, language, gender and physical form'. The MoEYS objective is applied through three macro policies of ensuring equitable access for all to education services, enhancing the quality and relevance of learning, and ensuring effective leadership and management of education staff at all

levels (MoEYS 2016). At the micro level, the MoEYS has developed policies addressing the five CCOOSC components of poor and remote children, children with disabilities, ethnic minority children, street children, and over-age children. As such, the CCOOSC programme objectives of access, quality, capacity development, and advocacy and research are well aligned with relevant global policies, Cambodian law, and MoEYS policies, programs and management systems.

2.2 Programme overview

Aide et Action (AeA), together with the support of 23 partner organizations and the MoEYS, are implementing the CCOOSC programme. CCOOSC is a nationwide programme which seeks to increase the primary school enrolment and retention rate of children 6 – 15 years old. CCOOSC targets OOSC in five categories (i) children with disabilities (CWD) (ii) children of ethnic minorities (EM) (iii) poor and remote children (PRC) (iv) street children (SC) and (v) overage children (OA) . To improve access, quality and efficiency of primary education, CCOOSC partners employ a range of strategies including: improving teachers' capacity, responding to teacher shortages and absenteeism, providing scholarships for students, building temporary school structures, adapting and improving curricula, and establishing a strong education structure at the local level to support children. The Consortium's 23 partner organizations who have been actively intervening in 21 provinces with their own funds supplemented up to 50 percent with funds under a grant from the Educate a Child (EAC) Programme. It is important to acknowledge that the achievements of CCOOSC would not have been possible without these matching funds, and that other donors (please see *Appendix 15* for a list) have made a substantial contribution to the success of this project. Aide et Action is the managing agency for the grant funds provided by EAC to CCOOSC for this 42-monthprogramme from May 2014 to November 2017.

2.3 Key stakeholders

There are a number of key stakeholders for this report. The primary audience will be the reference group composed for the management of this evaluation. Secondly, the Steering Committee will use the report to inform its strategic guidance of the programme in the remaining nine months. Thirdly, and importantly, the implementing partners in each of the five components of the programme are a key target audience:

- **Poor & Remote Children Component (PRC):** Plan International; Cambodian Organization for Children and Development (COCD); Save the Children (SC); Sovann Phoum Organization (SPO), Bandos Komar (BK), Ockenden; Operations Enfants du Cambodge (OEC); Youth Star Cambodia (YSC), AeA and CBOs in Kampong and Kandal Provinces
- **Children with Disability Component (CWD):** Rabbit School Organization (RSO); Disability Development Service Programme (DDSP); Komar Pikar Foundation (KPF); Epic Arts (EA); Light for the World
- **Ethnic Minority Children Component (EMC)**: CARE; Non-Timber Forest Products (NTFP); Kampuchea Action for Primary Education (KAPE)
- **Street Children Component (SC):** Damnok Toek (DT); Buddhism for Social Development Action (BSDA) and Pour un Sourire d'un Enfant (PSE)
- **Over-Age Child (OAC):** Pour un Sourire d'un Enfant (PSE)
- **Advocacy and Research**: Non-governmental Education in Partnership Organization (NEP) and Advocacy and Policy institute(API)

Another stakeholder group is the advisory board, composed of senior officials from MoEYS and the quality assurance consultant. The Technical Working Committee (TWC) members – composed of representatives from the line departments in the Ministry of Education – will also review the report.

The report will also be viewed by Educate a Child, as well as other donors to the programme. Other important audiences are: AEA staff in the regional and internationally, and outside CSOs who are interested in the key findings and recommendations.

2.4 Programme logic

The overall goal of the programme is to contribute to a comprehensive Cambodian inclusive education system that caters for every child including CWD, indigenous, girls, poor, remote, and over age. The programme measures this achievement by an increase in the net enrolment rate (NER) in Cambodia by 2%, as well as an overall increase in enrolment in target provinces. The goal is supported by four outcomes as follows:

Outcome 1:**OOSC in programme target areas are able and encouraged to complete the primary
education cycle.** Outcome 1 envisages at least 55,000 OOSC (50% females) children enrolled in formal or non-formal education opportunities. At least 83% of these students must be retained through a full cycle.

Outcome 2: **Teaching quality is improved.** The programme measures this by the number of teachers who are using improved pedagogies, improvement in student learning outcomes, 5% increase in promotion rates, 5% decrease in dropout rates, decrease in repetition rates, and OOSC oriented for lower secondary entrance.

Outcome 3: **Education leaders/providers are better equipped to improve education efficiency.** The programme supports local education actors, including teachers, directors, local authorities, to actively participate and engage in school management, resource mobilization, school supervision, and inclusive education. This is measured by the number of action plans implemented in schools.

Outcome 4: **Education environment is improved through advocacy and research.** This last outcome aims for the Royal Government of Cambodia (RGC) to adopt an inclusive education policy, coupled with recommendations presented for improving environment of OOSC. AeA helps to build partner capacity on research and advocacy through Education Working Groups and the National Primary Subsector Working Group.

3. EVALUATION OVERVIEW

This evaluation was originally intended as a mid-term evaluation. However, due to delays in procurement and programme start, the evaluation actually covers ¾ of the programme period (*or 31 months*), from May 2014 to December 2016. Please see *Appendix 15* for the TOR and *Appendix 16* for Wellspring's proposal in response to the TOR.

3.1 Evaluation objectives

The midterm evaluation has the following key objectives:

- To review progress made by CCOOSC partners toward the achievement of results at the outcome and output level;
- To identify enabling or constraining factors in the consortium model that impact the effectiveness of the overall program;
- To evaluate the programme based on its: relevance, effectiveness, efficiency, impact and sustainability;

- To look at institutional, administrative, and organizational aspects of the programme with a view to identifying areas for improvement;
- To review the assumptions and risks and suggest any necessary revisions;
- To study the Monitoring and Evaluation (M&E) system and recommend steps to ensure more effective implementation;
- To identify lessons learned from the programme implementation to date; and,
- To provide recommendations for the completion of the current phase as well as for a future phase of the programme.

3.2   Evaluation team

The research team consisted of the following members: Tucker McCravy, team leader; Jack Frawley, senior technical advisor; Ou Sokhim, co-lead researcher; Tep Kuntheara, co-lead researcher; Un Vutha, research assistant; and Yoem Chamnab, research assistant.

4.   METHODOLOGY

4.1   Governance

The Evaluation Team requested AeA to establish a reference group for the evaluation. The review reference group provided technical inputs for the research methodology and data collection tools, and provided feedback on data analysis and research findings. The review reference consisted of one representative from partner organization in each of the five major components and two representatives from AeA. The evaluation was therefore collaborative, involving the main key stakeholders in data collection as well as analysis, although there were limitations in the participatory nature of the approach.

4.2   Design and data sources

The design of the mid-term evaluation was informed by several objectives each with corresponding master research questions. The objectives from section 3.1 were mapped against research questions, which were then used to generate the data collection tools. The main research questions were:

MRQ1. What has been the progress of the CCOOSC partners towards achieving the outcomes and outputs of the programme logical framework?

MRQ2. What elements of the Consortium model have improved or impeded the effectiveness of the programme?

MRQ3. What has been the relevance, effectiveness, efficiency, impact, and sustainability of the programme?

MRQ4. What are the present risks facing the programme which were not foreseen, and how can they be mitigated?

MRQ5. In what way could the M&E system to be improved to be more effective?

MRQ6. What lessons have been learned from the programme and how have those lessons affected programme implementation to date?

MRQ7. What should the programme or the Consortium do differently in the remaining period, and what strategic adjustments could be made for a future funding cycle?

The evaluation employed a number of cross cutting approaches. *Appreciative inquiry* is an approach that seeks to engage programme participants in self-determined change so, in the case of the MTR, research questions focused on the strength of the programme and its assets. *Participatory* approaches were used to the extent that the reference group was developed and all partners had a chance to express their views through the online survey. *Small group discussions* have been used in the consultative workshop – to discuss and validate the findings. The research team have also been *gender and conflict sensitive*, paying attention to the special needs of young women in the research process, and also being sure not to create harm by their presence in communities. Finally, the team has used *triangulation* to compare findings from different sources. The research framework which maps the research objectives to the master research questions, and describes these approaches in more detail, is found in *Appendix 1*.

This mid-term evaluation of the CCOOSC programme used mainly a qualitative approach, but also included a survey. The research approach consisted of four steps: 1) a desk review; 2) focus group discussions; 3) key informant interviews; and, 4) an online survey. The desk review established familiarity with the CCOOSC strategy by reviewing a range of documents: the programme proposal; a baseline report; ten partner annual reports; one Logical Framework Matrix (LFM) indicator document; the OP tracker system document; three similar programme documents; five relevant government policies; and, three other documents on contextual information. In total, the evaluation team reviewed 25 documents with team members being allocated several documents for review. The documents reviewed are listed in *Appendix 2* and a sample review is found in *Appendix 3*.

4.3   Sample

In consultation with the reference group, the sample size was decided in proportion to the resources allocated for each component of the programme. It was agreed that the evaluation team would visit one site per component, and for the Poor and Remote Component two sites were visited. This produced six sites, across four provinces (see *Appendix 4* for data collection schedules), as follows:

Site #	Location	Partner	Component
1	Peam Ro Commune, Peam Ro District, Prey Veng Province	DT	SC
2	Kampong Trabek Commune, Kampong Trabek District, Prey Veng Province	PSE	OC
3	Leun Chong primary school Ratanakiri, Leun Chong Village, O Chum Commune, O Chum District, Ratanakiri Province	Care	EM
4	Sala Primary school, Sala Village, Kork Commune, Borkeo District, Ratanakiri Province School Name	Plan	PRC
5	Epic Arts Center, Kampot District, Kampot Province	Epic Arts	CWD
6	Chramoh Chruk village, Chres Commune, Kampong Tralach District, Kampong Chnnang Province	SC	PRC

Within each site, schools were chosen based on the enrolment performance across the province, and selecting a school that was performing 'on average' with respect to enrolment. So for example with a list of 100 schools in one province, based on enrolment figures of OOSC, the partner would have chosen a school somewhere in the 50th percentile. It was agreed that this would provide a more balanced and representative view of the performance of the programme in that area, and

would avoid the need for having to do costly and time consumptive random sampling. More detail on this sampling methodology can be found in *Appendix 6*.

4.4   Summary of Respondents

Altogether the evaluation team planned to reach 213 respondents, altogether the evaluation team reached out to 249 respondents, according to the breakdown in the following table. Of the total respondents, 62% were male, and 38% were female.[3] An anonymized list of respondents is provided in *Appendix 5*.

Respondent Group	DC Method	Planned	Actual
Donors	KI	2	2
IP Executive Directors or representative	FGD	16	19
CCOSC Component IP Staff Members	FGD	48	41
Steering Committee Members	KI	5	5
CCOOSC partner programme staff	Survey	22	40
Ministry of Education Officials	KI	2	2
POE Officials	KI	4	4
DOE / DTMT Officials	KI	6	9
CCOOSC partner field staff	KI	12	10
Mixed - CEFAC/SSC/Parents, teachers	FGD	48	59
Students/children	FGD	48	58
		213	**249**

In order to choose the respondents within each site, a set of criteria for each type of respondent was chosen in discussion with the reference group. This criteria, together with the criteria for school selection, can be found in *Appendix 6*.The evaluation team reached out to representatives from Friends International and Mith Samlanh, to seek their views, but was unable to obtain any feedback from these two partners.

Qualitative data provided depth and richness through interviews with key informants and focus group discussion with school committees, staff and students. As a qualitative research technique, in-depth interviews are particularly useful for getting the views of a participant's experiences in which the researcher can pursue in-depth information around a given topic. For this evaluation, key informant interviews were conducted with:

- Donors, to assess the performance, value for money, and strategic alignment of the CCOOSC programme with donor priorities;
- CCOOSC steering committee members, to better appreciate the internal strengths and areas to improve of the program;
- MoEYS officials, to assess their perception and involvement and CCOOSC's contribution to improving educational outcomes for out of school children;
- POE officials, to gather their perception and feedback on the overall effectiveness, relevance, and impact of the programme, especially regarding access to and quality of education for out of school children;

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[3] Note this does not include the survey, which did not ask for personal information such as gender.

- DOE/DTMT officials, to gather their feedback on the overall effectiveness, relevance, and impact of the programme, especially regarding access to and quality of education for out of school children; and,
- CCOOSC partner staff with one partner for each of the 5 programme components, to learn about the differences in achievement across the component areas, and about the level of coordination and collaboration between management and programme staff of CCOOSC.

A focus group is a form of qualitative research in which a group of people discuss their perceptions, opinions, beliefs, and attitudes about identified topics. In this case, focus groups involved a number of people involved in the CCOOSC programme participating in a discussion on topics supplied by the Evaluation Team. For this evaluation, focus group discussions were conducted with:

- Partner Executive Directors, to learn more about the working of the Consortium;
- Component leaders, technical group members, and MoEYS counterparts, to better understanding the how the programme is progressing including achievements and challenges;
- Mixed FGDs composed of School Support Committee members, Education for All Committee members, parents and teachers; to learn more about the on-the ground issues and the impact the programme is having;
- Students and relevant youth, to better understand how the programme has addressed their needs for access to quality schooling, to identify gaps for further support, and to validate findings from other data sources.

Quantitative data was collected to allow the evaluation team to gather a wider representative population to add to information from CCOOSC programme staff. In order to reach all 23 Consortium partners, the evaluation team designed and implemented an online survey in English. The aim was to gather additional feedback from Consortium programme staff about the implementation of the programme, its progress, and also ideas for further improvement. The evaluation team received responses from 19/23 partners. The survey questionnaire is found in *Appendix 7*.

4.5   Data collection instruments

A total of two data collection instruments were prepared and used to collect data from respondents: a master questionnaire and an online survey. The master questionnaire (*see Appendix 8*) included the key questions used in interviews and focus group discussions. Each question set was tailored for each respondent group and also to the data collection instrument (*i.e. FGD or interview*). All interviews and focus group discussions began with a description of the programme, as well as the ethical protocols of informed consent and confidentiality. The Evaluation Team who were trained in data collection procedures, gave a brief overview of the CCOOSC programme to refresh the respondent's memory before beginning the discussion/interview.

The online survey was optional and anonymous with open and closed questions for all CCOOSC programme staff, and specific questions for Finance Managers or Senior Administrative Officers; for M&E Specialists or M&E Officers; and, for Senior Executive, Programme Director or Programme Coordinators. A total of 40 respondents from 22 partner and sub-partner organizations completed the survey. 17% of them were senior management, 13% programme directors, 30% of them programme coordinators, and the rest from other positions. 56% of them had worked with their organizations from 1 to 5 years, and 36% for between 6 and 10 years.

4.6   Data analysis

The Evaluation Team transcribed into English face-to-face interviews conducted in Khmer with key informants including donors, MoEYS senior staff, POE senior staff, DOE senior staff and IP senior staff. Some key informant interviews were conducted in English. The Evaluation Team also recorded notes from focus groups discussions conducted in Khmer and English.   An inductive approach was used to analyse the interviews and notes in order to summarise the extensive raw data and to establish links between the research objectives and the summary findings and recommendations.

The Evaluation Team created a coding outline and structure on the basis of the pre-determined themes from the analysis of interview data, focus group data and survey responses to open ended questions. The analysis used Mind Map for this purpose (see *Appendix 9* for a completed mind map), with a mind map being generated for each dataset i.e. key informant interviews, focus group discussions and survey responses (Fig. 1).

Figure 1. Mind Map showing pre-determined codes for Mixed / CEFAC FGD data
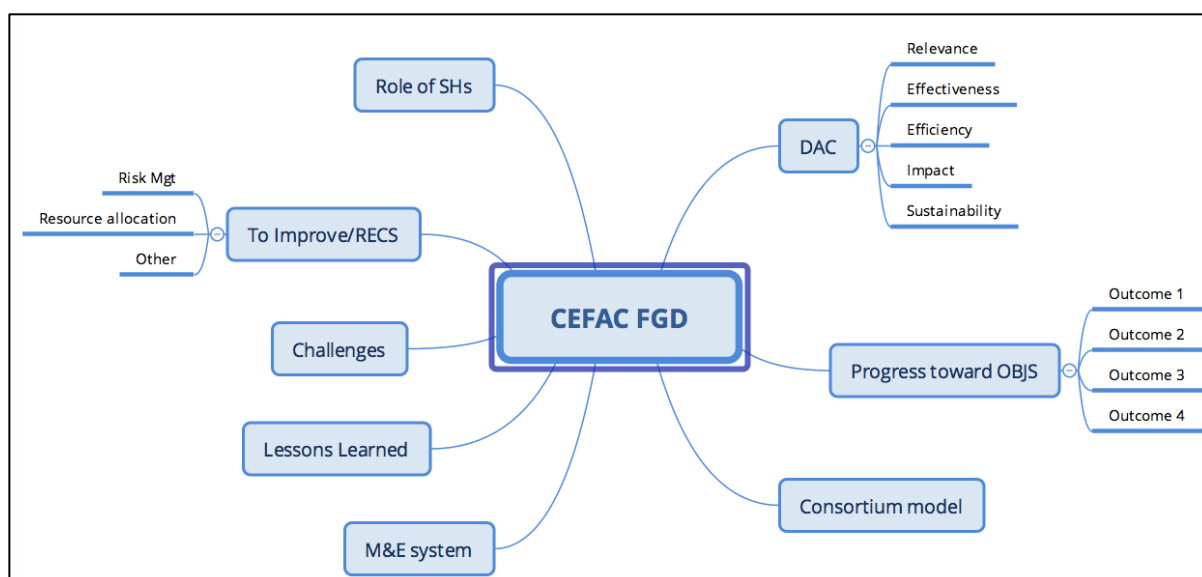
From the Mind Map, tables were generated with data sorted and collated into each of the pre-determined themes (*Table 1*).

Table 1. Pre-determined codes for one theme for the focus group data and survey.

OBJECTIVE 3 Capacity development – *developing the capacity of key actors at the local level*	Make change by encourage teacher and parents to become more understanding on value of education. (FGD) 77% of IP Senior Staff (Senior Executive, Programme Director, Programme Coordinator) believe that the CCOOSC programme is developing the capacity of key actors including educational leaders, school support committees, local authorities, District and Provincial Education Departments, parents and households. (SURVEY) IP has built the capacity of the younger people in each target community. Along with the volunteers of IP, the direct implement of the programme, young people in the community really get engaged in implementing the programme. (FGD)

In addition to the analysis of data obtained from the key interviews, focus group discussions and survey, data obtained from the desk review were also analysed. As noted above, the Evaluation Team reviewed a range of different documents.

4.7   Ethics procedure

Appropriate ethical considerations including confidentiality, informed consent and programme background information were followed during all data collection activities (*see Appendix 10*). The data collection tools themselves were framed in a conflict-sensitive way. The data collection took place after securing full approval from AeA and the IPs. In specific, AEA partners were responsible for the securing prior informed consent for the children, either through parents or accompanying teachers.   The Evaluation Team began data collection after securing and recording the verbal consent of those participating. The Evaluation Team assured the confidentiality of data throughout the evaluation process. Prior to data collection an ethics note was prepared and discussed with participants (see *Appendix 10*).

4.8   Consultative Workshop

After the preliminary findings and recommendations had been generated, the evaluation team together with AeA organized a consultative workshop.   All Consortium programme partners participated, altogether approximately 40 in number.   The overall aim of the consultative workshop was to engage CCOOSC partners and validate the findings and recommendations from the evaluation.   The entire evaluation team co-facilitated a participatory exercise to this end.   Partners were divided into small groups and given some of the findings and recommendations to discuss and validate.   The groups were instructed to offer comments explaining whether they supported the finding, or questioned the finding.   This activity helped the partners to deepen their own understanding of the evaluation results, and to provide more detailed information for integration into the final report.   The main outcome of the conversations was that the implementing partner staff validated the majority of findings and recommendations, and provided additional inputs to the final report.   The evaluation team has adjusted this version of the report to reflect this input, and considers this workshop an important step for ensuring the validity, consistency, and reliability of the findings.   Please see *Appendix 14* for the findings.

4.9   Limitations of methodology

The main limitation associated with the evaluation was in regards to the participatory nature of the approach. AeA's term of reference stated that the research should follow a participatory approach and include in-depth interviews with partners/stakeholders and beneficiaries. While this was case in general, the Evaluation Team felt that it did not address the true nature of participatory action research (PAR). PAR is a collaborative partnership approach to a review that equitably involves stakeholders and beneficiaries in all aspects of the review process. Partners contribute their expertise and share responsibilities and ownership to increase understanding of a given phenomenon, and incorporate the knowledge gained with action. The PAR involves conducting a review that recognizes the stakeholders and beneficiaries as active players in all aspects of the review process. The Evaluation Team felt that while stakeholders were effectively engaged, it was less so for the beneficiaries. Another limitation was in regards to research ethics. While the Evaluation Team adhered to ethical procedures required by some of the IP, it appears that there is an urgent need for AeA to establish a Human Research Ethics Committee (HREC) to govern the research side of the CCOOSC programme.   The role of a HREC is to monitor the ethical review

process undertaken for research, to consider ethical implications for all proposed human research programmes, and to determine whether or programme are acceptable on ethical grounds. A HREC should aim to ensure that the rights of individual participants of the research are protected at all times and set up procedures to ensure that this occurs. Other limitations included time constraints, the dual nature and language of the Evaluation Team (*Khmer and English*), possible translation errors, and possible selection bias in the choice of schools. With regards to the latter, it is possible that the schools selected by partners are more reflective of the programme's strengths rather than its weaknesses, and therefore not representative of the schools as a whole who have benefitted from CCOOSC.

5.   FINDINGS & ANALYSIS

The findings section is divided into the following subsections: 1) progress against objectives, 2) evaluation criteria (DAC), 3) M&E system appraisal, 4) resource allocation, 5) risk management, and 6) Consortium review.

5.1   Progress Against Objectives

This section is further sub-divided into each of the four outcomes.

5.1.1 Outcome 1: Access

As of December 2016, the CCOOSC programme had the following achievement highlights[4]under Outcome 1:

- Enrolled 55,301 children (*46% girls*) in school, which is 96% of the global target of 57,372;
- Enrolled 39,256 children (*41% girls*) for a full cycle (*3 academic years*), which is 85% of the global target;
- Provided 31,614 children (*46% girls*) with scholarships, which is 63% of the global target;
- Renovated 257 classrooms (*168% of global target*);
- Built 30 schools (*97% of global target*);
- Opened 2,815 accelerated / re-entry classes, which is 373% of the global target;
- Conducted school mapping in 1,099 schools (128% of programme target)

These above achievements above have been largely validated by the primary data collection. For example, 85% of IP Senior Staff (*Senior Executive, Programme Director, Programme Coordinator*) believe that the CCOOSC programme is overcoming and reducing economic, physical, behavioural and institutional obstacles to education. With nine months remaining, the programme has nearly achieved its targets and has overachieved in some areas[5]. This is particularly noteworthy given the late start, the fact that certain initial enrolments were not eligible to be counted, and the need to organize and coordinate the entire Consortium and bring all the partners together. It is also evident that this is the component of the programme rated most successful by the partners themselves, and the one which they are most proud of. There is a recognition among partners[6] that most resources of the CCOOSC programme are being allocated to Outcome 1 – access. Giving access to those who could not otherwise have it – OA, SC, PRC, CWD, EMC – is something they feel is a considerable accomplishment. In general, all partners note that the targets have been surpassed.

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[4] Note that this presentation of achievement highlights for this and subsequent outcomes is representative only and is not meant to be a replication of progress against objectives for all indicators in the M&E framework.
[5]Views expressed in focus group interviews.
[6]Mentioned by some respondents in the key interviews.

The Ministry of Education actors note for their part that access to education is at 98% for all school age children countrywide, with only 2% of OOSC remaining to enrol.   Provincial education officers also feel there has been good progress with enrolment, retention, and reduced dropout. Partners feel that the programme is very inclusive, and that they are able to reach groups that cannot normally be reached, although they acknowledge in rural areas they cannot reach out to all OOSC Through implementing partners' efforts to build schools and libraries, provide scholarships to students, engage them through non formal education and re-entry programs, and identify needy children through school mapping activities, this outcome has been largely successful.

More details about individual outputs are provided below.

Output 1.1 Schools are built and infrastructures are improved to enable access to OOSC.

As noted, access has been improved across the board, through remedial classes, and integrated classes.   Partners such as PLAN note that remedial classes were a new focus for them which came about because of their participation in the CCOOSC program. The programme has also provided teacher's aids, increased the number of multi-ethnic education teachers. For children with disabilities, special integrated classes have been opened in schools, accessibility fittings for schools such as ramps and toilets have been constructed. For ethnic minorities, school buildings have been constructed, and some have been taken over by the MoEYS. Some of the schools have been built with in-kind contributions, labour, and financial support from community members. In the process of supporting construction, the School Support Committees (SSCs) have improved their planning, and according to IPs have in some cases become more transparent through their handling of budgetary funds.   Also literacy classes for the ethnic minority component have helped to serve as a bridge to formal education. In a number of schools the school environment (i.e. latrines, gardens) has been improved, making them 'green schools, which according to some provincial education officers makes learning more attractive for OOSC and thereby increases access.   As a result of all these efforts, repetition rates have decreased and enrolment rates have increased.

Output 1.2 Educational actors are willing and able to provide access to all OOSC

As a result of IP efforts, school directors are now more welcoming of CWDs into their schools, and willing to provide toilets and ramps to make learning accessible for them.   Due to the increased efforts of school directors, street children are given the opportunities to study their peers in government schools. POE/DOE are more interested in and motivated to implement multi-lingual education with support from implementing partners. This support comes in the form of financial incentive for transportation costs and moral encouragement from IP staff members. The POE/DOE in turn provide capacity building for teachers to improve their skills through trainings on teaching methodologies. In general, district and province education officials demonstrate greater sensitivity and openness to helping children who face push and pull out challenges.

Output 1.3 OSC and their families are identified and made aware of the importance of education.

Through direct involvement in various OOSC campaigns, parents now value education more and they see it as a worthwhile endeavour for their students.   Another positive outcome is that community members are now more involved in ownership of their own children's education. They demonstrate this by participation in SSC meetings, helping with school construction, and ensuring their children's attendance in school.

Output 1.4 OOSC have the means to access primary school (scholarships)

The programme has provided scholarships to 31,614 students (*63% of the global total*). At the outset, there were some difficulties in agreeing on the formula and criterion for identifying scholarship recipients, but those issues seem to have been resolved . It's important to note that MoEYS is also engaged in efforts to provide 60,000 scholarships to OOSC, and to support special

education. In order to further attract out of school children (OOSC), the programme has provided incentives to children, such as: schools, books, school bags, bikes, pens, rice, study mats, glasses, hearing aids. The students themselves are happy to study when they receive all these supplemental aids. They feel that they can have a chance to get education as others. Many students expressed that now their parents do not need to spend money to buy study materials, and they feel they have parents; teachers and other students love them. They become more willing to go to school every day for they have class and play sports with other children. A teacher in Prey Veng province said that "…without this programme, our street children would have lost their uniforms, shoes and bags again…" From the MoEYS side, they note that provision of these materials can help children with their motivation, and as a result they can accelerate their learning.

Challenges

Ultra-marginalized

Consortium members who were working individually on OOSC before have now been able to reach a wider target population. Some Implementing Partners (IPs) that were only working in Phnom Penh, for example, have been able to scale up their efforts. At the same time, there are concerns that the programme has not been able to reach the ultra-marginalized children in truly remote areas. These are students who have never been enrolled, have enrolled and dropped out, are in very inaccessible areas, or who simply fail to learn within the present school system. The challenge with reaching these students is that it is very costly.

Barriers to education

There are strong push and pull factors which are driving forces to cause student dropout. These 'push' factors include abuse, insecurity, cultural stereotypes, discrimination. Some children experience family problems like domestic violence and abuse, which make it difficult to teach them. 'Pull' factors include migration, poverty, early childhood marriage and children engaged in employment. When parents migrate, this causes long absences and then results in high dropout rates. For the students themselves, it is often hard to join because they are far away from school. Perhaps the greatest challenge is retaining children in education after the programme is completed, especially the poor children who currently receive scholarships.

Parental engagement

As for parents, there are a number of challenges. The biggest is the difficulty in continued engagement of parents in schooling. In specific, some parents of CWD children do not want to send their children to school as they do not value the quality of the education which is on offer. Moreover, they find it hard to supervise their child's education as they are busy with their livelihoods.

Resource constraints

There are always challenges with limited resources, despite the considerable expenditure of the programme. Provincial education officers note that they need more support to NFE and AL classes, also would like to broaden support to whole province. They also need more wheelchairs, toilets and ramps for CWD .

5.1.2 Outcome 2: Quality

By December 2016, the programme had the following achievement highlights under Outcome 2 :

- Trained 4,380 teachers (*38% females*) on improvement of teaching skills (*146% of global target*);

- 90% of those who attended the training confirmed that they are applying the methodologies;
- Qualified 220 teachers as master trainers (*30%)* female, which is 9% of the global target;[7]
- For 21,099 students monitored by CCOOSC, in primary school the promotion rate is 69%, the repetition rate is 10% and the push/pull out rate is 6%;
- Developed 3 sets of learning tools for approval by MoEYS; Made 4 sets of tools available to teachers in target schools, Made 2 sets of learning tools available to OOSC in these schools;
- Provided annual management and leadership trainings for 1,529 CEFAC, CC, CCWC, SSC, Director, DOE/POE (*22% female*) (*63% of global target*)

As these above statistics show, teaching quality has been somewhat difficult for the programme. Nevertheless, 88% of IP Senior Staff (*Senior Executive, Programme Director, Programme Coordinator*) believe that the CCOOSC programme is making improvements in the quality and efficiency of education services including teaching quality, pedagogy, teacher resources, and school management. This perception does not align with the overall findings of the evaluation team, which are based primarily on qualitative findings. This divergence between the qualitative and quantitative findings requires further explanation. With respect to Outcome 2, survey responses were more positive than qualitative responses. There are several possible explanations for this: 1) respondents felt the survey was not completely anonymous and therefore were unusually positive, 2) the structure of the questions in the survey led to more positive responses,[8] 3) there is sampling bias in that the question was only asked to senior management.

In the Consortium, considerable investments in capacity have yet to translate into wide-scale increases in teaching quality. One challenge is that the Consortium does not have a standard methodology (*including tools for measurement*) to assess improvements in student outcomes. What is also needed is a clearer theory of change in determining how teaching quality leads to positive changes in learning outcomes for students. This is a suitable topic for action research carried out by teachers and students themselves.

As evidence of the challenges with quality, the promotion rate at primary level for OOSC children was only 61%, and only 20% of assessed OOSC completed primary education and successfully entered lower secondary.[9] The following chart summarizes year on year statistics for dropout, completion, promotion, and repetition from the 2014-2015 Academic Year to the 2016 Academic Year.

Table 2. Comparative Analysis of Student Enrolment Factors from 2014/5 to 2015/6 in CCOOSC[10]

Metric	CCOOSC Overall	PRC	CWD	EMC	SC	OA
Drop out	* (red up arrow)	** (red up arrow)	**** (red up arrow)	** (red up arrow)	*** (blue down arrow)	*** (red up arrow)
Repetition	* (blue down arrow)	*** (blue down arrow)	* (red up arrow)	No change	** (blue down arrow)	** (red up arrow)
Completion	** (blue up arrow)	* (blue up arrow)	*** (blue up arrow)	*** (red down arrow)	No change	**** (blue up arrow)

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[7] Note: This is due to a re-definition of the indicator which later included the qualification of master trainer, and affected the final results.
[8] The responses were rated using a Likert scale with the choices: "strongly disagree, disagree, neither agree nor disagree, agree. Strongly agree."
[9] Source: Semester 5 Report for EAC; note this only includes 42,982 children, and does not include OSC enrolled after Nov. 1 2016
[10] Ibid, p. 17

Promotion	* ⬇	* ⬆	* ⬇	No change	** ⬇	** ⬇

* = 25% or less change, ** = 25% to 50% change, *** = 51% to 99% change, **** = 100% or more change

In the table blue arrows are favourable, and red arrows indicate negative change. The table reveals that of the 24 possible directional changes: 3 indicate no change, 13 negative directional changes, and 9 positive directional changes. In particular dropout rates across all components increased, significantly so for CWD. The only exception was for street children, which experienced dramatically reduced dropout rates. Repetition rates were mixed, with a notable improvement for poor and remote children. Completion rates nearly universally improved, except for ethnic minorities, who experienced a considerable decline. And overage children performed especially well on completion. Promotion rates also declined, except for poor and remote children who saw a slight increase and ethnic minority children who saw no change. Another thing which this analysis reveals is that the PRC component seems to be the strongest in terms of quality. Further discussion and research is required to understand what are the linkages between teaching quality and these proxy indicators.

Anecdotal evidence suggests other gains; students have improved their reading abilities, and this make them more interested to learn. Partner efforts under this outcome include the production of textbooks, teacher training with a focus on CFS, counselling and support for families and students, and engaging teachers and parents. Partners are using innovative strategies like sports activities, follow-up monitoring with students. Slow learners are being brought up to the level of their peers with remedial classes. Also vocational classes such as motor repairing, hairdressing, have been established to further support students. In this regard, some DOEs suggest the programme should focus more on concrete support to students, like life skills, computer, and English language. Some street children, with the support of counselling and follow-up, have been able to achieve high performance after reintegrating into schools. This is consistent with the above data. At least one implementing partner – PLAN International has metrics to track the performance of its students and reports 92% improvement in learning outcomes. This is also consistent with the above data.

More details about individual outputs are provided below.

Output 2.1 Educational tools are suitable to the needs of OOSC

With the support of IP and training of teachers, innovative learning materials such as drawings, have been created by IPs to attract students in special classes. In this regard, Epic Arts advocates "learning through arts" for CWD in the education curriculum. At least one provincial education office agrees, and sees the needs to develop more visualized materials for teaching and studying not only for CWD but for those with low mentality and intellectual problems . This will, however, require additional resources. Other IPs note that the mixed curriculum is effective for OA children. Several partners commented that the that existing NFE curriculum is more tailored for adults, and therefore not suitable for OOSC and should be updated.

Output 2.2 Pedagogy of teachers is enhanced and adapted to include all OOSC

A considerable amount of training has been done through the programme. Teachers have received training in school mapping, child friendly schools (CFS), notetaking, technical skills, and motivation to apply these new skills . Moreover, incentives have been provided, and now teachers are trying to improve their pedagogies. They are doing so by using more student-centred approaches and following appropriate seating arrangements for CWD to engage slow learners. Teachers themselves know how to conduct follow up support for PRC and CWDs, and students appear to have a better relationship with their teachers (Student FGD) . Libraries and student clubs created with programme support also provide opportunities help slow learners. All of these activities result in more pro-social behaviour, practical life skills, and increased ability for OOSC to relate to each

other and to their peers. Yet teachers still need more support in how to engage and mentor at-risk students.

Output 2.3 School management is improved to deliver quality and efficient educational services

Local authorities play an important role in persuading parents to become more involved in their children's education.   Through Consortium partner efforts, SSCs are now involved in providing support to schools to improve the quality of teaching through. In general, partners report good collaboration among all education actors.   School management has also improved with tracking books to record the progress of OOSCs. DTMT/DOE are more active to give feedback to schools. Something which may be outside the programme, but linked nonetheless, is the referrals to local health centers for CWDs to get hearing aids.   In some communities, moreover, the IPs have invited community members to define what they mean by 'quality education'. This is an important step in increasing the value of education to partners.

Challenges

Teacher capacity& availability

In general, there is a lack of qualified multi-lingual education (MLE), accelerated learning (AL), and CWD teachers. Due to prevailing negative stereotypes, moreover, some teachers do not want to work with CWD. Some IPs report that certain teachers have bad attitudes, or discriminate against CWDs . Programme stakeholders also note that the capacity of teachers in general is low and that government teachers do not want to work in remote areas.

From the programme perspective, there has been quite a lot of training of teachers, but capacity for remedial classes is challenging and it requires a different capacity development approach. In the education system in Cambodia, the mentor/mentee approach is foreign and it requires mentoring and coaching, which is extremely resource intensive. In addition, teachers are already stressed with low salaries, and high demands on their performance, and some are not willing to teach OOSC classrooms.

Another challenge is changing teachers to take a different approach which is one that respects the rights of the students, and follows appropriate discipline procedures . Some teachers resist innovative developments in pedagogy or worse yet they leave or are expelled for non-performance. Enabling Community Teachers to enter into the PTTCs so that they could become state teachers also remains a challenge.

Technical support

Under this outcome, reduced dropout rates, increased retention rates, and increased promotion rates are being used as proxy indicators for teaching quality. Completes rates for students are in general high. Out-of-school children progress from year to year, due to the additional support given through remedial or accelerated learning, peer support groups, or other inputs that encourage them to value and continue their education. However, in order to address improvements in the quality and efficiency of education services there is a continued need to organize more technical and material support, follow up with school support committees, and monitoring of strategies such as accelerated learning.

5.1.3 Outcome 3: Capacity

By December 2016, the programme had the following achievement highlights under Outcome 3 :

- Trained 5,438 education actors (*35% female*) in 1,094 schools on leadership roles (*199% of global targets*);
- Trained 478 school support committees on school management (89% of target);

- Secured commitment from 71 communes to find money in their commune budgets for OOSC (*142% of global target*);
- Facilitated 971 DTMT monitoring visits (*245% of global target*);
- Facilitated POEs/DTMTs to provide technical support to 1,747 schools (*61% of global target*);
- Encouraged 17,062 parents to be more aware and involved in their children's study (*298% of global target*);
- Formed 332 parent groups were formed (*23% of global target*);[11]
- Supported 1,285 families (*60% of global target*) to improve their livelihoods; 53% were able to increase their incomes(*212% of global target*)

Capacity building in the programme has been extensive and has included teachers (*Outcome 2*), school directors, SSC members, District Training and Monitoring Team (DTMT) members, DOE, and even POE officials. In support of these efforts, 77% of IP Senior Staff (*Senior Executive, Programme Director, Programme Coordinator*) believe that the CCOOSC programme is developing the capacity of key actors including educational leaders, school support committees, local authorities, District and Provincial Education Departments, parents and households. IPs have staged training on teaching methods, school mapping, lesson planning, and school management, and there is also some limited work on building capacity of commune councillors, as well as parents themselves. This has mostly come in the form of training including school mapping, disability and inclusive education, and student centred pedagogies for teachers (*Outcome 2*).   Training for teachers, school directors, and the Commune Committee for Women and Children (CCWC) and School Support Committees (SSC) has helped to improve understanding of and capacity on CWD in schools.   Capacity building has been provided on Multilingual Education (MLE), and also pedagogies for Child Friendly Schools (CFS) in the classroom.   Support has been provided to school directors to help them with school planning.   Contract teachers that have been brought on through the programme have been accepted by MoEYS as permanent teachers.   The quality of the training is not standardized, however, and most partners do not have tools or mechanisms to measure this. Another main challenge is due to institutional barriers or personal characteristics, some school leaders are unable or unwilling to translate their learning into practice.

Some implementing partners have enjoyed considerable success with the concept of peer learning, where young students reinforce and support one another to value education, pursue their studies, respect their peers and elders, and adhere to social and cultural norms. In this connection, one relevant element of the capacity building work is the engagement of children councils. These have been changed from children's clubs to student councils to align with MoEYS policy. These children councils have been supported to improve the school environment, encourage student discipline, and support their peers.

More details about individual outputs are provided below.

Output 3.1. SSCs are actively involved in promoting enrolment and school management

In general, The SSCs as a result of this programme understand their roles better to: 1) communicate with DOE/POE, 2) monitor schools, 3) improve the learning environment, 4) enhance teacher effectiveness, 5) ensure good school management, and 5) raise awareness about the value of education. They have also received training on accelerated learning. Where the SSCs need to improve more are in the areas of: peer to peer learning, developing working relationships,

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[11] The low 23% is primarily due to an overestimate in the original target; in each school there are not sufficient #s of parents to engage.

understanding the new roles of local councils in education. They also need further financial and technical support to monitor teacher activities. One obstacle with the SSC is that the membership rotates on a yearly basis, which makes capacity building difficult.

Output 3.2. Local authorities include OOSC in the CDP

This output is one where there is some apparent contradiction. On the one hand a challenge emerging from the primary data is the difficulty in getting commune councillors to devote more money to education from the commune development/investment plans (CDP/CIP). Many provincial, district education officers and IP staff note this as an obstacle. The CCOOSC indicator, however, reveals that 142% of the target communes (N=70) have agreed to include budget lines for OOSC issues in their Commune Investment Plans (CIP). This may be due to the measurement of the indicator – which only looks at the budget line, but does not focus on the allocation of resources. It also may refer to rising expectations that these funds will be allocated if commune budgets on the whole are increased in the future. Further investigation is required to better understand this phenomenon.

Output 3.3. DoE / PoE ensure an efficient school tracking and provide necessary guidance for schools to support OOSC

There is evidence that the District Office of Education (DOE), Provincial Office of Education (POE), and the District Training and Monitoring Teams (DTMT) have supported schools through follow-up visits to ensure quality teaching. Consortium IPs give incentives for school inspection, and this helps education officials to conduct monitoring. In terms of capacity, the DOEs and POEs provide refresher training to IPs in Non-Formal Education Moreover, some POEs recognize the expertise of the IPs and even solicit their inputs on inclusive education as well as multi-lingual education. The POEs have improved their capacity on MLE through CCOOSC and as a result have been able to provide more technical support to schools. The DOEs also understand their roles in inclusive education, and the DOEs know how to do planning for annual operating plan (AOP). From the POE/DOE perspective, the programme has strengthened capacity of school leadership.

Output 3.4. Parents participate in their children education

This output is similar to Output 1.3. As a result of efforts under Outcome 3, families are more aware of the inclusive education. It should be noted here, however, that awareness raising on the value of education carries with it the assumption that one of the 'pull' factors for OOSC is that parents do not understand the value of education. It is more accurate to say that parents are making an informed choice that the opportunity costs of sending their children to school exceed the potential benefits. In other words, they are aware of the importance of education, but believe the quality of education on offer is not good enough for them to send their children to school. CCOOSC IPs are helping to increase the quality of the education which makes parents appreciate it more.

Output 3.5.Households have improved livelihood to support their children to go to school

The evaluation team did speak first hand with any respondents who were engaged in livelihood activities, but from the partners and secondary data it appears as an important element in the programme strategy. Implementing partners in particular note that livelihood activities have been instrumental in ensuring retention and promotion of OOSC. Since the research team did not meet directly with those who benefitted from IGA, it is not possible to determine which of the actual livelihood activities were able to generate the most revenues.

Challenges

Capacity development approach

Most school directors, teachers and school support committee have responsibility in implementing CCOOSC programme activities in each target area but this requires ongoing support and resourcing. Transfers of skills and knowledge within the education system tend to be hierarchical and top-down. Pedagogies are based on rote-learning, memorization, and direction. This approach also affects the capacity building efforts of educational administrators (i.e. DTMT, school directors). A more effective approach is required which uses peer learning strategies such as coaching and mentoring.

Institutional strengthening

The greatest challenges for CCOOSC are in the education system itself, which faces tremendous obstacles to access, quality, and implementation of education policies at subnational level. In particular, the management and administration systems are outdated, inefficient, and serve as barriers to progress. For example, POE and DOE officials find that they have a lack of document management materials to track information statistics. There is also a view by some that at a local level CCWC and SSC are not functioning very well.

Decentralization& Sub National Administration

Many of these challenges have been raised from the DOE to POE level but officials note it is difficult to find solutions. This points to need for greater collaboration and coordination within the decentralized education system. There appear to be some challenges moreover with coordination between the newly established Department General for OOSC and the Poe/DOE, in particular regarding policy development and analysis. However, some POE and DOE officials note that they have brought some OOSC challenges to regular education annual conferences on at least two occasions.

Local commitment

Provincial education officials report that some districts are apathetic about CCOOSC and in those areas there is limited participation of community members. The commitment of local education actors – in particular school directors – is also a challenge. Sometimes they require per diems to participate in CCOSC activities. One gap that partners note is the need to build more capacity of the DTMT to function effectively.

In sum, the reasons for capacity building not translating into quality are: (1) lack of resources for follow up monitoring; (2) poor motivation and incentives for teachers; (3) institutional blockages; (4) insufficient capacity of education actors; and (5) inadequate capacity development frameworks.

5.1.4 Outcome 4: Advocacy/Research

By December 2016, the programme had the following achievement highlights under Outcome 4 :

- Reached and raised awareness on the importance of OOSC education for 45,034 community members (*78% of global target*);
- POE/DOE actors addressed 11 policy issues (*275% of global target*);
- Conducted 85 advocacy activities in all provinces (*113% of global target*);
- Held 21 inclusive education awareness raising events at national and regional level (*210% of total*);
- Supported RGC to adopt 2 inclusive education policies;[12]
- Conducted several research studies on CwD, School Management, and full-day teaching;

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[12] This cannot be solely attributed to CCOOSC, as work on IE has been in progress since the formulation of the 2014 to 2018 ESP.

- Co-organized national and regional workshops and forums on inclusive education, sustainable development through MLE, and social accountability for quality education

The above targets seem to indicate that advocacy has done well under the Consortium. In fact, 80% of IP Senior Staff (*Senior Executive, Programme Director, Programme Coordinator*) believe that the CCOOSC programme is ensuring that the issue of out of school children becomes and remains a central issue through high-quality and wide-reaching advocacy and research. This apparent high approval of advocacy efforts must be balanced by a general lack of awareness among partner staff, in particular implementing staff in the field, about this element of the Consortium. In other metrics, moreover, it has scored as the weakest component of the CCOOSC programme.

There are some achievements, however. Partners note that they are proud that the MLE strategy is used nationwide, although this is a long time in coming and cannot be attributed to CCOOSC. In many cases, what partners are doing can be better described as outreach and awareness raising, and in some cases advocacy at the local level. For example, IPs have been able to get contract teachers to become government teachers. IPs are also convincing parents to send their kids to school, and also advocating to POE/DOE to reduce the per diem requirements for POE/DOE activities. Partners note that IE is now a national policy, and IPs have helped to mainstream practices and mechanisms into POE, DOE, and local authorities activities.

There are ongoing efforts in three different areas under this outcome. The first is national level advocacy, the second is local level advocacy, and the third is research. At the national level, CCOOSC partners, primarily AeA, are engaging in policy discussions with the MoEYS. Advocacy is also happening bi-laterally, with individual partner organizations advocating to the MoEYS on issues such as the inclusion of accelerated learning into the curriculum. It is important to note, however, that most of the policy accomplishments listed under this outcome have been in the MoEYS Education Strategic Plan (ESP) since 2014. As such, CCOOSC cannot claim advocacy credit for these policies. What CCOOSC has done is provide financial and technical support for implementing these policies, and for expanding their reach. It is also important to recognize that the Consortium takes an engagement approach, and due to the political environment in Cambodia, results often take a long time to materialize.

Several partners feel that the advocacy component of the programme has underperformed. They state that a Consortium of 23 partner organizations working on education should have a greater voice and ability to influence policy. Another consideration is that local level advocacy efforts seem to be lacking in a unified message. As such, there is scope for a more coherent approach to advocacy. Other partners suggest that stronger leadership at the Consortium level is needed to bring together the policy evidence and advocate to MoEYS.

Concerning the distinction between research and advocacy, there is not a shared understanding among IPs of the definition of both. Both research and advocacy are often labelled as 'awareness raising'. Yet awareness raising is neither research nor advocacy. The OECD-DAC definition of research is 'the systematic investigation into and study of materials and sources in order to establish facts and reach new conclusions' (OECD, 2002). The UNESCO definition of advocacy is 'the active support of an idea or cause expressed through strategies and methods that influence the opinions and decisions of people and organizations' (UNESCO, 2015). Awareness-raising is promoting the visibility and credibility of an issue within a community or society by informing and educating people 'with the intention of influencing their attitudes, behaviours and beliefs towards the

achievement of a defined purpose or goal' (Sayers, 2006). As such, the CCOOSC programme activities are very much focused on awareness raising and in this regard appear to be on track.

In terms of research, the NGO Education Partnership (NEP) is leading the research activities for the Consortium, but programme documents as well as primary data collection do not reveal any clear research agenda of the CCOOSC.[13]   In general, it does not seem that the local evidence base generated from project implementation is informing national level Consortium advocacy with the MoEYS. Partners note that in order for the Consortium to fully play its role, they could develop a list of policy recommendations for the MoEYS to consider . This could be part of the sustainability strategy as well. It is noted, however, that recently a number of research activities have been undertaken by CCOOSC, with NEP in the lead. These include a provincial research on enhancing collaboration between school management and DOE and POE; a national research on assessment of children with intellectual disabilities in accessing education; and a baseline survey intended to improve the pilot for full day teaching.   In terms of capacity for research and advocacy, AeA as provided trainings for AEA and IP staff in advocacy skills and good governance for education services. CCOOSC has also organized study tours for CCOOSC members and senior MoEYS officials to learn more about barriers and obstacles to OOSC.

More details about individual outputs are provided below.

Output 4.1. Communities are better aware of the importance of integrating OOSC in community life

Advocacy by IPs is taking place at the local level, for example where programme partners are trying to advocate with commune councillors to allocate a portion of the commune budget for educational activities.   These efforts have enjoyed modest success, but overall are challenging in part because of the resistance to funding anything except infrastructure. Through the campaigns, radio talk shows, dissemination of materials, public speaking events, the general public in the target areas has come to respect the rights of CWDs.   Also, enrolment campaigns are changing the public mindset, attitudes and behaviours to look at their capacities rather than their disabilities of CWD.

Output 4.2. DoE and PoE are more committed to reaching OOSC

The awareness of DOE/POE officials has been raised, and in general there are more committed to reaching OOSC to address their educational needs. They rely on IPs, however, for the technical and financial support to make this happen.

Output 4.3. The issue of OOSC is a central issue in global education policy

From the MoEYS perspective, in terms of advocacy and influencing policy dialogue, specialized partners can provide inputs – like IE – and then MoEYS can use to review its policies. POE officials mention best practices and challenges of CCOOSC at national education conference – like DT's vocational and technical education centre.   There are regular working group meetings of the advisory committee (led by the Minister), technical working committee (*who oversees the components*), the Provincial Education Sector Working Group (PESWG), the Non-formal education Working Group (NFEWG), the Working Group for Education Decentralization (WGED), the Joint Technical Working Group (JTWG), the Provincial Education Sector Working Groups (PESWG), the Working Group for Partnerships and Decentralization (WGPD), the Accelerated Learning Provincial Working Group (ALPWG), and the NGO Coalition on the rights of the child. Each working group is composed of NGO members and appointed government representatives.

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[13] Due to time and resource limitations, moreover, the evaluation team was not able to meet with NEP for a detailed interview on this subject.

These meetings generated inputs on: 1) the draft SDG localization, 2) the mid-term review of the ESP, 3) policy on hygiene and sanitation, 4) student textbook distribution, 5) teacher policy action plan, 6) formulation of a teacher career pathway, 7) indicators for the ESP based on the mid-term review report, and 8) new child friendly policy. One successful example of advocacy given by partners is the fact that a national curriculum for accelerated learning was created which is being implemented across the country. As well there has been increased harmonization between NGOs and the MoEYS on inclusive education.

Despite these meetings, however, concerted advocacy and long term participation by IPs remains a challenge. Moreover, some POE/DOE officials were unable to identify any best practices or lessons learned from the programme, and noted that not many relevant issues are discussed at ESWG or JTWG.

Communications

Consortium guidelines refer to advocacy and communications responsibilities of the implementing partners. Due to time and resource constraints, the evaluation team was not able to review the results from communication efforts. CCOOSC has a website where IP are encouraged to participate in online sharing. They are also required to contribute advocacy content on an online basis, to join in national day awareness raising events, take part in TV and radio shows, and display the logo on all communications. There is a fine line between advocacy and communications, however, the former being actions designed to bring about a specific change or response from a target audience, and the latter being efforts designed to raise awareness about your cause. Most of the requirements of IPs seem to be communications related.

5.2   Evaluation Criteria

In keeping with the accepted practice of evaluation of development, AeA has aligned the CCOOSC programme evaluation with the OECD-DAC evaluation criteria of relevance, effectiveness, efficiency, impact and sustainability (OECD, 2012).

5.2.1 Relevance

DAC Criteria	Relevant Questions
Relevance: The extent to which the objectives of the CCOSC programme are consistent with beneficiaries' requirements, Cambodia needs, global priorities and partner' and donor's policies.	To what extent are the objectives of the CCOOSC programme still valid? Are the activities and outputs of the CCOOSC programme consistent with the overall goal and the attainment of its objectives; are they consistent with government policy?

The CCOOSC programme exists within global and local policies. Globally this includes the *UNESCO Incheon Declaration and Framework for Action 2030* especially Sustainable Development Goal 4, with a focus on ensuring inclusive and equitable quality education and promote lifelong learning opportunities for all. At a country level, the MoEYS Master Plan on Child Friendly School for Basic Education 2015-2018 addresses the dimensions of access; effective learning; health, safety and protection; gender responsiveness; children, family and community engagement; and, programme support from education systems. The CCOOSC mid-term review data confirms that the CCOOSC programme is seen by IP as being relevant to both global and national policy objectives, especially policies on inclusive education and MLE. The survey shows that 92% of IP Senior Managers agree that the CCOOSC programme is aligned with relevant MoEYS policies. Further, the Consortium model is considered by some IP, and even the Minister, as highly relevant and

useful for other joint ventures between civil society and government. A senior ministry official noted "this is a historical partnership where the Ministry of Education is working on such a large programme together with a big consortium of partners." The official continued by congratulating the programme for benefiting almost 60,000 OOSC and noted that also hoped for the continuation of the programme.

The original AEA CCOOSC proposal sets out several objectives related to access, quality, capacity development, and advocacy and research. Access objectives focus on overcoming and reducing economic, physical, behavioural and institutional obstacles to education. In its most recent report on programme M&E indicators for the period July to December 2016, the CCOOSC programme appears to be on track to meet the target set to meet the goal of contributing to a comprehensive Cambodian inclusive education system that caters for every child including CWD, indigenous, girls, poor, remote, and over-age. The CCOOSC programme is responding to the needs of the highly vulnerable and typically excluded, which is broadly relevant to meeting Cambodia's goals for guaranteeing every citizen an education through Grade 9. In particular scholarship activities respond directly to the needs of the OOSC but it is noted in the Semester 5 Report, that currently 63% of the target has been reached, therefore, further work in this area will need to be strengthened to meet the global target by November 2017. Another area in which there appears to be a lag is the number of SSC, CEFAC, parents, community members involved in OOSC identification and importance of education. This is at 63% of the global target for the CCOOSC programme. With only nine months remaining, there needs to be a concerted effort to meet this target by ensuring participatory programs are supported.

CCOOSC programme quality objectives are concerned with improvements in the quality and efficiency of education services including teaching quality, pedagogy, teacher resources, and school management. This aligns directly with the MoEYS ESP, the 2nd pillar of which is: improving quality and efficiency of education services. These efforts also directly address the key main factors for student dropout, and by enhancing the quality of the education also raises its value as a social service. Within CCOOSC there is a focus on improving the suitability of educational tools, enhancing pedagogy, and improving school management. The CCOOSC programme is on track to meet these objectives. CCOOSC capacity development objectives focus on issues related to developing the capacity of key actors including educational leaders, school support committees, local authorities, District and Provincial Education Departments, parents and households. This is also highly relevant to the MoEYS ESP 2014-2018 the third pillar of which is that education services are provided effectively and flexible. It also aligns with the previous phase of the ESP (2009 to 2013), in which there was an explicit focus on institutional and capacity development for educational staff for decentralization. While there is some overlap of these objectives across the CCOOSC programme, within this objective there is a focus on improving the educational efficiency of educational leaders and providers. CCOOSC advocacy and research objectives focus on ensuring that out of school children become and remain a central issue at the local, national and global level through high-quality and wide-reaching advocacy and research. While it is understood that AeA is using a constructive engagement approach with the MoEYs, there is a need to more clearly define advocacy strategies and pool together Consortium resources to make this component more relevant to ongoing and future debates in educational policy.

A last observation about relevance is that CCOOSC, while it addresses the need to enrol OOSC at the primary level, does not deal with one of the critical gaps in the education system – that of lower secondary enrolment. Statistics for 2008 to 2012 show that for both boys and girls the enrolment

rate is less than 40%.[14] In summary, the CCOOSC objectives are consistent with relevant global and national policies, are valid and consistent with the intended impact and objects, although some activities require strengthening and scaling up over the last nine months to meet the planned goals.

5.2.2 Effectiveness

DAC Criteria	Relevant Questions
Effectiveness: The extent to which CCOOSC programme objectives were achieved or are expected to be achieved taking into account their relative importance.	To what extent to date have CCOOSC programme objectives been achieved or are likely to be achieved and what are the major factors influencing the achievement or non-achievement of the objectives?

The effectiveness of the CCOOSC programme depends on the extent to which the programme objectives have been achieved or are likely to be achieved, and the major factors that are influencing the achievement or non-achievement of the objectives. The programme activities are diverse and multi-faceted including teacher training, scholarships, livelihood support, and institutional strengthening, and the survey shows that 82% of IP Senior Managers agree that the choice of these activities is appropriate for generating the expected results. It is the diversity of these activities that is a strength of the programme. Activities that are particularly successful are the accelerated learning classes, livelihood support for families in particular parents, scholarships, student-centred pedagogies, and flexible learning strategies for students. Other useful activities are budget support for students and teachers of MLE, and regular meetings with local working groups, including School Support Committees. to improve quality and effectiveness. In general, the CCOOSC programme activities have succeeded in increasing enrolment as well as retention, therefore, the programme seems well on track to achieve its targets. As noted in Section 5.1.3, the activities that have been less effective, is in capacity development of educational actors which translates into concerns over educational quality.

IP staff in the field note that successful practices for enrolment include: 1) establishing community schools, 2) scholarships, and 3) infrastructure improvements. Successful practices for retention according to IP staff in the field are: 1) remedial, re-entry classes, 2) regular follow up, 3) scholarships, capacity building to contract teachers. Another innovative technique mentioned from the PRC component is having children clubs / student councils advocate for education budget from the commune councils. In addition, in the OA component different pedagogies that focus on the social and emotional learning (SEL) of students have shown some promise and should be strengthened and expanded. These are pedagogies which: 1) strengthen student's mentality, 2) teach them to love/respect parents, 3) motivate those students with low performance, and 4) enhance their communication with their parents . Some partners note that a manual on these approaches would be a very positive addition to the work of the Consortium.

From a macro perspective, partner Executive Directors and representatives from partner organizations (n=19) were asked to assess the achievements of the programme along the four outcome axes. Each partner was asked to rate the CCOOSC programme from 1 to 10 (*1 being poor and 10 being excellent*), in terms of how well they thought the programme had done in each outcome area. The scores, while based on perception only, align well with the key findings, and are as follows: **Access – 7.75**; **Quality – 6.00**; **Capacity – 6.19**, and **Advocacy – 5.50**. It is clear that access is perceived to be the most effective component. Closely tied for second and third place are

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[14]https://www.unicef.org/infobycountry/cambodia_statistics.html

quality and capacity. There is a correlation between capacity, teaching quality, and learning outcomes. In general higher quality results in better learning outcomes in the project. Capacity is rated slightly higher because while there have been extensive capacity building efforts, it is difficult to determine whether these efforts have resulted in quality teaching and/or learning outcomes. Finally, the advocacy component has underperformed in effectiveness, according to all sources. The reasons for these scores are more fully explored in the following section.

Interestingly enough, these perceptions correspond with an analysis of the latest M&E report for the programme, which presents progress of each indicator against the global targets[15]. Of the 52 indicators for which both present values and targets are available, the following table is produced:

Table 3. Progress Metrics of Indicator Performance by Outcome

Progress Metric	All outcomes	Outcome 1	Outcome 2	Outcome 3	Outcome 4
Total # of indicators between 0% and 50%	12%	17%	33%	17%	33%
Total # of indicators between 51% and 75%	13%	29%	29%	43%	0%
Total # of indicators between 76% and 100%	27%	29%	21%	29%	21%
Total # of indicators over 100%	48%	40%	12%	24%	24%

What this table reveals is that 75% of all CCOOSC indicators have been more than 75% achieved. Only 25% of all CCOSC indicators have been less than 75% achieved. It is possible to look in more detail according to each outcome. Outcome 1, for example, had the highest # of indicators (at 40%) that were more than fully (or 100% achieved). Outcomes 2 and 4, on the other hand, have the highest number of indicators that have been less than 50% achieved (33% apiece). Using these metrics, and assigning weighted scores for each of the percentages[16], it is possible to rank the outcomes in terms of their performance in achieving the indicators. When assigning weighted scores to each of the levels of achievement, the results are as follows: 1st = Outcome 1 (3.20), 2nd = Outcome 3 (2.84), 3rd = Outcome 2 (2.03), and 4th = Outcome 4 (1.94). While the weighted score difference between Outcome 1 and Outcome 2 is modest (12%), the difference between Outcome 1 and Outcome 4 is 65%. What this means is that for activities and indicators in Outcome 1, the CCOOSC Implementing Partners performed 65% better than those in Outcome 4. It is not possible to draw definitive conclusions from these results, but they do provide insights as to progress against objectives. It is interesting to note, moreover, that both tabulations, – the perceptions of the Executive Directors, and the quantitative analysis of the M&E indicators, reach the same conclusions about the relative effectiveness of the outcomes.

In summary, the CCOOSC programme is on track to achieving its objectives and has overachieved in some. It is slightly behind in some areas and these will require sustained activity over the next ten months of the programme. The need to address this has been mentioned elsewhere in the report.

5.2.3 Efficiency

DAC Criteria	Relevant Questions

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[15] M&E Project Indicators Update S3Y1 30-01-17 – from AeA
[16] 0% to 50% = 1 point, 50% to 75% = 2 points, 75% to 100% = 3 points, more than 100% = 4 points

Efficiency: A measure of how economically resources/ inputs (funds expertise time etc.) are converted to CCOSC results.	Were CCOSC programme activities cost-efficient? Were objectives achieved on time? Was CCOOSC implemented in the most efficient way compared to alternatives?

The CCOOSC programme efficiency is about how economically resources have been, or are being converted to results. The evaluation team were able to undertake a brief review the budgets and allocations of funding, and also have relied on comments from the qualitative data sources. Although the analysis of efficiency is based on benefits and costs and therefore essentially a quantitative exercise, there is a place for qualitative evaluation techniques (Palenberg, 2011). Programme efficiency seeks to answer questions around cost-efficiency, time efficiency, and efficient implementation compared to alternatives.

Generally, the programme is efficient in terms of its use of financial resources with some partners reporting that they are making excellent use of limited budgets. It should be noted that the evaluation team did not review any of the partner budgets. However, some partners note that the amounts allocated – USD70 for PRC, USD60 for OA, USD50 for CWD - are not enough[17]. There is a risk if OOSC activities are under-resourced, for once a child drops out of school a second time due to insufficient support, the costs to retain and promote that child are markedly increased.

The survey shows that 82% of IP Senior Managers agree that the programme financial resources are effectively managed and some partners indicated they were successful in getting communities to cost share, and have self-rated their expenditures as efficient and transparent. On the ground funding, for example teaching incentives, scholarships, learning resources, and transportation are evident, appreciated and clearly aligned with the CCOOSC programme. The match funding model, moreover, while it is challenging for some partners, is an effective way of leveraging local resources and increases ownership.

There is also evidence from primary and secondary data that coordination, communication, and grant administration could be improved. Initial delays in the programme have hampered the programme, and delays in decision making are sometimes burdensome for the partners. This speaks to a need for better coordination within the Consortium to ensure efficient use of resources. There is also room for improvement in ensuring budget allocation across the CCOOSC programme is consistent with the CCOOSC Work Plan.

In terms of budget allocations and financial management, the survey shows 78% of IP Finance Mangers agree that the budget items are being properly supported; 66% believe that the budget is consistent with the CCOOSC Work Plan; 89% believe that the CCOOSC budget is reasonable and demonstrates value-for-money; and that the budget demonstrates efficient use of CCOOSC resources. This points to the need for greater consistency between the budget and the work plan.

In terms of use of financial resources, the following analysis was conducted using data from the latest financial report, in order to determine what reserves, if any, might be available at programme end. Since financial data are only available for spending on EAC grant monies, it did not include an analysis of the match funding contribution from partners. The following table presents the results.

Table 4. Burn Rate Analysis for CCOOSC for 14 May 2014 to November 2017

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[17] An average amount of 160 USD has been allocated per child across the Consortium; this represents the amount in the EAC proposal; however together with matching funds, the expenditure per child is double that, or 320 USD.

Line Item	Global Budget	Expense May 14 to Dec 16	% Remain	Estimate Spending Jan – Jun 17	% Increase from 1st 31 mos.	% Rem Fast	% Rem Slow	Avg % Remain
Salaries	$1,748,866	$1,212,421	31%	$245,526	5%	4.94%	6.07%	5.50%
Fringe Benefits	$163,981	$116,318	29%	$24,888	11%	1.24%	3.90%	2.57%
Consultants	$50,043	$25,266	50%	$10,414	113%	11.36%	31.60%	21.48%
Equipment*	$132,433	$86,563	35%	$14,784	-12%	14.17%	11.44%	12.81%
Travel & Transport	$88,172	$50,296	43%	$15,571	60%	10.58%	22.72%	16.65%
Office Expenses	$274,622	$176,689	36%	$44,628	30%	5.87%	12.83%	9.35%
Contractual / Sub recipients	$2,324,741	$1,349,339	42%	$443,416	70%	6.99%	21.36%	14.18%
Other Direct Costs*	$3,908,992	$2,351,010	40%	$743,140	63%	5.00%	18.52%	11.76%
Indirect Costs	$869,185	$536,790	38%	$154,237	48%	5.71%	16.33%	11.02%
Sub-totals (US$)	$9,561,037	$5,904,692	38%	$1,696,603	48%	5.71%	16.33%	11.02%

Several conclusions can be drawn from this table. Firstly, for the last 11 months of the programme, the Consortium is planning to substantially increase its spending in almost all programme areas except office expenses and equipment, in which it plans to slow spending . Consultants fees shows a notable 113% increase over the historical monthly spending for the first 31 months of the programme. The rest of the budget lines average about a 50% increase. Even at this increased rate, however, consultant's fees, equipment, and travel will remain more than 10% underspent for the life of the programme. If AEA in fact is not able to achieve increased spending, then these numbers will increase substantially to between 15% and 20% for nearly all categories. The total budget underspend would be 16.33% of the global EAC grant, or $1,561,132. The last column shows an average of the two spending rates, and what is likely to be more accurate in terms of the final outcome. In November 2017, with all available data and at present spending rates, therefore, the programme will have 11.02% of the EAC grant remaining, $1,053,518

In summary, the CCOOSC programme is on track to be cost-efficient, time efficient, and efficient in its implementation compared to alternatives. Challenges remain, however. There is a notable programme underspend which needs to be addressed. Also, partners note in general that the programme implementation period is too short . And, as with most NGOs in Cambodia, partners are troubled by staff turnover in some cases.

5.2.4 Impact

DAC Criteria	Relevant Questions
Impact: The positive and negative primary and secondary long-term effects produced by the CCOOSC programme directly or indirectly intended or unintended.	What real difference have CCOOSC programme activities made to the beneficiaries? How many people have been affected?

The impact of the CCOOSC programme is viewed in terms of positive and negative, primary and secondary *long-term* effects produced directly or indirectly, intended or unintended. The focus of the CCOOSC programme is on social impact with its emphasis on contributing to a comprehensive Cambodian inclusive education system that caters for every child. Challenges to social impact include fragmentation of services, a focus on activities and outcomes, an uncoordinated approach, a lack of engagement and ineffectual monitoring and evaluation that concentrates on measuring activity outcomes and not a Theory of Change. A Theory of Change has a focus on the combination of organisational learning in order to improve strategies and interventions, accountability to donors, accountability to local communities, and a demonstration of results and impact (Vogel, 2012).

For the CCOOSC programme, therefore, it is too soon to tell whether the programme is having a social impact. This is to be expected, with only a short duration of 2-3 years. Impact can be assessed in terms of a trend – the greatest question to ask here is – in the absence of CCOOSC support, what would happen to the children who have been enrolled? Some IP note that in order to have an impact, the CCOOSC programme must take children through nine years of basic education, and also think about important life skills in the context of ASEAN – like IT and English language skills and vocational training for generating income.

Nevertheless, there is some indication that OOSC children who have been enrolled have gone on to secure gainful employment, but it is uncertain whether this is because of the programme or other initiatives. Another impact cited from the data is the spill over effects from enhanced community involvement. CCOOSC is not only about getting kids into school, but also about engaging family and community members in ensuring the future of their children through education. This is seen as important. Also, the most signification changes attributed to the CCOOSC programme so far, according to the evaluation data so far are the increased enrolment of OOSC, the development of national guidelines for the implementation by MoEYS of the accelerated learning programme, and the provision of accelerated learning textbooks at the primary school level.

One of the key outcomes which is significant, positive, and likely to be long lasting – is the change in attitudes and practices of education actors and parents. The CCOOSC IPs have been able to engage with parents and to some extent get them more involved in their children's education. Some IPs are also working on innovative approaches to rights based education work. This is in creating awareness and understanding at local and national levels of education as a basic right, not merely a need of poor and vulnerable communities. There is an opportunity for the CCOOSC to investigate how this rights based approach can be scaled up in the future. Epic Arts (EA) is also using a unique approach; they advocate for greater rights recognition through the arts. Artistic performances are staged by disabled students for the benefit of local community members, DOE, POE, and local authorities.

In summary, the long lasting differences are that parents seem to be more aware about the value of education for their children, communities have shifted their attitudes toward OSC, that students appear more confident, and MLE students, in particular, appear to recognise the benefits and cultural relevance of MLE education. Although the OP tracker can provide quantitative data on enrolments and outreach, the social impact on people is yet to be seen.

5.2.5 Sustainability

DAC Criteria	Relevant Questions
Sustainability: The continuation of benefits from CCOOSC programme after the project has been completed. The probability of continued long-term benefits.	To what extent are the benefits of CCOSC programme likely to continue after donor funding ceased? What are the major factors which will influence the achievement of sustainability of CCOSC ?

The sustainability of the CCOSC programme ensures that the effects of present activities can continue beyond the end of the programme. Sustainability is about the continuation of benefits after the CCOSC programme has been completed, the probability of continued long-term benefits, and the resilience to risk of the net benefit flows over time (Austrian Development Agency, 2009).

The survey shows that 82% of IP Senior Managers agree the CCOOSC programme is helping to generate change in such a way that it will last after the programme is completed. However, the evaluation data shows that nearly every partner shares the same concern – when the CCOOSSC program is over, what will happen to the students who have been supported thus far? They are concerned that these students will again become dropouts. On a positive note, since the CCOOSC programme is a scale up of existing IP activities, there is already a built-in sustainability strategy. In that sense, the programme will continue, but just on a smaller scale. At least some of the partners indicate they are willing to continue even without funding from CCOOSC. At the same time, most government actors and partners are also worried that there is not an adequate or prepared handover or exit strategy in place for the end of 2017, and some suggest that the programme should continue into following year(s) with the development of local financing framework/facilities for continuation.

Another concern of the IPs is that the MoEYS does not yet have sufficient ownership of the programme. Moreover, the CCOSC programme has not yet stimulated the sense of ownership by local community members. The programme does not encourage young people to be the owners or implementers of the programme   nor is there much capacity building provided to them.   This coupled with the lack of a clear strategy for transfer of ownership of the CCOOSC to MoEYS remain ongoing challenges. In some cases, though, partners have been successful in shifting the balance of program leadership. KAPE for example modified their approach to require the request from communities to build a school; at the outset the request came directly from the communities but KAPE re-routed these requests through DOE and POE for increased ownership and accountability. CARE also changed from CARE-led implementation to providing technical support to the government.

IPs have noted that a partnership approach of working with DOEs and POEs, as well as building linkages at the local level can enhance ownership and accountability. While it is recognized that the participation and involvement of local actors leads to better OOSC outcomes, it is often difficult to engage them. Some partners report limited success, however, with constructive DOE and POE relationships. Other IPs cite teachers who are willing to develop their own capacity in order to take responsibility for their students' education. Some IP staff are also brainstorming about sustainability issues; one PSE staff notes that social business and enterprise as well as community fundraising could be a possible route for sustainability. Epic Arts is using revenue generated from its arts performance as a form of income generation and sustainability.

In terms of sustainability, in the PRC led by SC, apparently 7/8 communes included budgets for OOSC in their CIP . This tallies with a high achievement for this indicator, but it does not match the general sense that partners and POE/DOE officials convey. As other examples of sustainability, in the EM component 23 MLE teachers were taken over by MoEYS, and 17 more are in the process . Also, Save the Children and it partners have helped to set up 9 CBOs (*with 1,080 beneficiaries*). It is not sure whether this has taken place under the scope of CCOOSC or not.

In summary, the sustainability of the CCOOSC programme outcomes rests with two factors: ownership of the CCOOSC programme objectives; and the strengthening of relationships at the national, sub-national and local levels. In order for sustainability to be addressed, the CCOOSC

programme must continue to build on the strengths of all IPs; facilitate collaborative and equitable involvement by all partners; integrate knowledge and action for mutual benefit; and, disseminate findings and knowledge gained to all.

5.3   Monitoring & Evaluation

The M&E system developed by AeA in order to monitor the CCOOSC programme as a whole is a very complex system, which uses the Operation tracker (OP tracker) as its online digital platform. Participants contributed their views on M&E, especially in regards to the OP tracker, through focus group discussions and key interviews. A review of the documents and logical framework has also aided in this analysis.

AeA has put in place an M&E system for CCOOSC, as outlined in the M&E System Guidelines. The CCOOSC baseline survey (AeA, 2015a) assessed the situation and characteristics of the five OOSC groups, especially in regards to access and barriers to educational services and generated data for selected CCOOSC programme outcome and output indicators, which provides benchmarks for assessing the programme's progress and impact. For donors, the progress and financial reports are produced to give the bigger picture of achievements. For the SC, the OP tracker provides an additional level of analysis to help with detection of early problems. For the AeA programme team, IPs, and the AeA M&E team, the monitoring reports and beneficiary database give insights into how effective is the programme implementation. Reports begin with sub-partners, then feed up to IPs who aggregate by component and forward to AeA. AeA synthesizes all the reports and produces for EAC. In terms of data collection methods, field visits are the primary source of data, with IP component staff using observation, interviews, round table discussions and verification of secondary M&E data.

The Consortium has invested considerable resources in the M&E system, nearly 5% of the CCOOSC programme budget. This has even allowed some IPs to recruit dedicated M&E staff to work on the programme.   The Steering Committee has also integrated a learning mechanism into the M&E system whereby the component lead for each component guides quarterly reflection and course correction in programme implementation. This aspect has worked well in the programme, particularly in the EM and PRC components.   Overall, the reports generated are of high quality, with clear, relevant information that describes the progress of the program in all outcome areas. In addition, in the last semester, AeA has begun working on an M&E toolkit to standardize approaches to data gathering and analysis across the Consortium.

In terms of the OP tracker itself, partners have found it very difficult to learn, time consuming, and at times frustrating. Once mastered, however, many of them value it and approximately half of IPs questioned would consider using it for their own future projects. Nevertheless, there have been criticisms from the system users. At a technology level, the OP tracker system is an extensive web based platform that allows for comprehensive management of data across a range of indicators. The OP tracker requires high speed internet, and it doesn't have multi-user or tablet/smart phone functionality. There is an on the ground problem of lack of Khmer script which is causing difficulties and stress in data entry. As a mitigation measure, some partners use Excel spreadsheets to deal with the problem. At an applied level, the M&E system is excessively output focused with nearly 60% of the 100 indicators focused on pure outputs, and with little focus on changes in knowledge, attitudes, or practices. Further, it has no metrics or standards to measure student performance, or learning outcomes, which makes it difficult to assess the progress towards Outcome #2.

Some implementing partners also complain that the reporting timelines are pressured and do not give them time to collate the necessary information and submit it on time.   There are four required levels of integration: sub partner to partner, partner to Consortium, consortium to AEA, and AEA to

EAC. Despite this chain of reporting, some partners feel that but there is a lack of feedback from EAC or AEA on the quality of the report.   On the whole, there is very little evidence that the data generated from the M&E systems are being used to inform strategic course correction, and to generate an evidence base for advocacy and dialogue at the national level. With a powerful tool such as the Operation (OP) tracker, and the organizational structure of the Consortium which links closely to the MoEYS, there is room for more concerted, collective engagement of the Ministry in raising issues which surface through implementation of the CCOOSC.

In summary, OP tracker is wonderful in theory, but has been a substantial burden on teams. While M&E staff responsible for its use are on the whole satisfied with its application, there is a view that it is not being used to its full potential. Good programme management and accountability requires a well-functioning M&E system that provides timely and reliable information to:

- Support programme implementation with accurate, evidence-based reporting that informs management and decision-making to guide and improve programme performance;
- Contribute to organizational learning and knowledge sharing by reflecting upon and sharing experiences and lessons;
- Uphold accountability and compliance by demonstrating whether or not CCOOSC programme work has been carried out as agreed and in compliance with established standards and with any other donor requirements;
- Provide opportunities for stakeholder feedback, especially beneficiaries, to provide input into and perceptions of programme work, modelling openness to criticism, willingness to learn from experiences, and to adapt to changing needs; and,
- Promote and celebrate programme work by highlighting accomplishments and achievements, building morale and contributing to resource mobilization (IFRCRCS, 2011).

If the OP tracker can align itself fully with these best practice principles, then it will be reaching its full potential. As part of the mid-term review, a specific survey question was designed to determine M&E specialists and M&E officers' views on their level of agreement to a set of M&E statements. M&E specialists and M&E officers (N=20) were asked to indicate their level of agreement (from strongly disagree to strongly agree) to the statements in **Table 5** below.

This data apparently contradicts the qualitative data presented earlier, where the evaluation team uncovered a substantial amount of dissatisfaction with the M&E system, in particular OP trackers. Perhaps this is because the qualitative data captures a different point of time and asks partners to remember the beginning of the programme when the OP tracker problems were most noticeable. The survey is measuring the perceptions of implementing partners at the present point of time This means that that over the 2 years of the programme, opinions of the M&E system performance have improved.

Table 5. Summary of Survey Replies Concerning the CCOOSC M&E System

The M&E system is focused on the results and helps to improve them.	90% agree or strongly agree.
The M&E system is providing accurate, and evidence- based data.	95% agree or strongly agree
The M&E data is being used in management and decision-making to guide and improve programme performance.	90% agree or strongly agree
The M&E system is contributing to organizational learning and knowledge sharing.	89% agree or strongly agree.
The M&E system is assisting with accountability and compliance.	95% agree or strongly agree.
The M&E system is providing opportunities for feedback from within the organization.	79% agree or strongly agree.
The M&E system is providing opportunities for feedback from the relevant target group.	84% agree or strongly agree.

The M&E system promotes and celebrates the CCOOSC programme work by highlighting accomplishments and achievements.	88% agree or strongly agree.
The M&E system promotes and celebrates the CCOOSC programme work by building programme staff morale.	79% agree or strongly agree
The M&E system promotes and celebrates the CCOOSC programme work by contributing to resource mobilization.	74% agree or strongly agree

5.4 Resource allocation

The evaluation team did not conduct a thorough analysis of the budget, nor the financial, technical, or human resource allocation within the Consortium. Nevertheless, several key issues have emerged for consideration:

Equitability of allocation

It is evident from the CCOOSC proposal that the PRC component receives approximately ten times the allocation of other components. This is likely a result of the Consortium beginning – where partners were invited to join and to bring their expertise and match funding . As a result, many of the international non-government organizations (INGOs) such as PLAN and CARE were able to bring a larger share of match funding and thus received larger grants. The evaluation team did not determine whether this has positively or negatively impacted the performance of the PRC and EM components in comparison to the other 3 components. One of the issues which emerged for discussion is whether a quota system should be put in place, to ensure equitable allocation of resources and ensure that fairer numbers of OOSC in each component are being retained .

Matching funds / cost sharing

The issue of matching funds emerges as a concern for some of the partners, in particular the local NGOs. They note that the 50% requirement is sometimes difficult to achieve. At least one partner requests EAC to reduce the match funding requirement. Another interesting suggestion is that MoEYS be required to invest greater financial resources in the programme . This would increase ownership, and sustainability. It should be noted that the match funding has allowed the Consortium to double its impact, by generating interest and support from other (non-EAC) donors to contribute to the cause of OOSC. Without the support from these important donors, the enrolment success of OOSC through the project would be half of its present value.

5.5 Risk Management

Historical

The evaluation team conducted a brief review of the risk matrix in the original proposal. The original risk analysis is lacking in detail and comprehensiveness for a programme of this scope, and does not include safety, security, technological, social, or legal risks. As such, there is scope for improvement and expansion of the risk matrix. The risk matrix also does not describe the level of the risk *after* risk management and control measures have been applied.

Several of the planned operational risks have materialized: 1) lack of participation from local authorities, 2) insufficient teacher numbers, and 3) children dropping out to due pull factors. Partners have tried to mitigate these in various ways, and have a mixed degree of success. The political risks have not materialized to any great extent, except where local commune councillors have become less available to participate in the programme due to election registration campaigns.

Some flooding has occurred throughout the course of the programme, as well as drought, but it appears that the IPs has been able to mitigate these risks through disaster risk reduction activities,

which have been mainstreamed to a certain extent across the programme. The evaluation team was not able to determine whether economic land concessions had any impact on the programme.

Risks which were not included in the risk matrix, but did materialize were as follows: 1) safety breaches with programme personnel (*described more fully in the July – Dec 2016 report*), 2) technological hurdles in implementing OP, 3) legal risks in the contract negotiations with EAC, 4) social risks of creating competition and jealousy between participating and non-participating Consortium schools, and 5) departure of 2 Consortium partners.

5.6 Consortium Review

The Consortium is a remarkable accomplishment in and of itself; getting together 23 diverse partners to work towards a common aim is a significant achievement, and requires considerable leadership, coordination, and communication. All partners value being part of the Consortium, and note that it provides very useful opportunities for learning, networking, and collective voice. It is also clear from the history of the Consortium that EAC itself had a preference to work with a single leading organization, which emerged as AeA. The MoEYS also has an important role to play in the Consortium. More details on the Consortium can be found in the case study in **Appendix 11**.

5.7 Lessons Learned

The mid-term review provides information from the data that is credible and useful, and suggests incorporating lessons learned into the decision making process of both recipients and donors. Lessons learned highlight strengths or weaknesses in preparation, design, and implementation of the CCOOSC programme and the program's outcomes of access, quality, capacity development, advocacy and research.

5.7.1 Programme Issues

Design and approach

The most important lessons have come from the learning curve of setting up the Consortium itself. Getting the OP tracker online, finalizing 23 grant agreements, developing systems, policies, and procedures for Consortium operation – all of these things take considerable time – more than the allotted inception period of the programme. Several partners noted if they could do things differently, they would have improved the process of selecting OOSC, including the definition thereof, as well as providing a clear orientation to all education actors, and identifying OOSC through a local committee.

Others noted that home visits are more appropriate than general awareness raising for OOSC, and that it is important to strengthen local task forces, networks and SSC for school mapping prior to the commencement of the programme. It was also emphasized that having the buy-in of the MoEYS is a critical component of the programme, and can serve as a useful model for civil society-government collaboration. Many participants noted the Consortium embodies good development practice.

There are some innovative approaches being used which should be studied more carefully. Epic Arts, for example, has taken a rights based approach which looks at education more holistically in terms of an entitlement by all children, including those with disabilities. They use performing arts as a vehicle for combatting stereotypes and attitudes towards OA and CWD. The message being communicated is that even children with disabilities have special capabilities.

Implementation

Many lessons have been learned throughout the programme. One is that perseverance, dedication, and commitment of all actors can achieve considerable results. The enrolment as well as match funding targets in the beginning were seen as very ambitious. Over time and with the cooperation of all IPs, these targets became achievable.

Dissemination

Many IPs related best practices at the programme level in the various components. It is not clear how well these lessons are being disseminated across the Consortium. It is also not evident how lessons learned at the local level are being fed up to the national level. At least one partner at national level notes a disconnect between practice on the ground and what happens in the capital. Some DOEs/POEs were unable to identify lessons learned or mechanisms for improving quality. And the MoEYS reports they would appreciate more good practices, curriculum, and inputs for quality education from CCOOSC. They reiterate that good practices well captured and documented could be a springboard for acceleration of ESP 2014-2018 and contribute to SDG #4.

5.7.2 Outcome issues

Access

IP have learned about 'pull out' and 'push out' factors and some believe these terms should replace 'drop out' as they provides greater understanding of the OOSC issues. While these terms are still not accepted at policy level, they provide potential for better understanding access issues. Another lesson is that building relationships – among parents, directors, teachers, and students can help to reduce dropouts. When children feel that someone is concerned about their education they are more likely to be motivated to learn further. Other best practices for access include establishing community schools. Best practices for retention according to partners are remedial re-entry classes, regular follow up, scholarships, and capacity building for contract teachers.

Quality

Quality, as mentioned, has been elusive. Better metrics are need to measure it, and teacher quality, is an important factor, but it is not the only one. Qualified teachers are critical, however and they need to be continually supported. Improved pedagogies can strengthen teaching and learning, motivating those with low performance and, importantly, assist students to communicate more effectively with their parents.

Capacity

The engagement of the communities, in particular local authorities, is instrumental in the OOSC campaigns.   Where parents, SSCs, school directors, DOE, POE, village leaders, and other local actors are involved in OOSC, they tend to be more successful. This includes the building and strengthening of network groups such as school directors, teachers, parents, SSCs and local authorities. Moreover, roles and responsibilities of CMs, LAs, SSCs, parents should be clearly defined. Counselling and family support are also success factors, and livelihood activities are seen as essential to reducing the opportunity costs that parents face in sending their children to school.

Exchange visits to other sites – like IP NGOs – are a good way to improve capacity. An example given was the study tour at Mondulkiri province. This gave all participants such as school directors, community teachers, SSCs and CCWCs an opportunity to experience best practice from other ethnic minority teachers applying multi-lingual education successfully in the government schools, as well as the training on roles and responsibilities of SSCs provided too for ensuring the functionality of SSCs.

Advocacy and research

Among IPs in the Consortium, there is a lack of a research agenda, and clarity on the difference between advocacy and research. Unless a greater shared understanding is developed among IPs, collective and advocacy and research will remain underutilized.

6.   RECOMMENDATIONS

The evaluation team makes the following recommendations, based on the above findings and lessons learned. These recommendations are grouped by: 1) outcome, 2) DAC Criteria, 3) M&E, 4) Resource allocation, and 5) Risk Management.

6.1   By Outcome

The following are recommendations by outcome. See *Appendix 12* for detailed action points for each of these recommendations.

6.1.1   Outcome 1 – Access

The following recommendations are made for improving Outcome 1.

- Increase the number of village chiefs, commune councillors, school support committees, and CEFAC members who are involved in OOSC identification (*Indicator 1.3.2 = 63% of global target*).
- Increase the number of scholarships provided to OOSC (*Indicator 1.4.1 = 63% of global target*).
- increase the number of referrals of OOSC to other NGO education programs *(Indicator .4.3 = 11% of global target)*.
- Model the successful 'green schools' initiatives (*i.e. building fish ponds, growing gardens, school clean-up activities*) undertaken by some IPs at schools in the Consortium in order to attract more OOSC.

6.1.2   Outcome 2 – Quality

The following recommendations are made for improving Outcome 2.

- Increase the quantity of textbooks and materials made available to students in the program. (*Indicator 2.1.3 = 40% of global target*).
- Increase the # of master teachers who are qualified to use pedagogical techniques developed by CCOOSC *(Indicator 2.2.2 = 9% of global target).*
- Increase the number of CEFAC, CC, CCWC, SSC, and Directors who attend management and leadership trainings *(Indicator 2.3.1, 63% of global target)*.
- Increase the number of schools which have action plans incorporating new methodologies and skills. (Indicator 2.3.2 = 65% of global target).
- Develop concrete metrics for measuring student learning outcomes, which are independent from retention, completion, and enrolment rates.
- Request from MoEYS for involvement of private schools in SC component.
- In the context of decentralization and deconcentration, improve accountability relationship between DOE, school principals and DM administrations for provinces where transfer of functions in education are being implemented.
- Conduct capacity assessments of principals, teachers, and students to better tailor support and mentoring/coaching activities.
- Support to teachers of OOSC should be enhanced, using a variety of different capacity development approaches and merit based incentives.

- Since general curricular materials are not suitable for children with disabilities, ensure specific curriculum/textbooks available for children with disabilities.

6.1.3 Outcome 3 – Capacity

The following recommendations are made for improving Outcome 3.

- Increase the number of POE/DTMTs who provide adequate support to schools as needed-teaching staff how to use new pedagogical approaches *(Indicator 3.3.3 = 61% of global target)*.
- Change the target of forming parent groups to forming parent peer support mechanisms (5-6 parents each).
- Increase the number of households engaging in income generating activities and conduct studies to better understand which IGAs are more effective.
- Enhance the dissemination of best practice and lessons learned among CCOOSC members at the Consortium level

6.1.4 Outcome 4 – Advocacy

The following recommendations are made for improving Outcome 4.

- Clarify the difference in CCOOSC between national level advocacy, local level advocacy, awareness raising, and communications activities.
- Prepare a Consortium advocacy plan (*short term and long term*) to engage more actively and strategically with local and national actors to prioritize OOSC issues.
- Use the last 11 months to develop a set of concrete policy recommendations for presentation to the MoEYS on improving education for OOSC across all components .
- Document more good practices of the programme and the consortium model to share with more national and international audiences.

6.2 By DAC Criteria

The following are recommendations based on the DAC criteria.

6.2.1 Relevance

The following recommendations are made for relevance.

- In order to be more relevant to the needs of the Cambodian education system, CCOOSC should focus on progression rates from primary to lower secondary.
- The Consortium should use its evidence base not only to support the existing strategic direction of MoEYS, but also to drive innovations in education policy.
- Consortium activities, plans, and strategies in general should be more child-focussed and centred on the needs of the students and OOSC learners.

6.2.2 Effectiveness

The following recommendations are made for effectiveness.

- Consortium resources should be devoted towards outcomes that produce changes in knowledge, attitudes and practices among education actors
- CCOOSC should invest in peer learning strategies – such as children's clubs and student councils, as they hold potential for promoting child friendly schools and student-centred learning.

- IPs should also integrate more life skills learning, such as ICT, English language, and peace education where appropriate.
- Equip teachers with new knowledge and skills in pedagogy.

6.2.3 Efficiency

The following recommendations are made for efficiency.

- In line with suggestions elsewhere, AEA should streamline policies and procedures of the Consortium to allow for more efficient programme management.
- Consider joint funding of activities together with the MoEYS at the district and provincial level, to avoid duplication of efforts (*i.e. scholarships*)
- Review the distribution of budget across components, with a view towards increasing allocations to partners who use them most efficiently to produce outcomes
- Revisit the mechanisms for Consortium fundraising, to ensure harmonization of partner efforts and reduce possible conflicts of interests

6.2.4 Impact

The following recommendations are made for impact.

- Document success stories of children or parents across the country, including positive life stories (*e.g. OOSC becoming active, recognized citizens enjoying economic, cultural rights*) that consortium members can use to demonstrate programme impact.
- Scale up innovative practices such as: peer-to-peer learning, education through arts, community consultations on quality education, student councils.
- In order to ensure that the changes from the first phase of the programme are maintained, consolidated, and strengthened, the evaluation team recommends a second phase of the programme   For details on this next phase, see recommendations below.

6.2.5 Sustainability

The following recommendations are made for sustainability.

- CCOOSC IPs should conduct a sustainability mapping exercise to identify actors, stakeholders, and mechanisms that need to be strengthened in the last year of the programme to ensure maximum likelihood for continuity.
- Best practices of the programme should be documented and handed over to DOE, POE, and MoEYS officials coupled with dialogue on how the CCOOSC can support the integration of these practices and how MoEYS will ensure their continuation.
- AEA should clearly communicate the exit strategy to IPs and the MoEYS for CCOOSC at least 6 months before programme end, including
  - A local financing framework considering various sources of funds budgets to support OOSC after the programme ends.
  - Reflection sessions with senior level MoEYS officials to ensure systems and policies are in place for a phase out of the programme in target areas.
- CCOOSC IPs at local level may request that all programme activities are integrated into the DOE Annual Operational Plans.

6.3   Monitoring & Evaluation

The following recommendations are made for M&E.

- Update M&E procedures, data collection tools and analysis to incorporate principles of participatory M&E; revise the framework to be more in line with PMEAL – planning, monitoring, evaluation, accountability & learning.
- Upgrade the M&E system to use more qualitative, participatory methods of data generation that enrich the description of the impact of the program's work.
- Lengthen reporting times so that partners have at least 6 weeks to produce quarterly and bi-annual reports.
- Discuss the possibility of streamlining or integrating the OP tracker with existing MoEYS EMIS tracking systems at POE and DOE level.
- Implement Khmer font capabilities for OP tracker, as well as remote upload functionality through tablets and smartphones

6.4   Resource Allocation

The following recommendations are made for resource allocation.

- Ensure that systems or mechanisms in place to ensure that the per head costs are agreeable and satisfactory to all partners.
    - This could take the form of a basic per head cost, which would be supplemented according to an agreed amount by component.
- Steering Committee should consider a more equitable distribution of financial resources among components, bearing in mind the capacity of each partner to absorb additional funds.

6.5   Risk Management

The following recommendations are made for risk management.

Exit Strategy

The greatest risk to the programme is that it terminates without a proper handover plan to the programme, thereby undoing the gains of the last few years. As a result, the programme needs to be better integrated into what the MoEYS is already doing. This is more fully described in the Sustainability recommendations above (6.2.5).

Financial Underspends

As noted above, approximately 11% of the budget may remain underspent at current spending levels It is apparent from the latest financial report to the donor that spending levels have been substantially increased. This risk may be mitigated by a no cost extension.

Political

As noted in the original risk analysis, as elections near, it is likely to be more difficult to engage commune and district councillors in the programme. This needs to be factored into what can be achieved in the remaining time.

Achieving targets

Even with 9 months remaining, it is likely that some of the targets will be underachieved, despite the fact that many indicators have been overachieved. The Steering Committee should discuss what this means for the overall impact of the programme, and implications for any future programme phases.

6.6 Consortium

The CCOOSC programme has 9 months remaining. In this time, the SC should make a concerted effort to document lessons learned, consolidate gains in enrolment, and develop a coherent handover strategy for the programme. As mentioned above, the Consortium needs to strengthen documentation through learning from its experiences. The evaluation team recommends a no cost extension (NCE) for the project. This would mean using existing funds from EAC and matching funds to extend the life of the project for an additional 9 months. The leftover funds in November 2017 would be reallocated to partners based on mutually agreed activities and budgets. The evaluation team also suggests a 2nd phase for CCOOSC would allow the Consortium to capitalize on the achievements in the first phase. The following recommendations are made for the Consortium. They are divided into 3 phases: 1) Immediate *(months 32-42)*, 2) NCE *(months 43-51)*, and 3) 2nd phase *(after month 52)*.

Immediate

- Focus on the recommendations for the objectives and the DAC criteria (*Sections 6.1 and 6.2*)

NCE

- Identify and capitalize on the technical expertise within the Consortium by nominating resource persons in areas such as: marginalization & discrimination, teacher quality, education governance;
- Strengthen the programmatic linkages between evidence gathering / action research / policy advocacy so the collective voice of the Consortium is more present in education debates;
- Plan study tours and exchange visits across components, across provinces, and across partner areas, and invite POE/DOE/MoeYS officials to participate in these activities;
- Conduct learning forums which focus on collaborative, peer-to-peer learnings;
- Make available discretionary funds for pilot activities to establish best practices that could be replicated, disseminated across the Consortium
- Provide greater opportunities for feedback from field level staff, as well as project beneficiaries, including participation or membership on the Steering Committee;
- Request all IP to have a CCOOSC topic in their regular management meetings and staff meetings; conduct spot information checks to ensure data flows from national to field level are properly functioning;
- Disseminate a quarterly or bi-annual newsletter to all Consortium staff which updates changes in programme design, reports on progress, and features best practices

2nd Phase

- Brainstorm a broader vision of OOSC beyond the primary goals of access and enrolment, including lifelong learning;
- Articulate a clearer sustainability strategy: CCOOSC identifies a need, innovates a solution to this need, demonstrates its viability, builds up capacity of MoEYS actors, ensures the financial and technical sustainability of the initiative, and then hands over to the RGC;
- Request MoEYS to take on a greater financial investment role, and ensure that they are leading the implementation of the programme, or possibly at least leading each component;
- Build strategic ties with the MOI in order to enhance involvement of local authorities (*commune and district councillors*) and offer greater resource allocation at local level.
- Deepen engagement of the programme in target areas, and provide support to OOSC so that they can continue to Grade 9;

- Focus more on teaching and learning outcomes, possibly with pilot programmes that enhance peer learning, teacher discipline and morality, school environment, and IT skills;
- Integrate more ICT and innovative approaches to education that complement traditional classroom-teacher arrangements for learning;
- Conduct action research on the value and possibility of peer learning to integrate as a central strategy in teacher quality initiatives;
- Provide more support to the DTMT through mentoring / coaching to build healthy relationships with teachers and motivate them to be accountable to their students;
- Build on the OP tracker system to integrate knowledge management functions which could facilitate the sharing of these lessons learned and best practices;
- Conduct a policy audit by the Steering Committee to determine which policies can be flexible and variable according to partner, and which policies should be uniform across the Consortium (*in particular the child protection policy and anti-corruption policy*)

7. REFERENCES

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8. APPENDICES

The following appendices are provided at the end of this report.

1) Research framework
2) List of documents reviewed
3) Sample of literature review
4) Data collection schedules
5) List of respondents
6) Sample & Respondent Criteria
7) Survey questionnaire
8) Master Questionnaire
9) Sample Mind map
10) Ethics Protocols
11) Consortium Case Study
12) Detailed recommendation & action points (*outcomes*)
13) Summary of Findings & recommendations
14) Findings from Consultative Workshop
15) Terms of Reference
16) Combined Proposal

APPENDIX 1 – RESEARCH FRAMEWORK

AEA Evaluation Research Framework v1	
Research Objectives	**Main Research Questions**
To review progress made by CCOOSC partners toward the achievement of results at the outcome and output level	**Q1.** What has been the progress of the CCOOSC partners towards achieving the outcomes and outputs of the programme logical framework?
To identify enabling or constraining factors in the consortium model that impact the effectiveness of the overall program	**Q2.** What elements of the Consortium model have improved or impeded the effectiveness of the programme?
To evaluate the programme based on its: relevance, effectiveness, efficiency, impact and sustainability	**Q3.** What has been the relevance, effectiveness, efficiency, impact, and sustainability of the programme?
To review the assumptions and risks and suggest any necessary revisions	**MQ4.** What are the present risks facing the programme which were not foreseen, and how can they be mitigated?
To study the M&E system and recommend steps to ensure more effective implementation	**Q5.** In what way could the M&E system to be improved to be more effective?
To identify lessons learned from the programme implementation to date	**Q6.** What lessons have been learned from the programme and how have those lessons affected programme implementation to date?
To provide recommendations for the completion of the current phase as well as for a future phase of the programme To look at institutional, administrative, and organizational aspects of the programme with a view to identifying areas for improvement	**Q7.** What should the programme or the Consortium do differently in the remaining period, and what strategic adjustments could be made for a future funding cycle?
Cross Cutting Methods	
Appreciative inquiry	
Questions focussing on the strength of the programme, its assets, will be asked of all respondents. Wellspring will use this in the Partner E.D. FGD, as well as the questions with AEA partner staff.	
Participatory Approach	
The reference group is being invited to comment on draft DC tools, and to provide other inputs as relevant to the process.	
Small group discussions	

AEA Evaluation Research Framework v1	
Research Objectives	**Main Research Questions**
During the consultative workshop, we will make sure that it is participatory by involving all partners using the technique of small group discussions.	
Gender sensitivity	
We will be sensitive to issues of gender during the data collection, and make sure that girls make up 50% of the respondent population when we go to the sites.	
Conflict sensitivity	
Appropriate ethical considerations (confidentiality, consent, etc.) will be followed during all data collection activities. The data collection tools themselves will be framed in a conflict-sensitive way. As part of the analysis, evaluation team will seek to discover unintended, negative effects of the programme.	
Triangulation	
Evaluation team will actively cross-reference findings from the primary data with secondary data, and among different sources within the secondary data.	

MASTER QUESTIONNAIRE FRAMEWORK			SOURCE											
Main Research Qs	Sub Qs (from TOR)	Data Collection Questions	Donors	MoEYS KII	POE KII	DOE KII	Exec Dir FGD	SC KIIs	5 Comp. FGD	Partner KII	Student FGDs	Mixed FGDs	Survey	Lit Review
MRQ1. What has been the progress of the CCOOSC partners towards achieving the outcomes and outputs of the programme logical framework?	To what extent have the objectives been achieved or are likely to be achieved? What are the major factors influencing this progress?	How well has the programme done in the key outcome areas (list all 4)?	X					X					X	X
		Please explain why/how the programme has done well?	X					X						X
		What is one thing in the programme you wish you could do again differently?					X							
MRQ2. What elements of the Consortium model have improved or impeded the effectiveness of the program?	How well has the consortium model suited the management and implementation of this program? What added value has the consortium model brought?	Have the expectations of the partnership been met? a) If so, how? If not, why not?	X											
		How is the partnership with AEA and/or Partner X?				X	X	X						
		What do you know about the other component partners or activities in the program?									X			
		How does your component connect with the other components in the program?						X						

MASTER QUESTIONNAIRE FRAMEWORK								SOURCE								
Main Research Qs	Sub Qs (from TOR)	Data Collection Questions	Donors	MoEYS KII	POE KII	DOE KII	Exec Dir FGD	SC KIIs	5 Comp. FGD	Partner KII	Student FGDs	Mixed FGDs	Survey	Lit Review
		How can the Consortium serve as a model for future cooperation between RGC and civil society?		X										
		What have been the advantages/disadvantages to the Consortium approach?					X							
		Is the consortium effective? What key factors have contributed to its (lack of) effectiveness?	X											
		What do you most / least appreciate about this Consortium?					X							
MRQ3. What has been the relevance, effectiveness, efficiency, impact, and sustainability of the program?	*Relevance:* To what extent are the objectives of the CCOOSC programme still valid and consistent with government policy?	To what extent does the programme address the RGC goal (in 2014 2018 ESP) of increasing OOSC's access to quality primary education?	X	X										
		On a scale of 1-10, please rate the programme (and explain your scores) in terms of relevance?	X					X		X			X	X

MASTER QUESTIONNAIRE FRAMEWORK			SOURCE											
Main Research Qs	Sub Qs (from TOR)	Data Collection Questions	Donors	MoEYS KII	POE KII	DOE KII	Exec Dir FGD	SC KIIs	5 Comp. FGD	Partner KII	Student FGDs	Mixed FGDs	Survey	Lit Review
	Effectiveness: Are the activities and outputs of the CCOOSC programme consistent with the overall goal and objectives of the program?	On a scale of 1-10, please rate the programme (and explain your scores) in terms of effectiveness?	X					X		X			X	X
		What support have you received from the program? What more do you need?				X						X		
	Efficiency: Is the programme being implemented in the most efficient way compared to alternatives?	How well have the programme resources been used?	X					X		X				
	Efficiency: Are objectives being achieved on time?	How well has the programme kept to its original timeline?	X					X		X				
	Impact: What difference have the activities made to the beneficiaries? (Impact is defined as positive/negative changes, intended or unintended, that have significant, long lasting effect and can be attributed to OOSC).	What have been the achievements of the program?	X	X	X	X		X						X
		What accomplishment from the programme are you most proud of?						X	X	X				
		How has your professional life changed in last few years? B. Important changes										X		

MASTER QUESTIONNAIRE FRAMEWORK			SOURCE												
Main Research Qs	Sub Qs (from TOR)	Data Collection Questions	Donors	MoEYS KII	POE KII	DOE KII	Exec Dir FGD	SC KIIs	5 Comp. FGD	Partner KII	Student FGDs	Mixed FGDs	Survey	Lit Review
	Impact: How much have the activities of CCOOSC influenced local and national policy?	How do you feel about your education?									X			
		On a scale of 1-10, please rate the programme (and explain your scores) in terms of impact?	X					X		X				
		In terms of education, what has changed in your community in the last 2 years?										x		
		On a scale of 1-10, please rate the programme (and explain your scores) in terms of impact	X					X		X			X	X
		What has been the impact of the programme on district education practices, especially the implementation of activities by decentralized structures (POE, DOE, DTMTs, CC, CEFAC, & CCWC)			X	X			X					
	Sustainability: To what extent are the benefits of the programme likely to	On a scale of 1-10, please rate the programme (and explain your scores) in terms	X					X		X			X	X

Main Research Qs	Sub Qs (from TOR)	Data Collection Questions	Donors	MoEYS KII	POE KII	DOE KII	Exec Dir FGD	SC KIIs	5 Comp. FGD	Partner KII	Student FGDs	Mixed FGDs	Survey	Lit Review
	continue after donor funding ceased?	of sustainability?												
		Which activities will RGC continue after the CCOOSC programme finishes? a) How will the MoEYS ensure this happens?		X	X	X	X		X					
		What is your strategy to ensure the programme is sustainable?		X	X	X	X	X	X	X				
		What do you see for your future?									X			
MRQ4. What are the present risks facing the programme which were not foreseen, and how can they be mitigated?	How can risks be better managed?	What have been the challenges the programme has faced? a) How were these challenges overcome?What future risks remain to be mitigated?	X	X	X	X	X	X	X	X		X		X
MRQ5. In what way could the M&E system to be improved to	How well have AEA and consortium partners used their programme M&E system to inform strategic	How has it been to use the CCOOSC programme M&E system?							X				X	X

MASTER QUESTIONNAIRE FRAMEWORK			SOURCE											
Main Research Qs	Sub Qs (from TOR)	Data Collection Questions	Donors	MoEYS KII	POE KII	DOE KII	Exec Dir FGD	SC KIIs	5 Comp. FGD	Partner KII	Student FGDs	Mixed FGDs	Survey	Lit Review
be more effective?	decisions concerning the program? How could the usefulness of the system be improved?	How could it be improved?							X				X	X
MRQ6. What lessons have been learned from the programme and how have those lessons affected programme implementation to date?	What lessons have been learned from the first phase of the programme implementation?How has the Consortium used those lessons to improve the program?	What lessons have been learned about the programme or the partnership?	X	X	X	X	X	X	X	X		X		X
		How could these lessons learnt could be integrated into national policy for OOSC in primary education?		X										
		How did the programme adjust its course based on these lessons?	X					X	X					X
MRQ7. What should the programme or Consortium do differently in the remaining period, and what strategic	What recommendations can be made for more effective implementation, of the program? How could the consortium model be improved?	What could be improved in the program?	X	X	X	X	X	X	X	X		X		X
		Improved in terms of its strategy, partnerships, or activities in general?	X	X	X	X	X	X	X	X		X		X
		What still needs to be done to improve education for										X		

MASTER QUESTIONNAIRE FRAMEWORK			SOURCE											
Main Research Qs	Sub Qs (from TOR)	Data Collection Questions	Donors	MoEYS KII	POE KII	DOE KII	Exec Dir FGD	SC KIIs	5 Comp. FGD	Partner KII	Student FGDs	Mixed FGDs	Survey	Lit Review
adjustments could be made for a future funding cycle?		OOSC in your community?												
		What could be improved about the Consortium?					X		X					
		Improved in terms of cooperation with the government, policy dialogue and research, and/or advocacy?		X	X				X					

APPENDIX 2 – LIST OF DOCUMENTS REVIEWED

#	Doc Name	Description	Document Type
0	AEA MTR Combined Proposal V10 - lit review	Combined Proposal from us to AEA	Proposals
1	1-CCOOSC Proposal - 69 pp	The original proposal from AEA and partners to EFA foundation	Proposals
2	CCOOSC-Summary 2 Years Progress Report June 2014-June 2016_20 pp	Shorter summary report of the 2 years	Programme Reports
3	Cambodian Education Strategic Plan 2014-2018_TM_122 pp	Education Sector Plan 2014 to 2018	Government policies
4	Plan Grant Agreement _full executed	The grant agreement b/w Plan Intl and AEA	Proposals
5	3-CCOOSC Baseline Report_2015_187 pp	The Baseline report for the programme, conducted in 2015	Baseline Report
6	CCOOSC Semester 4 Progress Report Jan to Jun 2016_90 pp	Longer more detailed semester report	Programme Reports
7	CCOOSC Semester 2 Progress Report Jan to Jun 2015_65 pp	Longer more detailed semester report	Programme Reports
8	CCOOSC Annual Report Jun 2014-June 2015_72 pp	Longer more detailed annual report.	Programme Reports
9	CCOOSC Semester 1 Progress Report May to Dec 2014_TM_29 pp	Semester progress report - more detail	Summary
10	CCOOSC Semester 2 Progress Report Jan to Jun 2015_TM_65 pp	Semester progress report - more detail	Programme Reports
11	CCOOSC Semester 3 Progress Report July to Dec 2015_TM_80 pp	Semester progress report - more detail	Programme Reports
12	Cambodian EMIS Master Plan 2014-2018_68 pp	MoEYS EMIS Plan	Government policies
13	Education Congress Report 2014-2015(en) (1)_146 pp	Education Congress Report	Government policies
14	EducationLaw-EN_60 pp	Law on Education 2007	Government policies
15	Policy on Education for Children with disabilities_12 pp	Disabilities Policy	Government policies

#	Doc Name	Description	Document Type
16	policy-and-strategies-on-ict-in-education_20 pp	ICT Policy	Government policies
17	Prakas-on-organization-and-functioning-of-PED-en_7 pp	PoE Guidelines ?	Government policies
18	Policy on Child Friendly Schools_TM_8 pp	CFS Policy	Government policies
19	Teacher Policy Action Plan_TM_24 pp	TPA Policy	Government policies
20	prakas-30ayk-scn-2012-ssc-guideline-primary-school-en_11 pp	School Support Committee policy	Government policies
21	Sub-decree 309 on Administration and Management of Teaching Services_FIN. . (2)_9 pp	Admin/Mgt of teaching policy	Government policies
22	sub-decree-84-2009-MoEYS-organization and Functions-en_18 pp	Policy on MoEYS Org Structure	Government policies
23	3_NEP - Teaching Hours (English)_98 pp	Research on teaching hours	Context. Research
24	Drop Out and School Attendance-Mondulkiri Province_11 pp	Research on drop out and attendance	Context. Research
25	edu2015_260 pp	Research on education, employment and empowerment	Context. Research
26	School Drop Out in Cambodia-Cases of Kampong speu and Phnom Penh_13 pp	Research on school drop out	Context. Research
27	Implementing guide for the programme team Oct 2014_22 pp	General AEA Manual + Consortium guidelines	Consortium
28	CCOOSC M&E Tools (folder)	92 files in 24 folders	M&E System
29	CCOOSC M&E Tools - Data (folder)	6 files in 0 folders	M&E System
30	AEA-Monitoring guidelines FINAL_14 pp	The AEA monitoring guidelines	M&E System
31	EAC M&E Report -Assessment and Communication_3 pp	M&E Report on Assessment and Communication	M&E System

#	Doc Name	Description	Document Type
32	EAC M&E Report Semester 4 Year 2_110 pp	Long M&E report	M&E System
33	EAC ME Guide July 2016 v2.1_21 pp	M&E guide - not sure how diff. from #31	M&E System
34	M&E report semester 2 year 1_52 pp	Long M&E report	M&E System
35	S1, Year 1 Online M&E EAC report (January 2015 reporting cycle)_176 pp	Long M&E report	M&E System

APPENDIX 3 - SAMPLE LITERATURE REVIEW

Introduction

The purpose of this document is to:

1. review programme documents, baseline reports, other similar programmes in the area, any relevant policies, as well as material related to the internal and external context to identify lessons learned.
2. review the M&E system and provide recommendations for improvement in respect of (i) the current programme, and (ii) for a future phase. This review should include training related to the understanding and application of the M&E system by all consortium partners. Under M&E system are included Baseline Survey, LFM Indicators, Progress Reports and the OP Tracker system

The desk review makes reference to the evaluation criteria of:

- Relevance – issues related to the extent to which the CCOOSC programme is suited to the priorities and policies of the target group, recipient and donor.
- Effectiveness – issues related to the extent to which the CCOOSC programme objectives are expected to be achieved, taking into account their relative importance.
- Efficiency – issues related to how CCOOSC resources/inputs (funds, expertise, time etc.) are being economically converted to results.
- Impact - issues related to positive and negative changes produced by the CCOOSC programme, directly or indirectly, intended or unintended.
- Sustainability issues related to the benefits of CCOOSC continuing after donor funding has been withdrawn.

These evaluation criteria cross-cut the CCOOSC objectives of:

- Access – issues relating to overcoming and reducing economic, physical, behavioural and institutional obstacles to education.
- Quality – issues related to improvements in the quality and efficiency of education services including teaching quality, pedagogy, teacher resources, and school management.
- Capacity development – issues related to developing the capacity of key actors including educational leaders, school support committees, local authorities, District and Provincial Education Departments, parents and households.
- Advocacy and research – issues related to ensuring that the issue of out of school children becomes and remains a central issue at the local, national and global level through high-quality and wide-reaching advocacy and research.

Policy Context

Global Education Policy

The vision of the UNESCO Incheon Declaration and Framework for Action 2030 is to transform lives through education. This is reflected in Sustainable Development Goal 4. The focus of the Declaration is on ensuring inclusive and equitable quality education and promote lifelong learning opportunities for all. The Declaration states that this includes ensuring access to and completion of quality education; the acquisition of functional literacy and numeracy skills; the provision of at least one year of quality free and compulsory pre-primary education; equity and inclusion in and through education; transformative public education policies; gender-positive teaching and learning; well-qualified, trained, adequately remunerated and motivated teachers, using appropriate pedagogical approaches and supported by appropriate information and communication technology; safe,

healthy, gender-responsive, inclusive and adequately resourced learning environments; and, the provision of broad and flexible lifelong learning opportunities (UNESCO, 2015).

Child-friendly schools policy applies the concept of Child Rights into practice and management at the classroom and school level. The CFS policy for basic education is the fundamental approach for strengthening the quality of education for all students in primary and lower secondary schools. This requires 'not just getting all children into school, but making sure that all schools work in the best interest of the children entrusted to them.' It also means 'providing safe and protective schools that are adequately staffed with trained teachers, equipped with adequate resources and graced with appropriate conditions for learning' (UNICEF, 2006, p.4).

The six dimensions of the CFS framework in Cambodia are:

1. All children have access to schooling (schools are inclusive).
2. Effective learning.
3. Health, safety and protection of children.
4. Gender-responsiveness.
5. The participation of children, families and communities in the running of their local school.
6. The National Education System supports and encourages schools to become more child friendly (MoEYS, 2007).

The six CFS dimensions are viewed as being 'necessary and mutually reinforcing conditions of CFS success'. A CFS school is child-friendly when all of the dimensions are addressed, and 'the ability to be child-friendly on each dimension is enhanced by action on the others' (UNICEF, 2006, p. 1).

Cambodian Education Policy

Responsibility for education rests with the MoEYS whose main objective 'is to ensure that all Cambodian children and youth have equal opportunity to access quality education consistent with the Constitution and the Royal Government's commitment to the UN Child Rights Convention, regardless of social status, geography, ethnicity, religion, language, gender and physical form'. The MoEYS has developed the Master Plan on Child Friendly School for Basic Education 2015-2018 (MoEYS 2015a) to implement the CFS schools' policy for Basic Education which addresses the dimensions of access; effective learning; health, safety and protection; gender responsiveness; children, family and community engagement; and, programme support from education systems. The MoEYS objective is applied through three macro policies of ensuring equitable access for all to education services, enhancing the quality and relevance of learning, and ensuring effective leadership and management of education staff at all levels (MoEYS 2016). At the micro level, the MoEYS has developed policies addressing the five CCOOSC components of poor and remote children, children with disabilities, ethnic minority children, street children, and over-age children. Some of these policies are either current or lapsed and either specifically address the CCOOSC, or are addressed more generally.

Poor and remote children

Poor and remote children are addressed in a more general sense within the MoEYS School Health Policy, Information and Communication Technology in Education (ICTE) Policy, Early Childhood Care and Development (ECCD) policy, and Non-Formal Education (NFE) policy,

Children with disabilities

Children with disabilities are addressed in a more general sense within the MoEYS School Health Policy, ICTE Policy, Teacher Policy, ECCD policy, and NFE policy. The MoEYS specifically address children with disabilities within the Education for Children Disabilities policy.

Ethnic minority children

Ethnic minority children are addressed in a more general sense within the MoEYS School Health Policy, ICTE Policy. The MoEYS specifically address ethnic minority children in the Multilingual Education National Action Plan (MENAP). The objectives of the MENAP are to ensure ethnic minority boys and girls have inclusive access to quality and relevant education; to build the capacity of national and sub-national education officials to manage and monitor Multilingual Education (MLE) implementation; to scale up MLE provision in relevant provinces; and, to promote demand for quality MLE amongst School Support Committees, parents and local authorities (MoEYS, 2015b, p. 7).

Street children

Street children are addressed in a more general sense within the MoEYS School Health Policy, ICTE Policy, Teacher Policy, and ECCD policy.

Over-age children

Over-age children are addressed in a more general sense within the MoEYS NFE policy.

CCOOSC programme related literature

The desk review methodology included scanning relevant literature, analysing secondary data, and creating a reference list. This desk review consists primarily of grey literature related to the Cambodian Consortium for Out of School Children (CCOOSC) programme, and education related government policies and reports. Specifically, these are:

a) Kingdom of Cambodia (2007). *Education Law*.
b) Khieng Sothy, Srinivasa Madhur & Chhem Rethy (Eds.) (2015). *Cambodia Education 2015: Employment and Empowerment.* Phnom Penh: CDRI.
c) MoEYS (2014). Education Strategic Plan 2014-2018.
d) Ministry of Education Youth and Sport (MoEYS): Education Congress Report (2014-2015)
e) Ministry of Education Youth and Sport (MoEYS): Education Management Information System (EMIS) Master Plan (2014-2018)
f) Aide et Action (2013). Education for All: An integrated approach from the Cambodian Consortium
g) CCOOSC Baseline Survey (2015a)
h) CCOOSC Annual Report: July 2014 to 2015 (2015b)
i) CCOOSC Summary 2 Year Progress Report: June 2014 to June 2016 (2016a)
j) Educate A Child (2016). Monitoring and Evaluation Reporting Tool Instruction Manual
k) Aide et Action (2015c). CCOOSC Monitoring and Evaluation System 2014-2017.
l) Educate a Child (2015). EAC Partners' Semi-Annual Technical Report, Semester 2.
m) Educate a Child EAC (2016). Partners Semi-Annual Technical Report: January to June 2016.

These documents either specifically address the CCOOSC objectives or make reference to the objectives in a more general way. Article 5 of the Education Law declares that it the role of the state to prepare a comprehensive and unique education system, which includes formal education, non-formal education, and informal education while Article 27 entrusts MoEYS with the responsibility of setting up a master plan for developing the education sector. This includes 'developing, reviewing and modifying education policies, principles, plans and strategies in accordance with the national policies and strategic development plans' (MoEYS, 2014a, p. 11). Article 20 addresses the capacity development of educational personnel with the responsibility for training resting with the Ministry. Article 21 addresses the issue of quality asserting that it is the responsibility of the state to 'promote the quality of education to satisfy the basic education and professional needs for the careers of the learners to better improve their capacity and to enable the learners to efficiently participate in the

development of the country' (Kingdom of Cambodia, 2007, p. 8). Article 31 specifically addresses the right to access education and that the responsibility to ensure that this is enacted rests with the Ministry. Articles 18 and 28 and make reference to research, while advocacy is obliquely referenced in Article 29 where the 'state shall widely open the participation of the relevant stakeholders such as public and private sector, national and international organizations, non-governmental organizations and communities in the process of development, draft, monitoring and assessing the implementation, the review and the amendment of national education policies, plans and strategies' (Kingdom of Cambodia, p. 11).

The five CCOOSC components of poor and remote children, children with disabilities, ethnic minority children, street children, and over-age children are either implied or made explicit within the Education Law. Article 28 and 29 specifically address special education and the rights of disabled learners, while Article 25 states that 'the language for Khmer learners of minority Khmer origin shall be determined by Prakas of the Ministry in charge of Education' (Kingdom of Cambodia, 2007, p. 10). This has now been realised with the Prakas #48 on the identification of language for learners of Khmer nationality and ethnic minority origin (MoEYS, 2013).

AeA's proposal (AeA,2013) states that the CCOOSC programme will focus on the specific objectives of access, quality, capacity building and research/ advocacy which is aligned with the Royal Cambodian Government Education Strategic Plan (ESP) 2014-2018 (MoEYS 2014). AeA asserts that programme activities across the MoEYS axes will increase enrolment within the five CCOOSC components of poor and remote children, children with disabilities, ethnic minority children, street children, and over-age children by:

> enabling physical and financial access to education; developing the capacities of School Support Committee (SSC) and (Commune Council for Women and Children) CCWC to lead effective enrolment campaigns and vulnerability mapping; breaking down parents and communities' stigma toward Out of School Children (OOSC) and consequently create an inclusive education system; providing remedial education to enable students to catch up and reintegrate into the public system; and, addressing structural factors in the education system that impedes access such as teacher shortages, incomplete schools and so on (AeA, 2013, p. 10).

MoEYS (2014a, p.1) contends that there has been 'considerable progress in improving the opportunities all Cambodian children have to access education, in enhancing the quality of the children's learning experiences and becoming an efficient and effective deliverer of education services.' Khieng et al (2015, p. 141) supports this proposition stating that:

> access to primary education in Cambodia has improved enormously. Primary schools have been built in response to increasing need and policies and support mechanisms put in place. Teachers have been provided with a degree of training and professional development to help them deliver quality educational programs.

The previous MoEYS ESP 2009-2013 policy identified three areas of strategic focus: (1) ensuring equitable access to education services; (2) improving quality and efficiency of educational services; and, (3) institutional and capacity development for educational staff for decentralization. MoEYS (2014a, pp. 8-9)) notes a number of key challenges and responses directly related to the CCOOSC programme. The identified key challenges aligned with the CCOOSC programme are 'expanding equitable access to primary education in the most remote areas and to the most disadvantaged groups'; and 'collecting out-of-school children and building the non-formal education.' The proposed responses to these two challenges are to 'expand bilingual education, scholarship and nutrition programs and accelerated learning and re-entry programs through non-formal education and increasing inclusive education at all levels' and to design targeted programs 'to reduce the number

children out of school with a specific focus on indigenous children, children with disabilities and children from poor families.' The CCOOSC programme could be seen as directly responding to the two identified challenges emanating from the previous ESP.

The focus of the ESP 2014 - 2018 is on three education policies: (1) ensuring equitable access for all to education services 'with a focused attention on equity and access for the most disadvantaged areas and groups of children'; (2) enhancing the quality and relevance of learning; and, (3) education services are provided effectively and flexibly (MoEYS, 2014a). These three policies have direct relevance to the CCOOSC objectives of 'access', 'quality', and 'capacity development' but fall short on 'advocacy/research'. In order to achieve these policy objectives, several priority programs have been identified of which two are closely aligned with the CCOOSC programme. The School Establishment and Development programme aims to ensure all children have access to primary learning and includes the relevant areas of school construction, teacher training and provision; textbooks and library packages provision; and school principal training. Strategies that align with the CCOOSC programme objectives of 'access', 'quality', and 'capacity development' within the sub-sector of primary education include:

- Increase enrolment in primary schools including marginalized groups through providing scholarship for poor students and nutrition in primary. (ACCESS)
- Develop infrastructure through reducing number of incomplete primary school level, establish new school and equip more facilities. (ACCESS)
- Strengthen the quality of teacher training for primary education. (CAPACITY, QUALITY)
- Revise curriculum in primary education. (QUALITY)
- Strengthen the leadership and management at school level to ensure that schools operate with professionalism and responsibility. (Capacity, QUALITY)
- Strengthen result-based management, planning, implementation, monitoring and reporting according to the good governance and democratic development at sub-national level. (CAPACITY)

The School Quality System and Quality Assurance programme is focused on building capacity 'to help schools and teachers to meet service standards where quality and relevance are guaranteed through a responsive curriculum, adequate learning materials and advantage in teaching' (MoEYS 2014a, p. 15). Strategies that align with the CCOOSC programme objectives of 'access', 'quality', and 'capacity development' include:

- Set up a school quality assurance framework (information, leadership and management equipment teaching and learning, health, learning and teaching materials, financial management, physical education and sport and the participation of parents and the community). (QUALITY, CAPACITY)
- Provide quality inputs and technical support to schools in accordance with the standard (newly recruited teachers, core textbook and teaching materials). (QUALITY).
- Improve the performance and responsibilities of schools, teachers, and students through monitoring and evaluation on student achievement and provide support on time (CAPACITY).

The MoEYS *Education Congress Report 2014-2015* (MoEYS, 2015c) identifies a number of challenges for the sub-sector of primary education, several of which are aligned with the CCOOSC objectives. These are:

- Provision and expansion of education services to disadvantaged areas and disadvantaged group of children. (ACCESS)
- Effective leadership and management in some primary schools with newly appointed school directors. (QUALITY, CAPACITY)

- Capacity of multi-lingual teachers is still limited. (CAPACITY)
- Participation of students' parents, school support committees, communities and local authorities in providing supports to children with disabilities and disadvantaged children and school monitoring system is limited (CAPACITY, ACCESS)

The CCOOSC programme is also aligned with some elements of the sub-sector of non-formal education (NFE) identified in the ESP (MoEYS, 2014a). An NFE strategy is to 'scale up the literacy programme in areas where there are the largest numbers of illiterates and disadvantaged' (MoEYS 2014a, p. 40) with one activity focus on bilingual literacy education for minority groups. NFE policies aim to:

- Increase the number of literates through access to NFE programs for the children and youth who are out-of-school and illiterates. (ACCESS).
- Out-of-school children and youth and the illiterate access knowledge and life skills responding to the need of learner and community in order to improve their quality of life. (ACCESS, QUALITY)

MoEYS (2015c) has set out a number of directions to address challenges at sub-sector primary education, some of which are being addressed within the CCOOSC programme objectives. These are:

- Strengthen M&E system to ensure quality education. (QUALITY)
- Strengthen education infrastructure. (ACCESS)
- Improve terms and conditions of scholarship for poor students and outstanding students. (ACCESS)
- Incorporate new teaching methodologies into teacher training institutions. (CAPACITY, QUALITY)
- Supply core textbooks to address students' needs. (QUALITY)
- Recruit and train primary school teachers. (CAPACITY, QUALITY)
- Continue to train primary school teachers on English teaching methodologies for grade 4 and 5. (CAPACITY)
- Develop detailed curriculum and standard competency for all subjects. (QUALITY)
- Transform advance level child friendly school as new generation primary schools. (QUALITY)
- Continue to build capacity of primary school principals (CAPACITY).
- Strengthen roles and responsibilities of school support committees. (CAPACITY)
- Trained teachers on how to teach children with special needs. (QUALITY)

The purpose of the Education Management Information System (EMIS) (MoEYS, 2014b, p. ii) is to:

> supply managers and stakeholders at all levels of Cambodia's education sector with comprehensive, shared, accurate and up to date information and data for planning, resource allocation, monitoring and evaluation in order to support a strong culture of data driven decision making.

EMIS aligns with CCOOSC programme objectives in that its main focus is ensuring an ICT based system will capture relevant data that strengthens processes, increases access to and use of information, improve data quality and completeness, and further develop human and technical resources (MoEYS, 2014b). While the EMIS is a technical document and does not provide details on the types of data collected that would be relevant to CCOOSC programme objectives, it is implied that such data would be available not only for planning, resource allocation, monitoring and evaluation, but available also to researchers and advocates. This aligns with the CCOOSC

programme objective of ensuring that the issue of out of school children becomes and remains a central issue through high-quality and wide-reaching advocacy and research.

The CCOOSC baseline survey (AeA, 2015a) assessed the situation and characteristics of the five OOSC groups, especially in regards to access and barriers to educational services and generated data for selected CCOOSC programme outcome and output indicators, which provides benchmarks for assessing the programme's progress and impact. Based on the data in AeA report (AeA, 2015a, pp. 69-70), a number of recommendations were made on how to improve OOSC access to and quality of education. These recommendations are aligned with the CCOOSC programme objectives:

- Improve student motivation, to encourage them to come to school and actively participate. This can take a number of forms, and include: awareness raising among OOSC and their families on the benefits and value of education; improving teacher training and curriculum design to increase student engagement; and actively engaging parents in their children's education. (QUALITY, CAPACITY)
- Reduce child illness. (QUALITY)
- Improve disability access through individualized learning plans which address their specific learning issues, improvements in infrastructure, providing accessibility devices and targeted medical interventions, and the incorporation of disability discussions into a life skills curriculum. (QUALITY)
- Improve family livelihoods through initiatives such as vocational training for parents. (CAPACITY)
- Improve parental engagement in school decision-making, and the teaching of parents about the value of being active participants in their child's education. (CAPACITY)
- Improve and increase engagement of school support committees. (CAPACITY)

AeA's CCOOSC Annual Report 2014-2015 (AeA, 2015b) reports on programme objectives and key activities; major accomplishments; and, general challenges, issues and strategies. This includes reporting against progress of CCOOSC access, quality, capacity development, and research and advocacy outcomes and output indicators. For each of the four major outcomes there are associated outputs, with each output having a number of indicators. This forms the basis of the report from which a number of accomplishments challenges and issues can be drawn. One of the major issues noted is 'working towards a common understanding of the term OOSC as defined by Educate A Child' (AeA, 2015b). The report states that:

> At the onset there was a conscious decision to develop the programme through five components that relate to OOSC: Children from Poor and Remote communities, those from Ethnic Minorities, those who are Over Age, those who live on the Streets and those who have Disabilities. In the Disability component the CCOOSC pays particular focus on children with intellectual disabilities who are the most marginalised group of OOSC. CCOOSC also work with three cross cutting themes - Gender, Disability and Education in Emergencies - so that by the end of the programme all partners will mainstream these themes in their programmes.

Other reported challenges and issues include:

1. A ruling from Educate A Child (EAC) that the full Year 0 figure (children from academic year 2013/4) could not be counted towards the overall OOSC target due to the delays that occurred prior to the grant agreement being signed and the first tranche of funds being transferred, which affects the entire programme operation with the approved budget and programme timeframe.
2. A lack of clarity on OOSC definition and difficulties in identification.

3. No clear data available on OOSC in Cambodia and lack of baseline data before programme intervention, lack of common understanding and technical capacity on monitoring and evaluation, communication and reporting requirements.
4. Accessing Commune Funds for Education with commune councils not always receiving the entire budget planned for.
5. Competing priorities with local councils e.g. roads infrastructure.
6. Programme management, financial contribution and grant management issues
7. Coordination and communication between and internally of all programme partners.
8. Target areas overlapping with those of other education NGOs.
9. The programme quality assurance process is not yet fully in place.

EAC' s *Partners Semi-Annual Technical Report: January to June 2016* (EAC, 2016a) and AeA's *CCOOSC Summary 2 Year Progress Report: June 2014 to June 2016* (AeA, 2016) builds on the *CCOOSC Annual Report 2014-2015* (AeA, 2015b). The reports on its achievement targets across all four outcomes. These are:

- Outcome1: OOSC in programme target areas are able and encouraged to complete primary education cycle.
- Outcome 2: Teaching quality is improved.
- Outcome 3: Education leaders / providers are better equipped to improve the education efficiency.
- Outcome 4: Education environment is improved through advocacy and research

The reports also lists a number of additional challenges:

1. Coordination of programme partners' other education focused NGOs.
2. Delays with the completion of the Baseline Survey.
3. Delays with developing and operating the online Operation Performance (OP) Tracker, with partners struggling to enter the necessary details of the individual beneficiary profiles on time and to verify details entered using standard procedures resulting in two implementing partners withdrawing from CCOOSC.
4. Lack of public teachers in remote schools.
5. Absenteeism among some slow learners and among teachers.
6. Mobility/migration of children with their families.
7. Implementation of programs under political tension, which strained relationships between NGOs and government agencies.
8. Shortage of CCOOSC budget to follow new government regulation on travel allowance in programme activities.
9. The occurrence of natural disaster which jeopardized children's education especially the quality of education of street children and CWD.
10. Delivery of the Progress, M&E and Financial Semester Reports within the reporting period.
11. More resources, effort and flexibility are needed to ensure the quality of the processes used for identifying, enrolling and retaining OOSC in all components. A number of partners have not fully secured the requisite matching funds to support the total cost of the programme or confirmed securing of matching funds on time.

The goal of the EAC semi-annual M&E reporting tool (EAC, 2016b) is to collect education data from the CCOOSC programme in July and January of every year for the previous six-month period. Data collected through this reporting tool is used to track key education indicators and inform the EAC evaluation efforts. The EAC definition of OOSC is children of the official primary school age range who are not participating in primary education programs. This includes:

- Children who do not have access to a school. These children will never attend unless they gain access.
- Children who have access to school but who are not enrolled. These children either never enter school or will enter school late.
- Children who have access and have enrolled in school but who do not attend.
- Children who have dropped out of the education system. These children are counted as dropouts.
- Children who are in emergency and/or crisis situations and not participating in an organized education programme. These children may be displaced and in temporary living conditions with no schools or organized educational opportunities available (EAC, 2016b, p. 1)

In addition to EAC M&E reporting, the CCOOSC programme has an established M&E system that ensures 'effective programme management and accountability reporting and presentation of results' and facilitates:

> the effective two-way communication between Aide et Action, Consortium Members (CMs), and Donor concerning the progress, outcomes and impacts of the programme on the lives of the beneficiaries. Commonly, this M&E system encompasses the monitoring tools, procedures and guidelines that support the teams in the process of planning for the programme, the M&E, the data collection and management, the data analysis, and the presentation of the programme results (AeA, 2015c, p. 1).

AeA's M&E system aims to ensure there is consistency across the consortium and if well implemented it will provide AEA and CMs with quality, real-time, and sufficient evidence:

1. that informs decision-making to guide the implementation strategy and improve programme performances over time for greater results;
2. that contributes to collective learning between AEA and CMs by sharing experiences and lesson learnt based on the data collected and updated on a regular basis,
3. that confidently presents to different stakeholders the impacts/changes generated by the programme,
4. that creates and facilitates feedback between AEA and CMs (AeA, 2015c, pp. 1-2).

CONCLUSION: IMPLICATIONS

This review has analysed policy, proposal, planning and reporting documents. The review aligns the CCOOSC programme objectives of 'access', 'quality', 'capacity development', and 'advocacy and research' with relevant global policies, Cambodian law, and MoEYS policies. The review also considers EAC and AeA survey, reports, M&E tools and M&E systems. It is guided by evaluation criteria of relevance, effectiveness, impact and sustainability. In doing so, several issues are identified that need to be considered within the mid-term evaluation process. These are:

1. the overlap and complexity of working with other consortium partners;
2. the lack of any clear research agenda; and,
3. the effectiveness of communication, programme management and presentation between AeA and the Consortium members

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APPENDIX 4 – DATA COLLECTION SCHEDULES

No	Stakeholders	#R	Method	Date	Time	Province	Venue	Partner Focal Point Details
Tentative Schedule for Data Collection (3 to 14 Jan) - Ratanakiri and Kampong Chnnang								
8 Jan Travel from PNH to KC 14:00 to 16:00								
1	POE	1	KII	9 Jan	08:00-09:30	Kampong Chhnang	PoE Office	Save the Children Mr. Kheng Meakara Education Programme Coordinator) 092286786. AEA Lim Minh, PC PRC, 077 420031
2	Partner Staff: SC: Hing Longsokha, PO Tel 092 79 20 72 OCE: So Sophay, PO	1	KII	9 Jan	08:00-09:30		Save the Children Office	
3	DOE/DTMT (Kg Tralarch)	2	KII	9 Jan	10:00-11:30		DoE Kampong Tralach	
4	Students	8	FGD	9 Jan	13:00 to 14:30		Chres Primary School	
5	CEFAC	8	FGD	9 Jan	15:00 to 17:00		Chres Primary School / Chramoh Chruk village, Chres Commune, Kg Tralach district	
10 Jan Travel from Site KC to PNH 08:00 to 10:00								
10 Jan No Data Collection - reflection and update schedules, guides where necessary								
11 Jan Travel from PNH to RTK 09:00 to 17:00								
6	POE	1	KII	12 Jan	08:00-09:30	Ratanakiri, District:	PoE Office	CARE-Thon Nith, Programme

7	Partner staff (CARE and NTFP)	1	KII	12 Jan	08:00-09:30	O Chum Commune: O Chum Village: Leun Chong School: Leun Chong primary school # of OOSC: 38 Tampoun ethnic group.	CARE Office in RTK	Manager; tel: 012 70 90 78; Email: nithi.thon@careint.org AEA- Visoth, Prog Coor EMC, tel: 012 965 698; email: ekvisoth.khat@aide-et-action.org
8	DOE/DTMT	2	KII	12 Jan	10:00-11:30		PoE Office	
9	Students	8	FGD	12 Jan	13:00 to 14:30		Leun Chorng primary school	
10	CEFAC	8	FGD	12 Jan	15:00 to 17:00		Leun Chorng primary school	
12 Jan Travel from Site RTK, District #1 to RTK, District #2 17:00 to 19:00								
11	Students	1	KII	13 Jan	08:00-09:30	Ratanakiri, District #2 Borkeo, Commune: Kork, Village: Sala School Name: Sala Primary school, # of OOSC: 52	Sala primary school	Lam Bopha, Programme Officer; tel: 012927162 Bopha.Lam@plan-international.org AEA: LIM MINH PC PRC 077 420031 minh.lim@aide-et-action.org
12	CEFAC	2	FGD	13 Jan	10:00-12:00		Sala primary school	
13	Ms. Lam Bopha, Programme Officer, PLAN Mr. Um Saman, Programme Manager, Ockenden	8	KII	13 Jan	13:00 to 15:00		Plan Office,	
14	DOE/DTMT	8	FGD	13 Jan	15:00 to 17:00		DoE Borke, office	
14 Travel from Site RTK to PNH 09:00 to 17:00								

No	Stakeholders	#R	Method	Date	Time	Province	Venue	Partner Focal Point Details
	Tentative Schedule for Data Collection (3 to 14 Jan) - Prey Veng and Kampot							
	8 Jan Travel from PNH to Kampot 14:00 to 17:00							
1	POE	1	KII	9 Jan	08:00-09:30	Kampot	Epic Arts Center	AEA: Heang Sarym, PC CWD 092 768 992 Sky: sarym_heang http://seac.aide-et-action.org/ EA: Mrs. Sam Kagna, Team Leader, P: +855 17491461 E: kagna@epicarts.org.uk
2	DOE/DTMT	1	KII	9 Jan	08:00-09:30		Epic Arts Center	
3	Partner staff (Epic Arts)	2	KII	9 Jan	10:00-11:30		Epic Arts Center	
4	Students	8	FGD	9 Jan	12:00 to 14:00		Epic Arts Center	
5	CEFAC	8	FGD	9 Jan	14:30 to 16:30		Epic Arts Center	
	10 Jan Travel from Kampot to PNH 09:00 to 12:00							
	10 Jan Travel from PNH to Prey Veng 14:00 to 16:00							
6	POE	1	KII	11-Jan	08:00-09:30	Prey Veng District #001 Peam Ro	POE Office	DT: Tea Ear , NFE Coordinator, Tel: 012 970 855 Email: unea169@gmail.com AEA: Marong CHHOEUNG PC-STC Mobile: +855 17 527 517 E-mail: marong.chhoeung @aide-et-action.org
7	DOE/DTMT	1	KII	11-Jan	08:00-09:30		DoE Peam Ro	
8	Partner staff (DT)	2	KII	11-Jan	10:00-11:30		DT Office	
9	Students	8	FGD	11-Jan	12:00 to 14:00		DT Office	
10	CEFAC	8	FGD	11-Jan	14:30 to 16:30		DT Office	

	12 Jan Travel from PV District #1 to PV District #2 17:00 to 19:00							
1 1	DOE/DTMT	1	KII	12-Jan	08:00-09:30	Bar Phnom District, Prey Veng province	Bar Phnom DoE	PSE: Sam Hon, Chief Technical Staff, PSE, Tel 012 910 656 Email: hon.sam@pse.ngo

AEA: Marong CHHOEUNG PC-STC Mobile: +855 17 527 517 E-mail: marong.chhoeung @aide-et-action.org |
1 2	Partner staff (PSE)	2	KII	12-Jan	08:00-09:30		Bar Phnom DoE	
1 3	Student	8	FGD	12-Jan	10:00 to 12:00		Hun Sen Phum Thom Primary School	
1 4	CEFAC	8	FGD	12-Jan	14:00 to 16:00		Hun Sen Phum Thom Primary School	
	13 Jan Travel from PV to PNH 09:00 to 12:00							

APPENDIX 5 – LIST OF RESPONDENTS (ANONYMOUS)

R#	Respondent Type	DC Tool	Site	M/F	Position / Org
R01	SC KII	KI, FGD #1	PNH	M	CD, Aide et Action
R02	SC KII	KI	PNH	M	E.D., Damnok Teuk
R03	SC KII	KI	PNH	M	Deputy Director, PSE
R04	SC KII	KI	PNH	M	Country Director, CARE
R05	SC KII	KI	PNH	M	Country Grant Coordinator, Plan International
R06	Donor	KI	PNH	F	Programme Manager, Plan International
R07	Partner ED / ED rep.	FGD #1, FGD #2	PNH	M	Head of Programs, Aide et Action
R08	Partner ED / ED rep.	FGD #1	PNH	M	ED, Youth Star
R09	Partner ED / ED rep.	FGD #1	PNH	M	ED, COCD
R10	Partner ED / ED rep.	FGD #1	PNH	M	ED, NEP
R11	Partner ED / ED rep.	FGD #1	PNH	M	ED, OEC
R12	Partner ED / ED rep.	FGD #1	PNH	M	E.D., Damnok Teuk
R13	Partner ED / ED rep.	FGD #1	PNH	M	ED, BSDA
R14	Partner ED / ED rep.	FGD #1	PNH	M	PM, Save the Children
R15	Partner ED / ED rep.	FGD #2	PNH	M	PM, RSO
R16	Partner ED / ED rep.	FGD #2	PNH	M	Programme Director, PSE
R17	Partner ED / ED rep.	FGD #2	PNH	M	ED, KAPE
R18	Partner ED / ED rep.	FGD #2	PNH	M	ED, Bandos Komar
R19	Partner ED / ED rep.	FGD #2	PNH	M	??, CARE
R20	Partner ED / ED rep.	FGD #2	PNH	M	??, Ockenden
R21	Partner ED / ED rep.	FGD #2	PNH	F	IEP, Epic Arts
R22	Partner ED / ED rep.	FGD #2	PNH	M	ED, NTFP
R23	Partner ED / ED rep.	FGD #2	PNH	M	??, Sovanna Phum

R#	Respondent Type	DC Tool	Site	M/F	Position / Org
R24	Partner ED / ED rep.	FGD #2	PNH	M	Education Specialist, Plan International
R25	Partner ED / ED rep.	FGD #2	PNH	M	ED, DDSP
R26	DoE	KII	Kampot	F	DoE staff
R27	Student	FGD	Kampot	F	Student
R28	Student	FGD	Kampot	M	Student
R29	Student	FGD	Kampot	M	Student
R30	Student	FGD	Kampot	F	Student
R31	Student	FGD	Kampot	F	Student
R32	Student	FGD	Kampot	M	Student
R33	Student	FGD	Kampot	F	Student
R34	Student	FGD	Kampot	M	Student
R35	Mixed	FGD	Kampot	M	VILLAGE CHIEF
R36	Mixed	FGD	Kampot	F	COMMUNE VICE CHIEF
R37	Mixed	FGD	Kampot	F	COMMUNE COUNCIL
R38	Mixed	FGD	Kampot	F	TEACHER
R39	Mixed	FGD	Kampot	F	PARENT
R40	Mixed	FGD	Kampot	F	PARENT
R41	Mixed	FGD	Kampot	F	PARENT
R42	Mixed	FGD	Kampot	M	VICE PRINCIPAL
R43	Partner	KII	Kampot	M	PARTNER STAFF
R44	Partner	KII	Kampot	F	PARTNER STAFF
R45	PoE	KI	Peam Ro	M	Deputy director of PoE
R46	DoE	KI	Peam Ro	M	Director of DoE
R47	Partner	KII	Peam Ro	M	PARTNER STAFF
R48	Partner	KII	Peam Ro	F	PARTNER STAFF
R49	Mixed	FGD	Peam Ro	M	COMMUNE CHIEF
R50	Mixed	FGD	Peam Ro	F	CWCC
R51	Mixed	FGD	Peam Ro	M	COMMUNE CHIEF
R52	Mixed	FGD	Peam Ro	F	CWCC

R#	Respondent Type	DC Tool	Site	M/F	Position / Org
R53	Mixed	FGD	Peam Ro	M	SCHOOL DIRECTOR
R54	Mixed	FGD	Peam Ro	M	SCHOOL DIRECTOR
R55	Mixed	FGD	Peam Ro	M	VILLAGE CHIEF
R56	Mixed	FGD	Peam Ro	M	VILLAGE CHIEF
R57	Mixed	FGD	Peam Ro	M	VILLAGE CHIEF
R58	Mixed	FGD	Peam Ro	F	PARENT
R59	Mixed	FGD	Peam Ro	F	PARENT
R60	Mixed	FGD	Peam Ro	F	PARENT
R61	Mixed	FGD	Peam Ro	F	PARENT
R62	Student	FGD	Peam Ro	M	Student
R63	Student	FGD	Peam Ro	M	Student
R64	Student	FGD	Peam Ro	F	Student
R65	Student	FGD	Peam Ro	F	Student
R66	Student	FGD	Peam Ro	M	Student
R67	Student	FGD	Peam Ro	M	Student
R68	Student	FGD	Peam Ro	M	Student
R69	Student	FGD	Peam Ro	F	Student
R70	Student	FGD	Peam Ro	M	Student
R71	Student	FGD	Peam Ro	M	Student
R72	Mixed	FGD	Kampong Trabek	M	SCHOOL DIRECTOR
R73	Mixed	FGD	Kampong Trabek	M	Deputy school director
R74	Mixed	FGD	Kampong Trabek	M	TEACHER
R75	Mixed	FGD	Kampong Trabek	M	PARENT
R76	Mixed	FGD	Kampong Trabek	M	COMMUNE CHIEF
R77	Mixed	FGD	Kampong Trabek	M	VILLAGE CHIEF
R78	Mixed	FGD	Kampong Trabek	M	COMMUNE COUNCIL
R79	Mixed	FGD	Kampong Trabek	F	TEACHER
R80	Mixed	FGD	Kampong Trabek	F	CWCC
R81	Student	FGD	Kampong Trabek	F	Student
R82	Student	FGD	Kampong Trabek	F	Student

R#	Respondent Type	DC Tool	Site	M/F	Position / Org
R83	Student	FGD	Kampong Trabek	M	Student
R84	Student	FGD	Kampong Trabek	F	Student
R85	Student	FGD	Kampong Trabek	M	Student
R86	Student	FGD	Kampong Trabek	M	Student
R87	Student	FGD	Kampong Trabek	F	Student
R88	Student	FGD	Kampong Trabek	M	Student
R89	Student	FGD	Kampong Trabek	F	Student
R90	Student	FGD	Kampong Trabek	F	Student
R91	DoE	KII	Kampong Trabek	M	Vice chief of DoE
R92	Component	FGD	PLAN/PNP	M	Bandos Koma
R93	Component	FGD	PLAN/PNP	M	Plan Int
R94	Component	FGD	PLAN/PNP	M	AeA
R95	Component	FGD	PLAN/PNP	M	COCD
R96	Component	FGD	PLAN/PNP	F	Bandos Koma
R97	Component	FGD	PLAN/PNP	M	Sovannaphoum
R98	Component	FGD	PLAN/PNP	M	Sovannaphoum
R99	Component	FGD	PSE/PNP	M	Chief of Special Edu Office, MoE
R100	Component	FGD	PSE/PNP	M	MoE, Kampong Speu
R101	Component	FGD	PSE/PNP	M	DOE, Preah Sihanouk
R102	Component	FGD	PSE/PNP	F	DOE, Siem Reap
R103	Component	FGD	PSE/PNP	F	Trainer, PSE
R104	Component	FGD	PSE/PNP	M	Tech Chief, PSE
R105	Component	FGD	PSE/PNP	F	M&E, PSE
R106	Component	FGD	PSE/PNP	M	AeA, Prog Coord.
R107	Component	FGD	PSE/PNP	M	POE, Prey Veng
R108	Component	FGD	DT/PNP	F	BSDA, tech Adv
R109	Component	FGD	DT/PNP	F	BSDA, Prog Manager
R110	Component	FGD	DT/PNP	M	AeA, Prog Coord.
R111	Component	FGD	DT/PNP	M	M&E, DT
R112	Component	FGD	DT/PNP	M	Tech Chief, PSE

R#	Respondent Type	DC Tool	Site	M/F	Position / Org
R113	Component	FGD	DT/PNP	F	M&E, PSE
R114	Component	FGD	DT/PNP	M	ED, DT
R115	Partner	KII	Kampong Chhnang	M	Programme Officer for Save the Children
R116	Partner	KII	Kampong Chhnang	M	Field Officer for OEC
R117	DoE	KII	Kampong Tralarch	F	Primary Office Officer
R118	DoE	KII	Kampong Tralarch	M	Planning Office Officer
R119	Student	FGD	Kampong Tralarch	F	Grade 3
R120	Student	FGD	Kampong Tralarch	F	Grade 3
R121	Student	FGD	Kampong Tralarch	M	Grade 3
R122	Student	FGD	Kampong Tralarch	M	Grade 3
R123	Student	FGD	Kampong Tralarch	F	Grade 6
R124	Student	FGD	Kampong Tralarch	F	Grade 3
R125	Student	FGD	Kampong Tralarch	F	Grade 3
R126	Student	FGD	Kampong Tralarch	M	Grade 2
R127	Student	FGD	Kampong Tralarch	M	Grade 2
R128	Student	FGD	Kampong Tralarch	F	Grade 2
R129	Mixed	FGD	Kampong Tralarch	F	Mother
R130	Mixed	FGD	Kampong Tralarch	F	Mother
R131	Mixed	FGD	Kampong Tralarch	M	Head of SSC
R132	Mixed	FGD	Kampong Tralarch	F	Teacher (grade 1-3)
R133	Mixed	FGD	Kampong Tralarch	M	Teacher (Grade 5-6)
R134	Mixed	FGD	Kampong Tralarch	F	Commune Council
R135	Mixed	FGD	Kampong Tralarch	M	Head of SSC
R136	Mixed	FGD	Kampong Tralarch	M	School Director
R137	Mixed	FGD	Kampong Tralarch	M	School Director
R138	MOE	KII	PNH	M	Minister of Education
R139	MOE	KII	PNH	M	Director General of Education
R140	Partner	KII	Ratanakiri	F	Programme Manager
R141	Partner	KII	Ratanakiri	M	Programme Coordinator

R#	Respondent Type	DC Tool	Site	M/F	Position / Org
R142	Student	FGD	Leun Chong, RKR	F	Grade 2
R143	Student	FGD	Leun Chong, RKR	F	Grade 2
R144	Student	FGD	Leun Chong, RKR	F	Grade 2
R145	Student	FGD	Leun Chong, RKR	F	Grade 2
R146	Student	FGD	Leun Chong, RKR	F	Grade 2
R147	Student	FGD	Leun Chong, RKR	F	Grade 2
R148	Student	FGD	Leun Chong, RKR	M	Grade 2
R149	Student	FGD	Leun Chong, RKR	M	Grade 2
R150	Student	FGD	Leun Chong, RKR	M	Grade 2
R151	Student	FGD	Leun Chong, RKR	M	Grade 2
R152	Mixed	FGD	Leun Chong, RKR	M	Parent
R153	Mixed	FGD	Leun Chong, RKR	M	SSC
R154	Mixed	FGD	Leun Chong, RKR	F	Teacher, Grade 2
R155	Mixed	FGD	Leun Chong, RKR	F	School Director, Kandal PS
R156	Mixed	FGD	Leun Chong, RKR	M	SSC
R157	Mixed	FGD	Leun Chong, RKR	M	Parent
R158	Mixed	FGD	Leun Chong, RKR	M	School Director, Chhes PS
R159	Mixed	FGD	Leun Chong, RKR	F	School Teacher, Grade 1
R160	Mixed	FGD	Leun Chong, RKR	F	School Teacher, Grade 4
R161	Mixed	FGD	Leun Chong, RKR	F	CCWC, Poul commune
R162	Mixed	FGD	Leun Chong, RKR	F	CCWC, Ou Chum commune
R163	Student	FGD	Sala, Borkeo, RKR	F	Grade 5
R164	Student	FGD	Sala, Borkeo, RKR	F	Grade 5
R165	Student	FGD	Sala, Borkeo, RKR	F	Grade 5
R166	Student	FGD	Sala, Borkeo, RKR	F	Grade 5
R167	Student	FGD	Sala, Borkeo, RKR	F	Grade 4
R168	Student	FGD	Sala, Borkeo, RKR	M	Grade 5
R169	Student	FGD	Sala, Borkeo, RKR	M	Grade 5
R170	Student	FGD	Sala, Borkeo, RKR	M	Grade 5
R171	Student	FGD	Sala, Borkeo, RKR	M	Grade 5

R#	Respondent Type	DC Tool	Site	M/F	Position / Org
R172	Student	FGD	Sala, Borkeo, RKR	M	Grade 4
R173	Mixed	FGD	Borkeo, RKR	F	Mother
R174	Mixed	FGD	Borkeo, RKR	F	Mother
R175	Mixed	FGD	Borkeo, RKR	F	Mother
R176	Mixed	FGD	Borkeo, RKR	F	CCWC
R177	Mixed	FGD	Borkeo, RKR	M	SSC
R178	Mixed	FGD	Borkeo, RKR	M	Village Chief
R179	Mixed	FGD	Borkeo, RKR	M	Teacher, Grade 4, Sala PS
R180	Mixed	FGD	Borkeo, RKR	M	School Director, Sala PS
R181	Mixed	FGD	Borkeo, RKR	F	Commune Chief
R182	DoE	KII	Borkeo, RKR	M	Head of DoE, Borkeo, RKR
R183	DoE	KII	Borkeo, RKR	M	Vice Chief of DoE, Borkeo, RKR
R184	DoE	KII	Borkeo, RKR	F	DoE officer, Borkeo, RKR
R185	Partner	KII	RKR	F	Programme Officer
R186	Partner	KII	RKR	M	Programme Manager
R187	Component	FGD	AEA	M	KAPE
R188	Component	FGD	AEA	M	KAPE
R189	Component	FGD	AEA	M	CARE
R190	Component	FGD	AEA	M	NTFP
R191	Component	FGD	AEA	F	Kath Ekvisoth/ Programme Coordinator
R192	Component	FGD	Rabbit School	M	Programme Manager/ Rabbit School
R193	Component	FGD	Rabbit School	Ms	Technical Teacher/ Rabbit School
R194	Component	FGD	Rabbit School	M	Programme Coordinator/ DDSP
R195	Component	FGD	Rabbit School	F	Programme Coordinator/ Epic Arts
R196	Component	FGD	Rabbit School	M	Programme Supervisor/ KPF
R197	Component	FGD	Rabbit School	F	Programme Assistant/ KPF
R198	Component	FGD	Rabbit School	M	Programme Coordinator
R199	Component	FGD	Save the Children	M	Education Advisor/ Save the Children

R#	Respondent Type	DC Tool	Site	M/F	Position / Org
R200	Component	FGD	Save the Children	M	Deputy Programme Manager / Save the Children
R201	Component	FGD	Save the Children	M	Programme Manager/ OEC
R202	Component	FGD	Save the Children	F	Programme officer/ Youth Star Cambodia
R203	Component	FGD	Save the Children	M	Programme Manager/ OCKENDEN
R204	Component	FGD	Save the Children	M	Programme Coordinator
R205	PoE	KII	Kampong Chhnang	M	Inspection official/ POE
R206	POE	KII	Kampong Chhnang	M	Primary Office Official
R207	PoE	KII	Ratanakiri	M	Deputy Head of PoE
R208	DoE	KII	Ouchum, Ratanakiri	M	Deputy Head of DoE

APPENDIX 6 – CRITERIA FOR SITE AND RESPONDENTS

Scope
The evaluation will cover the period from the beginning of the programme until today.

Site Selection
Site will be chosen based on purposive sampling.
In each province, for each partner, 1-2 schools will be chosen.
The first school will be chosen by looking at the enrolment statistics for that programme partner in the province. For example:
For SC and PRC in Kampong Chnnang, we will look at the list of all schools in which SC has intervened in KC.
We will look at the number of children enrolled by school in the programme from the start until today.
This will mean looking at the list of schools from #1 to #x (*where x is the # of schools where SC intervenes in the province*).
If there are 100 schools, then we will rank them from the lowest to the highest #s of children enrolled.
The school which is exactly in the middle of this list – or the 51st school - in terms of enrolment numbers - will be chosen as the 1st school in the sample.
The second school (*if possible*) will be the closest school (within 2-3 km) of the 1st school.

Donors
One donor should be EAC (*to be done virtually*).
Another donor can be any donor who has provided match funding to the programme.
AEA will arrange.

MoE
One respondent is the Minister himself.
Another is a senior MoE official who is closely involved in the programme, to be decided by the Minister.
AEA will secure permission and arrange the appointment.

POE
Should be 1-2 (*2 maximum*) POE officials who know the programme well, and have worked closely with AEA partners
Does not need to be the head of POE, although it can be.
In most cases this will be the deputy POE who is in charge of Primary Education and the Head of Primary Education Office at POE
Could also be a member of PESWG to discuss in terms of advocacy at subnational level
Should be able to talk about the high level impact and sustainability of the programme, as well as the ongoing partnership with AEA/partners in their area
Partner staff will secure permission and arrange the appointment.

DOE
Should be 1 or 2 (*2 maximum*) DOE and/or DTMT officials who know the programme well, and have worked closely with AEA partners
Can be 1 DOE and/or 1 DTMT official; sometimes this is the same person
Does not need to be the head of DOE, although it can be

Should be able to speak to the outcomes of the programme at district level, and how it affects practices of the DOE, as well as give thoughts on the sustainability of the programme

Partner staff will secure permission and arrange the appointment.

Steering Committee KII
It should be the Exec. Dir. from the 5 members of the Steering Committee
In some cases it can be the Deputy E.D. if (s)he knows more about the programme than the E.D.

Partner Field Staff KII
Should be 1 or 2 (*2 maximum*) partner staff at the field staff.
Should be those who have the longest experience with the programme, and can speak to its accomplishments and challenges
If possible, a gender balance is desirable (*1 man, 1 woman*)

Exec. Dir. FGD
Exec Dir. from each of the partner organizations
In some cases Deputy Exec. Dir can join in place of Exec. Dir.
Exec. Dirs. should be divided into 2 groups for the FGD, preferably as follows:
Group 1 = SC, OA, CWD
Group 2 = EM, PRC
Each FGD should be max. 10 people
Components FGD
1-2 (*2 maximum*) partner staff from each component
1 MoEYS representative from the TWC (*i.e. line department for each component*)
Each FGD should be max. 10 people
If possible, there should be gender balance as well.
NOTE: *In the OA component, since only PSE is there, they could invite 3-4 staff, and 2-3 from the Ministry if they wish.*

Student FGD
Should be OOSC (*can be out of school or now in school*) who have received some support or benefit from the programme.
In OA component – should be overage children only *(as defined by the programme)*
In CWD component – should be children with disabilities only *(as defined by the programme).* *NOTE: We will need a translator. Partner will provide this.*
In SC – it should be street children only *(as defined by the programme)*
In EM – it should be ethnic minority children only *(as defined by the programme).* *NOTE: We will need a translator. Partner will provide. Will be one language group.*
In PRC – it should be poor children only *(as defined by the programme*)
The group should be an even mix of 50% girls, 50% boys
The group should not be more than 10 children (*5 boys, 5 girls*)
Partner will arrange either parent/teacher consent. We don't need pictures, photos, etc. Will follow internal policy of partner on consent.
Min. age of respondents is 8 years old up to 15 yo.
The mix of children will depend on the different focus areas of the partner's intervention. Should be 1-2 schools, and at least 2 intervention areas.
If the OOSC different locations, partner will bring them to one location for the FGD.
In some cases, teacher/parent can accompany with children to facilitate discussion and make the children feel comfortable. They will not join in actual discussion (except CWD, EM – for translation,

etc.) – but just wait outside the place of data gathering. Request from ET (*evaluation team*): if we can have a name, age, and beneficiary status of each child before the FGD it would be helpful.

Process for this: Partners will send proposed FGD list of respondents to AEA, who will check and then forward the list to ET.

Mixed FGD

As noted before, should have the following composition (*can be flexible with the numbers*):

1-2 Parents; 1-2 Teachers; 1-2 School / cluster directors ; 1-2 SSC Members; 1-2 Commune (*for areas where they are relevant actors*); Commune chief / commune councillor; CCWC members

MAX of 10 pax per FGD

All participants should have had a good deal of involvement with the programme over the last 3 years

Exact composition will depend on the context of the programme, and who of these individuals are important. The group should as much as possible be an even mix of 50% men, 50% women.

NOTE: *If non-Khmer languages are spoken, we will need a translator.*

Survey

Relevant staff from each partner and/or sub partners will collaborate to complete one (1) survey per partner or sub partner.

Each survey will have different sections for relevant staff (*i.e. programme, M&E, etc.*)

Partners and sub-partners will both complete, for a total of 22 partners and sub partners completing the survey. Field based and PNH staff can participate in the survey.

ET will make sure the instructions are clear. Staff should read the instructions first and come up with answer before form is filled out.

This can be done by ET sending a Word or PDF document to staff.

The staff can then discuss, seek inputs from staff in other locations if they wish, and complete the PDF/word copy.

And someone from the partner staff will then complete the Survey Monkey.

APPENDIX 7 - SURVEY QUESTIONNAIRE

This survey seeks the views of program staff in your organisation who are involved in the *Education for All An Integrated Approach from the Cambodian Consortium for Out of School Children* [CCOSC] program. The objectives of the CCOSC are:

1. to overcome and reduce the economic, physical, behavioural and institutional obstacles to education (ACCESS).
2. to improve the quality and efficiency of education services including teaching quality, pedagogy, teacher resources, and school management (QUALITY).
3. to develop the capacity of key actors including educational leaders, school support committees, local authorities, District and Provincial Education Departments, parents and households (CAPACITY DEVELOPMENT).
4. to ensure that the issue of out of school children becomes and remains a central issue at the local, national and global level through high-quality and wide-reaching advocacy and research (ADVOCACY & RESEARCH).

What is the program about?
The CCOSC is a nationwide program which seeks to increase the primary school enrolment rate of children 6 – 15 years old. CCOSC targets out of school children [OSC] in five main categories (i) children with disabilities (ii) children of ethnic minorities (iii) poor and remote children (iv) street children and (v) over-age children.

What is the purpose of the evaluation?
- to review the whole CCOSC Program's progress made toward the achievement of results at the outcome and output level
- to identify factors in the consortium model leading to success and/or constraints to effective implementation based on five evaluation criteria (Relevance, Effectiveness, Efficiency, Impact and Sustainability)
- to identify lessons learned and provide recommendations for adjustment to implementation procedures to ensure timely and effective conclusion to the current phase of the program as well as recommendations for a future phase of the program cycle.

What will happen during this evaluation?
We will gather information on your views about your organisation's involvement in the CCOSC program through this online survey which should take about 20 minutes to complete.
- Questions 1, 2, 3 4, 5, 6, 7 and 8 are for ALL staff to answer about the CCSOC program in your organisation.
- Only answer Question 9 if you work in your organisation in FINANCE as a FINANCE MANAGER or SENIOR ADMINISTRIVE OFFICER.
- Only answer Question 10 if you work in your organisation in MONITORING & EVALUATION as an M&E SPECIALIST or as an M&E OFFICER.
- Only answer Question 11 iF you work in your organisation in MANAGEMENT as a SENIOR EXECUTIVE, PROGRAM DIRECTOR or PROGRAM COORINDATOR.

Participation in this survey is online and your responses will be only known to the Evaluation Team. However, if you wish to discuss your survey answers with the Evaluation Team, please

1

APPENDIX 8 – MASTER RESEARCH QUESTIONNAIRE

All interviews and focus group discussions will begin with a description of the programme, as well as go through the ethical protocols of informed consent, confidentiality, etc. The research team will give a brief overview of the programme - suitable for each respondent – to refresh the respondent's memory before beginning the discussion/interview.

Donors (no translation needed)

1) What has been your involvement with the program?
2) What have been the achievements of the program?
3) How has the programme performed in the key outcome areas?
   a) Improving equitable access to education
   b) Enhancing quality and efficiency
   c) Developing capacity of education actors
   d) Advocacy and research (local, national, regional)
4) On a scale of 1-10 (*1 is low, 10 is high*), please rate the programme (*and explain your scores*) in terms of:
   a) <u>Effectiveness</u> – how well the activities contribute to the goal?
   b) <u>Efficiency</u> – how well the resources were used?
   c) <u>Relevance</u> – how the programme connect with natl edu policy
   d) <u>Impact</u> – what changes has the programme made?
   e) <u>Sustainability</u> – how the effects of the programme will continue?
5) How has the Consortium model affected the implementation of the program?
6) What have been the challenges the programme has faced?
   a) How were these challenges overcome?
7) Have the expectations of the partnership been met?
   a) If so, how? If not, why not?
8) What lessons have been learned about the programme or the partnership?
   a) How did the programme adjust its course based on these lessons?
9) What could be improved in the program?
   a) In terms of its strategy, partnerships, or activities in general?

MoE

1) To what extent does the programme address the RGC goal (*ESP 2014 to 2018*) of increasing OOSC's access to quality primary education?
2) What have been the achievements of the program?
3) What lessons have been learned from the programme or partnership with AEA? How could these lessons learnt could be integrated into national policy for OOSC in primary education?
4) How can the Consortium serve as a model for future cooperation between RGC and civil society?
5) What have been the challenges the programme has faced? How were these challenges overcome?
6) How can the programme be improved in the remaining time? In terms of cooperation with the government, policy dialogue and research, and/or advocacy?
7) How can MoEYS work with CCOOSC stakeholders to ensure sustainability of policies and practices after the CCOOSC programme finishes?

POE

1) What has been your involvement with the program?

2) What support (*technical, financial, etc.*) have you received from the program? What more do you need?

3) What kind of policies or practices have changed at province level because of programme advocacy efforts?

4) How is the POE partnership with AEA and/or Partner X?

5) What have been the main achievements of the program?

6) What lessons have you learned from working on this program?

7) What challenges has the programme faced along the way? How were these challenges overcome?

8) How can the programme be improved in the remaining time? In terms of cooperation with the government, policy dialogue and research, and/or advocacy?

9) Which practices, attitudes, or behaviours will the POE continue after the CCOOSC programme finishes and how will this be done?

DOE

1) What has been your involvement with the program?

2) What support (*technical, financial, etc.*) have you received from the program? What more do you need?

3) What has been the impact of the programme on district and commune education practices (*DOE, DTMTs, CC, CEFAC, & CCWC*)?

4) How is the DOE partnership with AEA and/or Partner X?

5) What have been the achievements of the program?

6) What lessons have you learned from working on this program?

7) What challenges has the programme faced along the way? How were these challenges overcome?

8) How can the programme be improved in the remaining time? In terms of cooperation with the government, policy dialogue and research, and/or advocacy?

9) Which practices, attitudes, or behaviours will the POE continue after the CCOOSC programme finishes and how will this be done?

SC KII (no translation needed)

1) What has been Partner X's role in the program?

2) What accomplishment from the programme are you most proud of?

3) How well has it done in the key outcome areas (*please explain*)?
   a) Improving equitable access to education
   b) Enhancing quality and efficiency
   c) Developing capacity of education actors
   d) Advocacy and research (local, national, regional)

4) On a scale of 1-10 (*1 is lowest, 10 is highest*), please rate the programme (*and explain your scores*) in terms of:
   a) <u>Effectiveness</u> – how well the activities contribute to the goal?
   b) <u>Efficiency</u> – how well the resources were used?
   c) <u>Relevance</u> – how the programme connect with natl edu policy
   d) <u>Impact</u> – what changes has the programme made?
   e) <u>Sustainability</u> – how the effects of the programme will continue?

5) How is the partnership between AEA and Partner X?

6) What challenges has the programme faced along the way? How did you overcome these challenges?

7) What could the programme have done differently to achieve the same or better outcomes?

8) What lessons have been learned (*about the programme or the partnership with AEA*)? How did the SC adjust the programme based on these lessons?
9) What could be improved in the program? In terms of its strategy, partnerships, or activities in general?
10) What is your strategy to ensure the sustainability of the programme?

Partner KII

1) What has been Partner X's role in the program?
2) What achievements of the OOSC are you proud of?
3) How well has it done in terms of
    a) Improving equitable access to education
    b) Enhancing quality and efficiency
    c) Developing capacity of education actors
    d) Advocacy and research (local, national, regional)
4) On a scale of 1-10 (*1 is lowest, 10 is highest*), please rate the programme (*and explain your scores*) in terms of:
    a) <u>Effectiveness</u> – how well the activities contribute to the goal?
    b) <u>Efficiency</u> – how well the resources were used?
    c) <u>Relevance</u> – how the programme connect with natl edu policy
    d) <u>Impact</u> – what changes has the programme made?
    e) <u>Sustainability</u> – how the effects of the programme will continue?
5) What programme challenges have you faced along the way? How did you overcome these challenges?
6) What could the programme have done differently to achieve the same or better outcomes?
7) What lessons have you learned from the program?
8) What do you know about the other component partners or activities in the program?
9) How could the programme be improved? In terms of its strategy, partnerships, or activities in general?

ED FGD (no translation needed)

1) What has been your organization's contribution to the program?
2) What accomplishment from the programme are you most proud of?
3) What could the programme have done differently to achieve the same or better outcomes?
4) What have been the advantages/disadvantages to the Consortium approach?
    a) What do you most appreciate about this Consortium?
    b) What do wish you could change about the Consortium?
5) What lessons have been learned from the Consortium or the programme in general?
6) What could be improved about the Consortium?

Component FGD

1) What has been your organization's contribution to the program?
2) How does your component connect with the other components in the program?
3) What accomplishment from the programme are you most proud of?
4) What could the programme have done differently to achieve the same or better outcomes?
5) What lessons have you learned from the program?
6) What challenges has the programme faced along the way? How were these challenges addressed/ overcome?
7) What could be improved about the programme or the partnership? In terms of cooperation with the government/ among partners, policy dialogue and research, and/or advocacy?

8) Other suggestions/ comments?

Student FGD

1) Ask the children to close their eyes and think of an animal they admire. When they have an animal in mind, ask them to say 3 things about that animal. Once they do, other students have to guess what that animal is. The purpose of the activity is to get the students feel comfortable in talking.
2) Ask the children to sit in pairs of two. They must ask the following questions (a, b, c, d) from #3 below, and then after 5 minutes each child has to introduce his/her partner.
3) What is your story?
    a) Where are you from?
    b) How many brothers/sisters do you have? Are they in school? (Why/not?)
    c) What grade school do you study in? etc.
    d) What have you learned in school this week?
4) Where were you or what were you doing in 2014?
    a) Were you in school/out of school?
    b) What was your life like?
    c) How has your life changed in the last 2-3 years?
    a) What is the difference between before and now? Better then or better now?
    b) What have been the important changes?
5) What support have you received for your education?
    a) Where did you receive that support from?
    b) What changed after you received that support?
6) What are the positive things about being in school? What are the negative things?
7) What do you want to do or be in your future?

Mixed FGD

1) What is your story?
    a) Where are you from?
    b) What is your job/title/role in society?
    c) How are you involved in the OOSC program?
2) What has been your involvement with the program? How do you contribute to education access and quality in your community?
3) What support have you received from the OOSC program? What more support do you need?
4) In terms of education, what has changed in your community in the last 3 years? For better? For worse? How?
5) What challenges have you faced in bringing OOSC to school? How did you and others address these challenges?
6) What lessons have you learned about OOSC during the program?
7) What still needs to be done to improve education for OOSC in your community?

AEA Only Questions (no translation needed)

1) What has been AEA's role in the program?
2) What have been the challenges as head of the Consortium?
3) What value has the Consortium model added?
4) How could the programme be improved?

APPENDIX 9 - SAMPLE MINDMAP

APPENDIX 10 – ETHICS OPENING/CLOSING

AEA Interview Introduction:

Thank you for joining this discussion today. As you know, AEA has asked us to help them look at their - The Cambodian Consortium for out of School Programme. AEA is working with Partner x in your community to carry out this programme. The goal of this programme is to improve the education quality and access for children out of school. It works with poor and remote children, children with disabilities, ethnic minorities, over aged children, and street children. The programme operates with 23 partners in every province in the country.

This is a learning experience for us, so we can see what went well, and find out more about the successes and areas to improve for the programme. We are working as a team of six evaluators, international, and Cambodian. When we are finished talking to everyone, we will write a report and send it to AEA.

We are doing this with the support and coordination of Partner X, but we are not employees of Partner X or AEA. We are independent consultants.

Today I need about an hour and a half of your time. If you don't want to join, it's also ok – or you can stop or leave at any time. The advantages to joining the discussion is that you can help AEA improve its programme in the remaining time. The disadvantage is that it will take some of your time, and you might find some topics uninteresting. There are no right or wrong answers. Everything you say will be kept confidential and anonymous among you and my team. I would like to ask your permission to take notes/record the conversation. This is to help us later when we are analyzing the data and producing the report.

Please relax, speak freely, and let's try to enjoy our time together. If you have any questions for me at any point, please ask. Or if you need to take a break, that's fine too.

Is everything clear? May I proceed?

AEA Interview Closing:

Thank you for taking the time to talk with me today. I have learnt a lot by listening to you, and I hope you have enjoyed our discussion. At this point, I would like to summarize what I have heard you say, to give you a chance to add anything, or to make any corrections. Is that ok with you?

Interviewer may summarize what has been said and give a chance for modification/addition by the interviewees.

So, at this point, your views will be combined with those of others and shared with our research team colleagues to help us analyse and produce the final report for AEA. Thank you again for taking your time, as your views will be very helpful to us in drafting the final report.

APPENDIX 11 – CONSORTIUM CASE STUDY

The Consortium structure is composed of several different levels. AEA sits at the head as the leader of the Consortium with the overall role of donor liaison, quality assurance, and support to implementing partners. There is a Steering Committee, composed of five partner organizations, which manages the daily implementation of the programme. An Advisory Board also exists, which includes AeA, senior MoEYS officials, and the externally contracted quality assurance consultant. Finally, there is the Technical Working Committee (TWC), which engages MoEYS technical officials from the various line departments, AeA, and the leaders of the components. The CCOOSC also links to a number of networks: (1) provincial coordination groups including Joint Technical Working Group (JTWG), DTMT, and DOE; (2) CCOOSC network coordinated by NEP; and, (3) Regional OOSC network coordinated by UNESCO.

From the MoEYS perspective, the Consortium has been successful in bringing together 5 components, whose actors participate in development of education sector, and in establishing ESWG. The Consortium is seen by the MoEYS to be a positive collaboration between CCOOSC and MoEYS – and a model for SDG4. It incorporates alliance building, awareness raising, and provides a platform for learning/sharing. It also promotes ownership by the MoEYS itself. It should be noted that this last statement contradicts the feeling of some other IPs that the ownership of MoEYS could be increased. In general, POE/DOEs report good cooperation with AEA and implementing partners in their areas; partners and AEA always involve them in activities and inform in advance. In some cases, moreover, the relationships have existed long before the CCOOSC programme.

There were several challenges at the outset including, in the first instance, the OOSC definition, getting the M&E system online, signing grant agreements, adopting common policies and protocols, putting in place the steering committee and advisory committees. Building relationships among all 23 partners was a central component of the project start-up phase. In many respects, then, the first two years of the Consortium have been a 'learning curve' during which much had to be done in order how to make the parts – or the partners – function together as a Consortium greater than the sum of its constituent partners.

The Consortium appears to be well understood and IPs have confidence that it is being led in the right direction. The following are some highlights from the survey:

- 90% of IP staff are satisfied that when CCOOSC programme decisions are made they are explained to make sure that everyone understands.
- 94% of staff are satisfied that the CCOOSC programme is being lead efficiently.
- 100% of IP programme staff understand the objectives of the CCOOSC programme.
- 97% of IP programme staff know what the CCOOSC programme plans are for their organization.

One of the greatest strengths of the Consortium is also its greatest challenge. Working together with 23 different partners requires standards, systems, and approaches to be standardized to a certain degree. However, imposing a common standard is challenging because partners have different levels of capacity, engagement, and ownership in the programme. Most partners agree that this should be seen as a sign of diversity, and that each partner brings different strengths which should be recognized and appreciated, as noted by one informant like 'flowers in the garden' that should be allowed to grow in different ways. Some partners noted they appreciate AeA's flexibility in allowing them to change programme elements or even budget components.

Bringing together these diverse 'flowers' requires considerable leadership, strategic direction, and highly developed coordination and communication systems. Operational systems must be in place to ensure effective grant management, but at the same time the Consortium as a whole needs to rise above these administrative arrangements and see themselves as a collective body capable of generating learning and evidence for advocacy. In this respect, there are a few CCOSC stakeholders who feel that the collective weight of the Consortium for policy advocacy is being underutilized.

In this regard, the Consortium could be improved as more of a platform for critical dialogue, sharing, and lessons learned. The Consortium should be more than just the sum of its partners, and when engaging with the MoEYS needs to draw on the strength and expertise of all its partner organizations, especially those in the Steering Committee. For this strong leadership, facilitation and support systems are needed, in order to 'let the flowers' grow. With a Consortium of this size and scope, with so many different components and partners, that the entire experience of building on existing partner strengths, developing new systems and structures, is like "building a ship as they sail it" .

In terms of the constituent parts, each of the 5 components has a leading organization whose role is to foster exchange of learning, solve management and programmatic challenges, and report to the Steering Committee on their progress. In one respect the components appear to be a logical way to arrange the 'flowers in the garden' of the Consortium. Yet the components also present some conceptual confusion. For example, an out of school child can be 'over age', 'poor and remote', and a 'child with disabilities', and benefit from the programme under these different components.

It is clear moreover that cross-component work is being done by IPs. For example, Poor and Remote (PRC) children are being referred for support under the CWD component. The EM component partners received training from PRC on SSC. They also received advice on scholarships. The EM component has also in the past requested support from the CWD component to help with children who are CWD / EM. The OA component also has strong linkages with other components, as many of the children in those components end up being over aged. CWD are often included in the OA component as well, because they end up repeating or can't get enrolled in time. So they join accelerated learning classes. For PRC, most are also OA because: (1) lack of transport; (2) poor lives; (3) migration; and, (4) insufficient belief in the value of education.

In terms of IPs, Save the Children (*from the PRC component*) has strong links with the OA component through their drop-in centers that provide: non formal education (*NFE, sewing, music, vocational skills, loans to poor families, and awareness on safe migration and drugs*). They have collaborated with POE to support CWDs, and they provide referral services for CWD and accelerated learning for OA. As for PLAN, although they are working in the PRC component, they also connect to three other components – CWD, OA, and EMC. For CWDs, they ID these children and encourage them to enrol. They also give orientation to teachers about inclusive education (IE). For OA, they enrol about 2% per year, as well EM children. They provide remedial classes, re-entry classes, and scholarships.

CCOOSC implementing partners report that that they have a strong degree of collaboration both with NGOs in the consortium and those outside. They note that the programme has a clear way to link key actors: POE , DOE, SSC, SC, and CCWC together. It should be noted that this contradicts findings elsewhere where programme staff report difficulties in getting these actors to work together. Some of the IPs are also working with health care providers – POE, DOE, POH, HC, and Kantha Bopha – to service the needs of OOSC. IPs stated they collaborate on enrolment campaigns with non-Consortium NGOs as well. In general, IPs feel that the Consortium allows them to share knowledge across the components, and to collaborate rather than compete. On the downside, one

of the challenges is that it takes more time to make decisions. Several partners commented on bottlenecks in decision making processes, but it is unclear whether these are at the level of EAC, or AEA.

On the one hand, this speaks to a strong integration and sharing of resources among the components and efficiencies of scale achieved through collaboration and cooperation. But it also raises three additional questions at the level of the Consortium structure:

(1) Are the components the most efficient and meaningful way to programmatically group the Consortium? It may be more productive, for example, to think of the Consortium in terms of practice or expertise areas – such as discrimination and disability, teacher training, or mobile education. These are cross-cutting areas which affect all components. Perhaps a geographical arrangement of target groups would actually be more practical, given that education issues vary from province to province across the country. The issues facing indigenous children in the North and East, for example, are very different from those in urban areas in the centre of the country. Given what has been discovered about push and pull factors for OOSC, this would seem to be a highly useful category for classifying children according to their access challenges.

(2) How do the components interact with the outcomes for purposes of M&E? From an M&E perspective, the Consortium has multiple layers which sometimes complicate the process of monitoring and evaluation. Firstly, there are the components; secondly there are the outcomes; thirdly there are the DAC criteria. This combined with the numerous indicators in the M&E logframe makes it complex when trying to evaluate the progress of the programme. Given that the components are resourced differently, moreover, this could make an even assessment of the different programme components difficult to carry out. With respect to this mid-term evaluation, for example, it has been challenging for the evaluation team to determine the appropriate analytical framework that would yield the most useful results for the report.

(3) What are the mechanisms in place to ensure that the events at grassroots level feed up to, and in fact drive national level activities? This is a key concern; while there is evidence of strong learning and cooperation at grassroots levels, these lessons learned and experiences may not always be feeding up to the national level. In terms of cross-component learning, sharing, and mutual understanding there is also room for improvement at the national level, in particular. One partner organization noted: "We are 22 NGOs in the Consortium but until today we haven't met to share our challenges and lessons learned… perhaps the Directors, but not us." . From the introductory exercise conducted during the ED FGD, it is clear that the partners are not very familiar with each other, their operating mission/visions, and their role in the Consortium.[18]

Since CCOOSC is based on the partners projects themselves, the challenge is that it sometimes feels like a collection of different partner activities rather than a coherent whole. Another challenge is the varying capacity of the partners to implement the programme; from AEA's perspective this makes the overall quality assurance more complex.   During the initial programme phases, AeA realized that some of its partners required capacity building in M&E, report writing, and other programmatic strategies. As a result, the learning forums were established as a way for these IPs to gain these skills. These learning forums are a step in the right direction in terms of exchanging learning and best practices. Some partners have noted that these learning forums could be better structured to allow for more sharing of experiences and lessons learned among partners.   As such, a coherent capacity development approach is needed for the Consortium.

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[18] Each partner was asked to write a descriptive sentence about his/her organization on a slip of paper, without identifying the organization. The papers were mixed, and each participant took one, and was asked to name the organization described thereupon.

An important element of the Consortium is the relationship between AeA and EAC. As the lead agency, the relationship between AEA and EAC affects the relationships between AEA and all the partners in the Consortium. As the lead agency, AeA are required to negotiate collectively on behalf of all partners and to represent the interests, needs, and challenges of the partners to EAC. There is some indication from partners, including AEA itself , that this is not happening to the fullest extent possible. Moreover, there have been instances whereby changes to programme implementation or reporting requirements have been made midway through the programme. These changes, in particular those concerning M&E requirements, have created considerable difficulties for the partners to adjust. Clearly defined partnership expectations and contractual arrangements with the donor are required, as well as strong leadership from the lead agency to ensure that these expectations and arrangements are followed to the greatest extent possible.

Another aspect of the Consortium model has to do with funding and match funding. While a few partners appreciate that the match funding from EAC is generous, the majority of them request for the match funding percentage to be higher. It is true that in comparison to other funders (*i.e. USAID, EC*) the portion of donor funds is higher (*70% to 80%*). In terms of a sustainability strategy, however, equal match funding is in fact desirable (*see sustainability section 5.2.5 for more details*). Moreover, the differing funding allocations for each partner can sometimes generate jealousy or competition. The CWD component, for example, receives a larger per pupil allocation because the costs of retaining OOSC in this component are much higher. There is scope for greater awareness raising among partners, greater shared understanding and agreement, and perhaps a system which is more equitable and transparent in terms of resource allocation.

Concerning the future of the Consortium, partner staff were asked to consider the future strategy of the programme , and to choose between:

- **Option A** - more expansion of the programme to reach more OOSC, increasing the number from 57k to 100k or more, but still only through Grade 6. This would involve more partners, increasing the reach of the Consortium, and more leadership role and budget from the MoEYS.
- **Option B** - continue work in the same geographic areas, with the current 57k OOSC, ensuring they complete a full basic education cycle (*up through Grade 9*). This would include intensive efforts at teaching and learning quality, student and family support, and improved school management / governance activities.
- **Option C** (*proposed by partners themselves*) - hybrid combination of the above two options, with a clearer focus on the root causes of OOSC, and investments in early childhood education as a way of preventing dropouts later on.

The majority of partners chose **Option B**. The main reason for this is that the programme now focusses only on primary education, whereas in Cambodia the greatest educational need is in the cross-over between primary and lower secondary – Grade 6 and 7. This is where most children are pulled or pushed out, especially young girls. Partners note that the Constitution guarantees every child 9 years of free basic education. They propose the CCOOSC programme consider this when revising its strategy. It is important to note that the MoEYS at national and provincial levels support a continuation of the programme, and a deepening of its quality as well as a continuation of best practices so that children could continue to Grade 9.

APPENDIX 12 – DETAILED OUTCOME RECOMMENDATIONS WITH ACTION POINTS

Outcome 1 – Access

The following recommendations are made for improving Outcome 1.

- Increase the number of village chiefs, commune councillors, school support committees, and CEFAC members who are involved in OOSC identification (*Indicator 1.3.2 = 63% of global target*). This could be achieved by:
  - Continue participatory school mapping activities, but involving students clubs or students councils and more children as leaders in the activities
  - Focus more attention on the identification of potential OOSC (*currently in school*) who are at risk of being at risk of dropping out
  - Bring together education actors (*school directors, teachers, and DOE*) from several communes at district level to share best practices in school mapping introduced by the programme
- Increase the number of scholarships provided to OOSC (*Indicator 1.4.1 = 63% of global target*). This could be achieved by:
  - Work with the DOE/POE to identify additional OOSC – and allow the DOE/POE to manage the distribution of these scholarships – as a handover activity
  - Extend the scholarships beyond primary into lower secondary as well.
  - Increase the amount of scholarships to match the government national standard
- Increase the number of referrals of OOSC to other NGO education programs *(Indicator .4.3 = 11% of global target)*. This could be achieved by:
  - Provide per head financial support to 3rd party NGOs *(non IPs)* who take on OOSC as referrals *(i.e. in health, social services)*
  - Develop a database of referral organizations by district/province with a comprehensive list of available services – and distribute to IPs
- Model the successful 'green schools' initiatives undertaken by some IPs at schools in the Consortium in order to attract more OOSC. This could include the following activities:
  - Environmental activities such as planting trees, or even visits to local forests, to teach children about the importance of respecting the environment.
  - School beautification campaigns involving local labour and parental support – that could include building fish ponds, gardens, painting schools, etc.
  - Include 'green schools' as an activity component to attract children.

Outcome 2 – Quality

The following recommendations are made for improving Outcome 2.

- Increase the quantity of textbooks and materials made available to students in the programme. (*Indicator 2.1.3 = 40% of global target*). This could be achieved by:
  - Publish more copies of currently available textbooks, including the MLE textbooks and distribute to a wider audience
  - Provide financial and/or technical support to POE/DOE and MoEYS to print and disseminate existing curricular materials (*even those not developed by CCOOSC*)
- Increase the # of master teachers who are qualified to use pedagogical techniques developed by CCOOSC *(Indicator 2.2.2 = 9% of global target)*. This could be achieved by:
  - Work with MoEYS to develop incentive systems for teacher performance, and piloting merit based supplements for master teacher salaries

- o Collaborate with POE/DOE to identify potential master teachers, and encourage them to pursue professional development by technical, financial, and moral support
  - o Working with NGOs such as Teach for Cambodia to enhance teacher recruitment strategies, retention, and motivation.
- Increase the # of CEFAC, CC, CCWC, SSC, and Directors who attend management and leadership trainings *(Indicator 2.3.1, 63% of global target)*. This could be achieved by:
  - o Use some of the funds for training instead for follow up capacity support in the way of mentoring and coaching for these educational actors.
  - o Develop a community of practice, a more flexible capacity development approach that could better respond to the needs of CEFAC, CC, CCWC, etc.
- Increase the # of schools who have action plans incorporating new methodologies and skills. (Indicator 2.3.2 = 65% of global target). This could be achieved by:
  - o Providing awards (*financial, recognition, etc.*) for the most progressive school in the commune/district. These could be financial, or in kind support for school beautification.
  - o Identify champion school directors who can motivate other school directors to improve school management, and performance.
  - o Convene quarterly meetings of school directors in a commune/district to talk about best practices and exchange lessons learned in the implementation of their action plans.
- Develop concrete metrics for measuring student learning outcomes, which are independent from retention, completion, and enrolment rates. These could include:
  - o Longitudinal studies that follow a cross-section of students throughout the program
  - o Standardized tests to assess literacy and numeracy among OOSC populations; in this regard work done by 1-2 of the IPs could be scaled up;
  - o Research could explore the feasibility of using non-standard assessment criteria such as Howard Gardner's theory of multiple intelligences.[19]
- Request from MoEYS for involvement of private schools (in SC component)
  - o The impact of 'charter' or innovation schools has been documented in other country contexts, and lessons learned could be adopted for Cambodia.
  - o A feasibility study should be carried out in close cooperation with CCOOSC and the MoEYS
  - o Study tours for POE/DOE officials could be organized to look at these new schools
- In the context of decentralization and deconcentration, improve accountability relationship between DOE, school principals and DM administrations for provinces where transfer of functions in education are being implemented.
  - o Relationships need to be built and enhanced between POE/DOE/Schools/DM councils
  - o Information on their new roles in education needs to be provided to district and municipal councils, so they can properly exercise this responsibility.
  - o Coordination meetings at district and provincial level, with adequate knowledge management mechanisms, should be developed to enhance cooperation
- Conduct capacity assessments of principals, teachers, and students to better tailor support and mentoring/coaching activities.
  - o A standardized tool or technique for performance self-appraisals could be adopted for the Consortium.

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[19] Howard Gardner, American educationist, developed a theory of 7 intelligences, as follows: visual-spatial, bodily-kinesthetic, Musical, interpersonal, intrapersonal, linguistic, logical-mathematical.

- o These self-assessments could be linked to individual capacity development plans, detailing needed support for each of these education actors.
- Support to teachers of OOSC should be enhanced along the following lines:
  - o Couple training and foundational learning workshops with ongoing capacity support in the way of mentoring and coaching for teachers[20]
  - o Explore the provision of incentives to teachers in remote areas;
  - o In line with the above recommendation for master teachers, develop together with MoEYS incentive based pay for teachers in difficult component areas;
  - o Work with local CEFAC, SSCs, to ensure that suitable living conditions (*i.e. housing, access to basic services*) are available for teachers who migrate to rural areas
  - o Stimulate recognition of teachers by organizing national teacher awareness and recognition days; feature teachers in CCOOSC media and outreach campaigns, and invite teachers to participate in radio and t.v. talk shows
  - o Support student clubs (*see recommendation elsewhere*) to show their appreciation for hard working teachers, by organizing school-based events that nominate 'teacher of the year' awards
- Since general curricular materials are not suitable for children with disabilities, ensure specific curriculum / textbooks available for children with disabilities.
  - o In this regard, the expertise of partners could be drawn upon to publish additional textbooks as required.
  - o Children with disabilities and their teachers could be included in the reference group for deciding topics, illustrations, and strategies for reaching other CWD

Outcome 3 – Capacity

The following recommendations are made for improving Outcome 3.

- Increase the # of POE/DTMTs who provide adequate support to schools as needed- teaching staff how to use new pedagogical approaches *(Indicator 3.3.3 = 61% of global target)*. This could be increased by:
  - o Providing support to POE/DTMT in coaching/mentoring and adult learning methodologies, in order for them to be more effective in their visits.
  - o Stimulate demand for these visits/services by raising awareness among directors and teachers as to the value of this quality assurance.
  - o Identify champion POE/DTMT who can motivate other POE/DTMT to improve school management, and performance.
  - o Develop mechanisms for student councils and parent groups to be able to contact and request school monitoring visits not only from their school directors, but also from the DTMT.
- Change the target of forming parent groups to forming parent peer support mechanisms (5-6 parents each). This could be achieved by:
  - o Use the same principle as parent groups but reduce it to micro-groups of 5-6 in number, as this is more practical given demographics.
  - o Provide information about available social services, access to micro credit, and educational activities to stimulate involvement of these parents

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[20] Note: This requires an attitudinal change among DOE/DTMT officials, who are accustomed according to the education hierarchy to 'monitoring and supervision', which is a top-down, quality control activity. Peer coaching and mentoring is what is really needed by the teachers.

- o Introduce school scorecards where parents would have an active role to play in evaluating the quality of their children's education
- Increase the number of households engaging in income generating activities. This could be achieved by:
  - o Work with local savings groups to contribute programme capital to micro-loans for SME at the village level
  - o Provide information to parents and their children about the value of saving; work to establish mechanisms where children could establish their own micro-accounts
  - o Explore opportunities for collaborative income generating activities (*i.e. among farmers*) such as value chain generation, and increasing market access opportunities
  - o Develop better ways to measure the progress of IGA
- Enhance best practice and lessons learned among CCOOSC members at the Consortium level, including:
  - o Plan exchange visits in the province and nationally for DOE and POE education officials as well as school directors
  - o Conduct job swapping for awareness raising: DOE officials serve in the capacity of director for a day, and directors serve in the capacity of DOE for a day
  - o Support more participatory action research conducted by and for students and teachers, to identify what works and what doesn't work for improving learning outcomes of OOSC

Outcome 4 – Advocacy

The following recommendations are made for improving Outcome 4.

- Clarify the difference in CCOOSC between national level advocacy, local level advocacy, awareness raising, and communications activities.
  - o Continue capacity building for IP staff on skills such as constructive engagement, multi stakeholder dialogue and communications skills
  - o Develop a shared understanding of the Consortium partners different roles in: 1) national level educational policy dialogue and formulation, 2) local policy implementation, 3) national level policy evaluation, 4) local level advocacy efforts, and 5) Consortium wide external communications efforts .
- Prepare a Consortium advocacy plan (*short term and long term*) to engage more actively and strategically with local and national actors to prioritize OOSC issues.
  - o The focus should be on district councils and commune councils, as they have new roles to play in education management.
  - o Present policy recommendations at steering committee meeting with MoEYS and potential donors to clarify programme legacy and for future resource mobilisation.
- Use the last 11 months to develop a set of concrete policy recommendations for presentation to the MoEYS on improving education for OOSC across all components . Some of these could include:
  - o Highlight the importance of push out and pull out factors in national education dialogue
  - o Raise awareness across country on MLE; present at national education conference.
  - o Register temporary schools established by the programme in underserved communities.
- Document more good practices of the programme and the consortium model to share with more national and international audiences.
  - o Also bring in best practices from other regions, in particular from other countries where EAC is operating similar programmes.

- Organize regular meetings between ESWG and JTWG to build a common voice on key issues concerning OOSC.

APPENDIX 13 – SUMMARY OF FINDINGS AND RECOMMENDATIONS

#	FINDING	RECOMMENDATION
1	**Outcome 1** *(Weighted Evaluation Score = 7.88)*[21]. The program has nearly achieved its targets and has overachieved in some areas. This is noteworthy given the late start, the fact that certain initial enrolments were not eligible to be counted, and the need to coordinate the entire Consortium and bring all the partners together. This is the component of the program rated most successful by IPs, and the one of which they are most proud.	R1. Increase the number of village chiefs, commune councils (CC), school support committees, and CEFAC members who are involved in OOSC identification (*Indicator 1.3.2 = 63% of global target*). R2. Increase the number of scholarships provided to OOSC (*Indicator 1.4.1 = 63% of global target*). R3. Increase the number of referrals of OOSC to other NGO education programs (*Indicator 1.4.3 = 11% of global target)*. R4. Model the successful 'green schools' initiatives undertaken by some schools in the Consortium in order to attract more OOSC.

#	FINDING	RECOMMENDATION
2	**Outcome 2** *(Weighted Evaluation Score = 5.54).* Teaching quality has been challenging for the program. There have been some gains however. Completion rates are strong. Students have improved their reading abilities, and this make them more interested to learn. Another challenge is that there is no uniform benchmark to measure improvements in student learning outcomes.	R5. Increase the quantity of textbooks and materials made available to students in the program. (*Indicator 2.1.3 = 40% of global target*). R6. Increase the # of master teachers who are qualified to use pedagogical techniques developed by CCOOSC (*Indicator 2.2.2 = 9% of global target).* R7. Increase the number of CEFAC, CC, CCWC, SSC, and Directors who attend management and leadership trainings (*Indicator 2.3.1, 63% of global target*). R8. Increase the number of schools which have action plans incorporating new methodologies and skills. (*Indicator 2.3.2 = 65% of global* target). R9. Develop concrete metrics for measuring student learning outcomes, which are independent from retention, completion, and enrolment rates. R10. Request from MoEYS for involvement of private schools in SC component. R11. In the context of decentralization and deconcentration, improve accountability relationship between DOE, school principals and DM administrations for provinces where transfer of functions in education are being implemented. R12. Support to teachers of OOSC should be enhanced, using a variety of different capacity development

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[21] This score is an average of the perception scores from the Executive Director FGD, and the performance indicator score taken from the most recent M&E framework. See Progress Against Objectives section for more details. The scores are based on a maximum score of 10 – where 1 is poor and 10 is excellent.

#	FINDING	RECOMMENDATION
		approaches and merit based incentives.

#	FINDING	RECOMMENDATION
3	**Outcome 3** *(Weighted Evaluation Score = 6.65)*. Capacity building in form of training has been extensive. However, the quality of the training is not standardized and most partners do not have tools or mechanisms to measure outcomes. Another challenge is that educational actors lack the skills to provide capacity to one another and to translate the skills and knowledge into practice. Parents also lack flexible mechanisms to support their interest in their children's education and face livelihood constraints which prevent their children from attending school.	R13. Increase the number of POE/DTMTs who provide adequate support to schools as needed- teaching staff how to use new pedagogical approaches *(Indicator 3.3.3 = 61% of global target)*. R14. Change the target of forming parent groups to forming parent peer support mechanisms of 5-6 parents each (*Indicator 3.4.2 = 23% of global target)*. R15. Increase the number of households engaging in income generating activities *(Indicator 3.5.1, 60% of global target)*. R16. Enhance best practice and lessons learned among CCOOSC members at the Consortium level, such as the 'Inclusive Education Manual' developed by the Consortium in 2016.

#	FINDING	RECOMMENDATION
4	**Outcome 4 *(Weighted Evaluation Score = 5.18).*** Advocacy has been underutilized in the project. In most cases, what has happened is more outreach and awareness raising, and in some cases advocacy at the local level. There have been some successes, but more in assisting with policy implementation and roll-out than with policy reform or national advocacy. In terms of research, the evaluation team could not determine a clear agenda.	R17. Prepare a Consortium advocacy plan which balances implementation/operation and research/advocacy, and engages more strategically with sub-national and national actors to regularly prioritize out of school children issues into government policy dialogue. R18. Use the last 11 months to develop a set of concrete policy recommendations for presentation to the MoEYS on improving education for OOSC across all components. R19. Begin work towards defining a concrete research agenda, together with the creation of a human research ethics committee (HREC).

#	FINDING	RECOMMENDATION
5	**Relevance.** CCOOSC is relevant to both global and national policy objectives, especially policies on inclusive education, and MLE. Further, the Consortium model is considered by IPs and the MoEYS as a highly relevant model for collaboration between civil society and government.	R20. In order to be more relevant to the needs of the Cambodian education system, CCOOSC should focus on progression rates from primary to lower secondary. R21. The Consortium should use its evidence base to drive innovations in education policy, not only to support the existing strategic direction of

#	FINDING	RECOMMENDATION
		MoEYS.

#	FINDING	RECOMMENDATION
6	**Effectiveness.** The program activities are diverse and multi-faceted including teacher training, scholarships, livelihood support, and institutional strengthening. In general, activities have succeeded in increasing enrolment, therefore, the program seems on track to achieve its target of 57,372 OOSC. The activities that have been less effective are capacity development of educational actors which translates into concerns over educational quality.	R22. Consortium resources should be devoted towards outcomes that produce changes in attitudes and behaviours, instead of only knowledge and skills. R23. CCOOSC should invest more in peer learning strategies – such as children's clubs and student councils, as they hold potential for promoting child friendly schools and student-centred learning. These peer learning strategies can be applied for teachers as well.

#	FINDING	RECOMMENDATION
7	**Efficiency.** Generally, the program is efficient in terms of its use of financial resources with some IPs reporting that they are achieving considerable outcomes with limited resources. Some IPs indicated they are successful in getting communities to cost share, and have self-rated their expenditures as efficient and transparent. The burn rate analysis reveals CCOOSC may have as much as 10% of EAC grant monies remaining in Dec. 2017.	R24. AEA should streamline policies and procedures of the Consortium to allow for more efficient programme management R25. Consider joint funding of activities together with the MoEYS at the district and provincial level, to avoid duplication of efforts

#	FINDING	RECOMMENDATION
8	**Impact.** It is too soon to tell whether the project is having an impact. Changes in attitudes – greater involvement in OOSSC education by parents, reduction in violence against children, and increased general awareness of the rights of OOSC are a few examples. While enrolment gains are an important achievement, it is too soon to tell whether they will be sustainable in the long term.	R26. Document success stories of children or parents across the country, including positive life stories (*e.g. OOSC becoming active, recognized citizens enjoying economic, cultural rights*) to demonstrate programme impact . R27. Innovative practices such as: peer-to-peer learning, education through arts, community consultations on quality education, student councils should be scaled up.

#	FINDING	RECOMMENDATION
9	**Sustainability.** All stakeholders are concerned that when the program ends, OOSC students will again be at risk of being pushed or pulled out of school.	R28. CCOOSC IPs should conduct a sustainability mapping exercise to identify actors, stakeholders, and mechanisms that need to be strengthened

#	FINDING	RECOMMENDATION
	At least some IP indicate they are willing to continue even without funding from CCOOSC. Most MoEYS actors and IPs are worried that there is not an adequate exit strategy in place for the end of 2017. Some stakeholders request the program continue beyond this year.	in the last year of the programme to ensure maximum likelihood for continuity. R29. Best practices of the programme should be documented and handed over to DOE, POE, and MoEYS officials coupled with dialogue on how the CCOOSC can support the integration of these practices and how MoEYS will ensure their continuation.

#	FINDING	RECOMMENDATION
10	**On M&E.** The M&E system is output oriented – nearly 60% of the 100 indicators. There is little evidence that data generated from the M&E systems are being used to inform strategic course correction, and to generate an evidence base for advocacy and dialogue at the national level. Partners have found the OP trackers system very difficult to learn, but several IPs note that it is useful and post-project they plan to integrate into their own M&E systems.	R30. Update M&E procedures, data collection tools and analysis to incorporate principles of participatory M&E; R31. Revise the framework to be more in line with PMEAL – planning, monitoring, evaluation, accountability & learning. R32. Lengthen reporting times so that partners have at least 6 weeks to produce quarterly and bi-annual reports.

#	FINDING	RECOMMENDATION
11	**On Resource Allocation.** One of the issues which emerged for discussion is whether a quota system should be put in place, to ensure equitable allocation of resources. The PRC component, for example, receives approximately ten times the allocation of other components. Regarding match funding, some partners note the difficulty in the 50% requirement, however this high level of match funding increases ownership and sustainability.	R33. Consortium should ensure that systems or mechanisms in place to ensure that the per head costs are agreeable and satisfactory to all partners, in order to reduce perceived differences.

#	FINDING	RECOMMENDATION
12	**On Risk Management.** Several operational risks envisaged materialized: 1) lack of participation from local authorities, 2) insufficient teacher numbers, and 3) children dropping out due to pull factors. Unplanned risks which materialized were as follows: 1) safety breaches concerning project personnel , 2) technological difficulties in implementing OP, 3) legal risks in contract negotiations with EAC, and 4) departure of 2 consortium members.	R34. CCOSC should update the risk management plan if the project continues with a NCE – as some of the unplanned risks could have been better mitigated.
	CONSORTIUM FINDINGS & RECOMMENDATIONS	
13	**On Consortium.** All partners value being part of the Consortium because it provides useful opportunities for learning, networking, and developing collective voice. Working together with 23 different partners requires standards, systems, and approaches to be standardized, which is a challenge. Most IPs agree this should be seen as a sign of diversity, and that each partner brings different strengths which should be recognized and appreciated, like 'letting flowers in	

#	FINDING	RECOMMENDATION

the garden grow.'[22] Nurturing these diverse 'flowers' requires leadership, vision, strategic direction, and highly developed coordination systems. In this regard, the Consortium could be improved as more of a platform for critical dialogue, sharing, and lessons learned, to become more than just the sum of its partners. In particular the collective voice when engaging with the MoEYS should draw on the expertise and resources of all implementing partner organizations.

The following recommendations are made for the Consortium:

R35. Explore opportunities to expand the breadth and reach of the Consortium: a. Brainstorm a broader vision of OOSC beyond the primary goals of access and enrolment, including lifelong learning, b. Identify and capitalize on the technical expertise within the Consortium by nominating resource persons in areas such as: marginalization & discrimination, teacher quality, education governance, etc., c. Strengthen the programmatic linkages between evidence gathering/action research/policy advocacy so the collective voice of the Consortium is more present in education debates.

R36. Revisit the governance of the Consortium, with a view towards obtaining a better balance between diversity and conformity: a. Provide greater opportunities for feedback from field level staff, as well as project beneficiaries, into the Steering Committee, including but not limited to offering participation or membership on the Steering Committee, b. Rotate the head of the Consortium to another partner, to give another IP (*possibly an LNGO*) a chance to develop its own capacity in a leadership role, c. Conduct a policy audit by the Steering Committee to determine exactly which policies can be flexible and variable according to partner, and which policies should be uniform across the Consortium, d. In particular the child protection, research ethics and anti-corruption policies should be uniform for all partners, and designed so as to be inclusive of their existing systems and policies, to the greatest extent possible

R37. Improve communications and coordination across the Consortium: a. Distribute a quarterly or bi-annual newsletter to all Consortium staff which updates changes in programme design, reports on progress, and features best practices, b. Hold more meetings between field based staff and national level staff, so that issues from the grassroots are more integrated into steering committee decisions, c. Conduct regular partners visit and face to face meeting between IPs at staff level and management level to discuss programme operation, d. Request all IP to have a CCOOSC topic in their regular management meetings and staff meetings, e. Put systems in place (*i.e. spot information checks*) to ensure that data flows from national to field level and back up are properly functioning

R38. Strengthen the sharing of lessons learned among partners and with the MoEYS, especially across components: a. Plan study tours and exchange visits across components, across provinces, and across partner areas, b. Stage more learning forums which focus on collaborative, peer-to-peer learnings, instead of presentations or reporting on progress made, c. Make available discretionary funds for pilots to establish best practices that could be replicated, disseminated across the Consortium, d. Upgrade knowledge management infrastructures (*web-based, print-based*) which could facilitate the sharing of these lessons learned and best practices, (*potentially building on the OP infrastructure*) e. Create opportunities for POE/DOE/MoeYS officials to participate in these sharing and dissemination activities, f. Update the M&E system to use more qualitative, participatory methods of data generation that enrich the description of the impact of the program's work.

R39. Promote the ownership, and leadership, of the programme by RGC: a. Encourage the relevant government department to lead each component, b. Request the ministry take on a greater financial investment role, and ensure that they are leading the implementation of the programme*, c.* Build strategic ties with the MOI in order to buttress support for greater involvement of local authorities and greater resource allocation at local level, d. Reorient the project implementation at grassroots level so that it is led by the local education departments, with the technical and financial support of IPs.

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[22] This refers to the recognition by partners that they are all 'flowers in the garden' of the Consortium, who need to be nurtured but also allowed to grow in the garden together with other partner organizations.

#	FINDING	RECOMMENDATION
	R40. Enhance quality, efficiency, and effectiveness of outcomes by: a. Deepen the engagement of the programme in target areas, and provide support to OOSC so that they can continue to Grade 9, b. Focus more on teaching and learning outcomes, with activities that focus on peer learning, teacher discipline and morality, school environment, and IT skills, c. Provide more support to the DTMT, not only in monitoring, but also in mentoring/coaching which is necessary to build healthy relationships with teachers and motivate them to be more accountable to their students, d. Integrate more ICT and innovative approaches to education that complement traditional classroom-teacher arrangements for learning, e. Facilitate action research (*by students, teachers*) on the value and possibility of peer learning to integrate as a central strategy in any quality initiatives	

APPENDIX 14 – FINDINGS FROM CONSULTATIVE WORKSHOP

Combined Consultative Workshop		
Findings / Recs	**Group Comments**	**Additional Comments by other groups**
F#1 (2Q;6S), R#1 (6S), R#2 (5Q), R#3 (3Q), R#4 (6S)	* The group requested to work out with MoEYS including OSC component in MoEYS's website * No need to coordinate the initial enrolment as this case was closed * Relate to score * Increase the number of village chief, CC, SSCs * Need of children * Sustain --- budget constraint * Based on the need of children * Green school	* Can we consider advocating CC /CCWC to allocate commune budget to cover OOSC in their commune? * Ensuring specific textbook * Curriculum for different type of each children * All children should have all textbooks for all subjects. * F1 and F2 can be combined to link them to broader consortium advocacy strategies and plan
F#2 (6Q), R#5 (6S), R#6 (6Q), R#7 (6S)	* Score rating is low (completion, reading improved) * No uniform benchmark (street, ethnic, disability , poor and overage) * Increase the number of textbook given to student on time * Implacable for only overage children * Number of CEFAC, LC, CCWC, SSC	None

Combined Consultative Workshop		
Findings / Recs	Group Comments	Additional Comments by other groups
F#2 (6Q,0s,0R), R#8 (6S), R#9 (6S), R#10 (6Q), R#11 (6S), R#12 (6S)	* It is too broad , please specify each point/ area, for example, teacher training, topic training, class management, lesson plan * Uniform benchmark , it is a tool? Or it refers to student learning outcome * Do not understand the meaning of private school? Private school needs only benefits?	* How to improve student learning outcome by increasing percentage of reading and mathematics result. * It is good for private schools to cooperate with NGO for out of school children. * It should be more specific. teachers received many technical trainings, but they don't translate those into practice. MoEYS should allocate time and budget to support teachers to provide extra class to OSC.
F#3 (6S), R#13 (6Q), R#14 (6Q)	R13: it is inconsistent to the finding ? R14: It is inconsistent to finding ?	Change the target group of parent will not practice in some components as it is being implemented
F#3, R#15 (6S)	The group thought that R15 is not really relevant to the finding, which is about capacity building for education structure. They suggested MTR team to give rational why this recommendation relates to capacity…	Members from other groups considered shared views in terms of timeline, budgets left over, and staffs as following: 1) Many recommendations are for long term (new grant/formulation), however, they are uncertain about new fund. So, they will raise all critical recommendations with steering committee. 2) No-Cost Extension will be challenging in term of works, and no money for staff salaries 3) At one point, the consortium wishes to come up with priority recommendations for achieving final goal of the program within program timeline.
F#3, R#16 (6S)	R16 should be revisited. So far, consortium has developed a joint "inclusive education manual", which was endorsed by MoEYS in late 2016. The recommendation should build from this by convincing MoEYS to instruct its education structure to use this manual.	
F#3, R#17 (6S)	Fully support, but including budget for advocacy action, and bring OSC issue into multi-sectors (ministries of social affairs, agriculture, interior, health, women's affairs, and labour and vocational training etc.)	
F#4, R#17 & R#18 (6S)	Should combine R17 and R18 together	

	Combined Consultative Workshop	
Findings / Recs	**Group Comments**	**Additional Comments by other groups**
F#4, R#19 (6S)	The group agreed that this recommendation is for long term purpose. If new formulation is feasible, the consortium should balance between operation/implementation, and research and advocacy. Therefore, research and advocacy plan should be built by considering documentation of success stories, evidence-based advocacy (to be collected annually. So far, less during 3 years), and capture clear thematic topics for the research and advocacy. NEP role also should be redefined to cover from big picture of OSC program	4) Consortium will investigate remaining budget, and matching fund necessarily for the rest of 9 months period.
F#5, R20 + R21 (6S)	Fully admitted, and R20&21 should be combined. But the group asked MTR to do bridging in its recommendation: 1) Bringing preschool and primary 2) Bringing primary and lower secondary school	None
F# 6, R#22 (6Q, 6S)	* 6 Q: Behavioural change takes long time beyond the remaining time of the project. So, it is not achievable within the remaining time of the project. * 2 Q: Are there specific criteria to measure the behavioural change (not acceptable/ appropriate, acceptable/ appropriate)?	None
R#23 (4Q, 6S)	* 4 Q: Why only peer learning strategies recommended to address the quality of learning outcome? * The recommendation does not show clear strategies for all education actors, especially the local authorities to take on. * Some partners can implement it but require additional funds.	* New teachers, especially the contracted teachers need to be equipped with peer learning strategies too. * There should be an assessment of training needs of the teachers before providing them the training.
F#7, R#24 (2Q, 6S)	* 2 Q: The recommendation should highlight the matching fund analysis too. * 1 Q: The implication of the policy of MoEYS with regard to the per diem for government officials to participate in the project. The rate from the MoEYS is higher than the one given by the IP. * 1 Q: The program may need to do new joint activities to absorb the remaining budget in efficient way.	Next phase if possible, the program should have standardized rates for the government officials when they are invited to join the program's business and apply it for every IP.
R#25 (2Q, 6S)	2 Q: IP should map out the program activities with the annual operational plan of DOE/ POE to avoid overlap of activities of the program.	None
F#8, R#26 (0Q, 6S)	They totally agreed with the recommendation. It is too soon to spell out the impact.	None

Findings / Recs	Group Comments	Additional Comments by other groups
	Combined Consultative Workshop	
R#27 (0Q, 6S)	No comments.	No comments.
F#9, R#28 (2Q, 6S)	2 Q: IP cannot keep the same scale after the program ends. So, the recommendation should stress out the **strong** parental engagement in the project implementation because when the program ends only the parents who play crucial roles in supporting their children to school.	The recommendation should point out exit strategies for all IPs. The Evaluation Team should provide clear exit strategies if possible by components.
R#29 (2Q, 6S)	2 Q: the recommendation should provide clear steps/ handover notes for IP to consider to ensure sustainability. 1 Q: IP should allocate both human and financial resources to document best practices.	See above.
F#9 (7S), R#29 (4 1/2 S, 1Q)	* It's a big concern. We don't have exit strategy! What is the plan for OSC after project ends? Suggestion: continue 3 more years with government funding. * Should have more ownership by Ministry. Best practices and ownership are taken over by MoEYS. More $ for education. Should also talk to POE/DOE not just MoEYS. More involvement from now on! Not only best practices, but failures & mistakes as well.	* How should we do exit strategy * Not only with MoEYS, must share with other stakeholders such as other donors (EU, ADB), other NGOs
F#10 (6 1/2 S, 1/2 Q), R32 (3S, 3 1/2 Q)	Too output oriented! Also inputs - which are helpful. Should have qualitative and quantitative. OP tracker is hard but could be made easier. "Numbers, numbers, numbers!!!" Inputs v. outputs - M&E system should tell story better (i.e. about advocacy)	This is related to F#3.
R31 (5S, 1Q)	All NGOs including CARE can do better. Could be helpful to have more time, but 2 weeks is good enough for some partners. Need to focus on self-improvement.	Share same understanding of consortium. EAC given conditions together & action together as consortium in which not AeA given additional conditions / requirements
R30 (5S, 2Q)	Maybe too broad - be more specific. M&E system should be clear & professional. Would help if the M&E system were less detailed, more focused on outcomes. More involvement (i.e. participatory) is good but need to simplify OP. It is not possible in short term - maybe long term recommendation.	Standardize some M&E tools and assessments across components and consortium needed and to be shared with others and jointly implement some standard tools such as EGPA, CFS checklist, etc.

	Combined Consultative Workshop	
Findings / Recs	**Group Comments**	**Additional Comments by other groups**
F#11 (no vote)	Quota? Can we change principle? Will donor allow? More cost/head is needed. Hard to calculate per head costs for NEP, for example.	Should learn more of other projects on cost per head effectiveness of full primary education cycle. Package to support kids should be the same.
F#12, R#34 (7S)	It's always a good idea. Need to be more aware of risks. For donor benefit as well. Should categorize and find better strategy to address.	None
F#13, R#40 (7S)	Composition of garden is also important. Arrangement or order of garden. And critical dialogue! And ability to challenge AeA as well as EAC.	None
F#13, R#40a (6S, 1Q)	Let's not spread ourselves too thin. Could keep the focus on primary. Grade 6 is not employable.	None
F#13, R#40b (7S)	Include learning materials development.	None
F#13, R#40c (7S)	All agree. DTMT over worked. Need to be fully dedicated.	None
F#13, R#40d (6S, 1Q)	It's very costly.	Using ICT, it is cost effective, compare to learning outcome.
F#13, R#40e (5 1/2 S, 1 1/2 Q)	MoEYS has a plan for this. Can also cooperate. In principle, it is a good idea. Do we have the capacity?	Good. Some partners may have resource persons to facilitate the action research.
F#13 (6Q,1Q,6S), R#35 (6S), R#36 (6Q)	* Need only minimum standard to be defined by all PI* Dialogue should be reached to grass root level (sub-national)* Consortium as one voice* Letting flowers in the garden grow* Enrolment, lifelong learning, advocacy * Can be rotated component leader , but not a head of consortium * Donor requirement one IP as head of consortium * No realistic	* Links to F4 – can make more strategic links to enhance consortium advocacy – should balance achieving the number of OOSC and achieving changes at scale* Policy change, budget allocation from MoEYS* Can be challenging in term of human resources
F#13 (6S), R#37 (6S)	No comments.	No comments.

	Combined Consultative Workshop	
Findings / Recs	**Group Comments**	**Additional Comments by other groups**
F#13, R#38 (6S)	* Agreed with recommendation to reinforce knowledge sharing platform in innovative way. However, the CSO effort should align with MoEYS's existing mechanism in order to maintain and maximize this function. For sure, we need a clear ToR and roadmap to get this platform on board with MoEYS. * The group also suggested including mobile technology for future program for better collection and access to data within consortium. * The group requested to work out with MoEYS including OSC component in MoEYS's website	None
F#13, R#39 (2Q, 6S)	* 2 Q: There should be a national forum for sharing and learning b/w IPs and MoEYS, organized and led by MoEYS with support from the Program. This will benefit a lot to allow the MoEYS to make informed decisions to address the challenges on the quality aspect. * 2 Q: MoEYS should learn good practice from Ministry of Interior and Ministry of Environment that these two ministries have allocated their annual budget and directly transferred to the commune councils (CCs). So, advocating MoEYS to allocate annual budget for the CCs so that the CCs have more budget to address the challenges and improve the local primary education services.	None

APPENDIX 15 – LIST OF MATCHING DONORS SUPPORTING CCOOSC PROJECT

Aide et Action International
ActionAid Cambodia
ADECCO
Association Aupadama
Caritas Switzerland (Caritas CH)
CHILDFUND CAMBODIA,
Co-Fund (sponsorship)
COMIC RELIEF
Critical Ecosystem Partnership Fund
Dan Church Aid (DCA)
Department for International Development-DFID
Department of Foreign Affairs and Trade (DFAT/AusAID)
DVV International
EcoSolidar
EUROPEAN UNION
Family comtess (Nadja & Phillipe) Switzerland ("FNCP")
First Hand (FH)
Fondation Bardon
German Cooperation Deutsche Zusammenarbeit
GISELA FOUNDATION
GLOBAL FUND
GlobeMed
Goutte d'eau - A Child Support Network (CSN)
Goutte D'eau Foundation (GEcsn)
ICCO Cooperation
Jenny Smith
JUNICLAIR
Karen &Jan
Kinder Missions Werk (KMW)
Kinderpostzegels (SKN)
LA CHAIN
Les Amis Des Enfants Du Monde (AEM)
Liliane Fonds
Liliane Fonds (LF)
Malai Designe
Manitese
Manos Unidas (MU)
Marist Australia Pacific Solidarity
MISEREOR
MITH SAMLANH
Morris Foundation
Medical and Scientific Aid in Vietnam
Loas and Cambodia (MSAVLC)
New Life Literature
Norwegian People's Aid
Oxfam America
Oxfam Novib

Parents Contribution
Patsy Collins Trust Fund Initiative (PCTFI)
PLANET WHELLER
Planet Wheeler
Rustic Pathways
Secours Catholique Caritas France
Stichting Kinderpostzegels Nederland (SKN)
Stop Exploitation Now
Tatents & Partage
Terre Des Hommes (TDH)
TESCO CHARITY
Thales Foundation
The Finnish Evangelical Lutheran Mission (FELM)
The Norwegian Agency for Development Cooperation
(NORAD).
Total Cambodge
UNICEF
UNICEF/Friend Internation (UNICEF/FI)
United Nations Children's Fund (UNICEF)
UWC South East Asia
WISE FOUNDATION
WORLD CHILDHOOD
 WaterAid
YSC core fund

APPENDIX 16 – TERMS OF REFERENCE

Introduction

Education for All – An Integrated Approach from the Cambodian Consortium for Out of School Children is a nationwide programme which seeks to increase the primary school enrolment rate of children 6 – 15 years old. CCOOSC targets out of school children in five main categories (i) children with disabilities (ii) children of ethnic minorities (iii) poor and remote children (iv) street children and (v) overage children.

To improve the quality of primary education that eventually helps increase the retention rate of primary school pupils under the five targeted groups, CCOOSC employs strategies that include: building teachers' capacity, responding to teacher shortages and absenteeism (e.g. fostering local teacher recruitment, PTTC scholarships for local recruits, community teachers, etc.), adapting and improving curricula (e.g. life skills, reading proficiency, etc.), and establishing a strong education structure at the local level to support children (parents, SSC).

The CCOOSC has 23 member organizations who are implementing activities in 21 provinces with their own funds supplemented up to 50 percent with funds under a grant from the Educate a Child Programme - a global initiative launched by Her Highness Sheikha Moza bint Nasser of Qatar, which aims to significantly reduce the numbers of children worldwide who are missing out on their right to education.

CCOOSC is divided into five components with implementation led by Aide et Action (AEA) with following partners in each component.

- **Poor & Remote Children Component (PRC):** Plan International; Cambodian Organization for Children and Development (COCD); Save the Children (SC); Sovann Phoum Organization (SPO), Bandos Komar (BK), Ockenden; Operations Enfants du Cambodge (OEC); Youth Star Cambodia (YSC)
- **Children with Disability Component (CWD):** Rabbit School Organization (RSO); Disability Development Service Programme (DDSP); Komar Pikar Foundation (KPF); Epic Arts (EA); Light for the World
- **Ethnic Minority Children Component (EMC)**: CARE; Non-Timber Forest Products (NTFP); Kampuchea Action for Primary Education (KAPE)
- **Street Children Component (SCC):** Damnok Toek (DT); Buddhism for Social Development Action (BSDA) and Pour un Sourire d'un Enfant (PSE),
- **Over-Age Child (OAC):** Pour un Sourire d'un Enfant (PSE)

In addition NGO Education Partnership (NEP) and Aide et Action (AEA) work on research and advocacy.

Together, the consortium aims to reach about 57,432 children; 28,650 Poor & Remote children, 16,660 over-age children, about 5,663 Street Children, 3,597 Ethnic Minorities children, and 2,862 Children with Disability within the 42 month programme time-frame from 2014-2017.

AEA is the managing agency for the grant funds provided by EAC to CCOOSC. In May 2014 CCOOSC commenced activities for its 42-month programme, and they now wish to contract consultants to undertake a Mid – term Review of the programme.

From June 2014-June 2016 the consortium members enrolled in total 42,052 children, (46% girls) in formal or non-formal education system in 1,094 schools in 118 districts of 21 provinces by the end of a two year period of programme implementation.

Overall purpose of the study

The overall purpose is to assess which programme factors have stimulated the reduction of barriers for OOSC in Cambodia and which ones have had an inhibiting effect, so that the study can answer the question "What has worked and what has not?" The study will consider whether the coordination of resources by the consortium – human, institutional, technical, administrative, financial, supply, communication, etc. - have contributed in a significant way to improving access to primary education across Cambodia and whether it can be viewed as a success story

The consultant will be engaged to:

- review CCOOSC program's progress made toward the achievement of results at the outcome and output level
- identify factors in the consortium model leading to success and/or constraints to effective implementation based on five evaluation criteria (Relevance, Effectiveness, Efficiency, Impact and Sustainability)
- identify lessons learned and provide recommendations for adjustment to implementation procedures to ensure timely and effective conclusion to the current phase of the programme
- based on the above findings, make recommendations to government authorities and consortium members on whether the need for a future phase of the CCOOSC programme and its design

Detailed tasks and Methodology

The consultant is expected to conduct desk and field level studies in order to:

- review the institutional, administrative and organizational arrangements of the programme and identify areas for improvement to ensure that planned programme outcome and output will be achieved by the end of programme
- review programme documents, baseline reports, other similar programmes in the area, any relevant policies, as well as material related to the internal and external context to identify lessons learned.
- review the M&E system and provide recommendations for improvement in respect of (i) the current programme, and (ii) for a future phase. This review should include training related to the understanding and application of the M&E system by all consortium partners. Under M&E system are included Baseline Survey, LFM Indicators, Progress Reports and the IP Tracker system
- review capacity building framework and activities in particular the adoption of knowledge and skills into members of consortium
- review total budget allocation and disbursement to date and propose any re-allocation
- review assumptions and risks in LFM and make recommendations on Risk Management for the remaining months of the programme
- review and assess activities under communication office and make recommendations to improve communications impact for the remaining months of the programme

The field research should follow a **participatory approach** and include in-depth interviews with partners/stakeholders and beneficiaries. A strategy of cross checking should be followed where the same questions are asked to different members of the family, of the school and of the community in order to validate the answers. Field research should also focus on methodologies such as focus group discussions, case studies, key informant interviews and so on.

Using the five evaluation criteria as a guide the consultant should answer the following key questions:

- To what extent are the objectives of the CCOOSC programme still valid?
- Are the outputs and activities of the CCOOSC programme consistent with its overall goal and objectives;

Is the goal, objectives and outputs of CCOOSC consistent with government policy?

- To what extent to date have the objectives are likely to be achieved and what are the major factors influencing the achievement or non-achievement of the objectives?
- Which activities are cost-efficient? Which are not?
- Were objectives is more likely achieved on time?
- What efficiency improvements for programme implementation are proposed by stakeholder and beneficiaries?
- What real difference have the activities made to the beneficiaries?
- To what extent are the results of the programme likely to be sustained after the end of programme?
- What are the major factors which will influence the achievement of sustainability of the program?

Qualifications of Consultants

The consultants may be a firm, NGO or individuals eligible to work in Cambodia. They must be able to demonstrate experience in programme or programme reviews preferably with expertise in the education sector relevant to the assignment. Language ability in both Khmer and English is required.

Evaluation of Proposals

Only those applications which are responsive and compliant will be evaluated.

The Combined Scoring method will be used with weighting as follows:

    (a) Financial   15%
    (b) Technical   85%

Reports

The Report will be written in English with the Executive Summary translated into Khmer language. A proposed Table of Contents will be agreed at mobilization and included in the Inception Report.

Duration of Work

The MTR should be completed and the Draft Report submitted within 8 weeks after signing of contract although the "level of effort" may not be full-time for the whole period.

Estimated Timeline of consultancy: November 15 *2016 – January 15 , 2017*

Resources

The consultant is expected to:

- Utilize his/her own computer and materials
- Cover all the expenses for the staff involved in the study
- Travel and stay in the specified province by his/her own means

AEA will provide to the consultant:

- Introduction to the local authorities/stakeholders

- Assistance organizing the meetings with the stakeholders

Deliverables

The following deliverables are required (i) Inception Report with updated workplan and schedule within 10 days of mobilization together with outline of questions for the field survey; (iii) Draft Report within 10 days of completion of field data collection (iv) conduct of stakeholder workshop to present draft findings (v) final report within 5 days of receiving feedback from CCOOSC Partners, Steering Committee and AEA on the Draft Report.

Application Process

Applications should include the following information:

- Covering letter of 2 pages summarizing why the proponent should be selected
- Technical Proposal including a) prior relevant experience with summary data as Attachment b) detailed approach and methodology to be used c) team composition with CVs as Attachment d) excluding attachments the Technical Proposal should NOT exceed 10 pages
- Work plan and schedule - detailed schedule for all activities presented on weekly basis
- Financial Proposal - financial proposal will detail all major items of expenditure. Details must include all consultant fees, travel costs, daily allowances , printing costs, cost of meeting to present Draft Report and miscellaneous costs.

Proposals should be submitted to AEA by Email or hard copy by 5PM on Monday 10 October 2016 Ms. Chourng Channchivita at**hr.cam@aide-et-action.org**Office address: # House #322, 6 Floor, Street 182 (Tep Phorn), Sangkat Teklaork, Khan Toulkork, Phnom Penh, Cambodia Tel: 023 884 510**.**

APPENDIX 17 – WELLSPRING PROPOSAL

Background

With the financial support of Educate A Child (EAC), **Aide et Action** and 23 partner organizations along with the Ministry of Education, Youth and Sport (MoEYS) are implementing the Education for All: Cambodian Consortium for Out of School Children Programme (CCOOSC). It is a nationwide programme which seeks to increase the primary school enrolment and retention rate of children 6 – 15 years old. Aide et Action is the managing agency for the grant funds provided by EAC to CCOOSC and has selected two teams to carry out a comprehensive Midterm Review of Education for All.

The Wellspring Initiative will serve as the lead and contracting agency for this evaluation. Further to a request by AEA, Wellspring has joined together with the team led by Mr. Ou Sokhim to form an Evaluation Team of six (6) evaluators who will carry out this review. These six evaluators bring their combined expertise in the education sector, monitoring and evaluation, coordination and management of Consortia programmes, research design and implementation, and participatory approaches. Wellspring hereby submits this revised proposal after extensive discussions and consultation with AEA staff.

Main objectives

The Evaluation Team's objectives for this midterm review will be as follows:

- To review progress made by CCOOSC partners toward the achievement of results at the outcome and output level
- To identify enabling or constraining factors in the consortium model that impact the effectiveness of the overall program
- To evaluate the programme based on its: relevance, effectiveness, efficiency, impact and sustainability
- To look at institutional, administrative, and organizational aspects of the programme with a view to identifying areas for improvement
  - To review the assumptions and risks and suggest any necessary revisions
  - To study the M&E system and recommend steps to ensure more effective implementation
- To identify lessons learned from the programme implementation to date
- To provide recommendations for the completion of the current phase as well as for a future phase of the programme

Deliverables

The Evaluation Team agrees to provide the following deliverables:

1) **Draft Evaluation Report** (*min. 30 pages*) of the mid-term review in the following format:
   a. Executive Summary
   b. Introduction
   c. Methodology & limitations
   d. Findings & Analysis
   e. Lessons learned
   f. Recommendations
   g. Annexes

2) **Consultative workshop** (*1 day*) for relevant stakeholders to present findings23
3) **Final Evaluation Report** (*in English*) integrating feedback from CCOOSC Partners, Steering Committee and AEA

Methodology

Overview

Initially, the evaluation team requests AEA to establish a reference group for the evaluation. The review reference group will provide technical inputs for the research methodology and data collection tools and provide feedback on data analysis and research findings. The group will be composed of seven (7) members as follows: 1 representative from partner organizations in each of the 5 major components and 2 representatives from AEA. The evaluation will therefore be participatory, involving the main key stakeholders in data collection as well as analysis.

The outline of the methodological approach is as follows:

1) The first step will be to ***draft the detailed work plan*** for approval by AEA.
2) The second step will be to ***review available literature*** including programme documents, annual partner reports, other evaluations.
3) The third step will be to ***design the data tools,*** including the FGD guides, the survey instrument, and the interview schedules*.*
4) The fourth step will be to ***hold an initial meeting*** with the reference group for the evaluation, to finalize the work plan and the data collection tools.
5) The fifth step will be to ***orient members of the data collection team*** as to the framework and data collection tools to be used.
6) The sixth step will be to ***carry out data collection***: FGDs, key informant interviews, semi-structured interviews, and online survey.
7) The seventh step will be to ***collate, compile and translate the data*** in preparation for analysis.
8) The eighth step will be to ***analyse the data*** together in order to arrive at the preliminary findings and recommendations.
9) The ninth step will be to ***draft the evaluation report*** for comments and feedback from the reference group.
10) The tenth step will be to conduct a 1 day ***consultative workshop on*** the preliminary findings with key programme stakeholders.
11) The eleventh step will be to ***finalize the evaluation report*** based on feedback from this workshop and review of the draft report.

Research questions

The following is a list of key research questions. These questions will be discussed at the inception meeting with the reference group to make them more specific. The proposed research questions are as follows:

Progress against Plan

1. To what extent have the objectives been achieved or are likely to be achieved?
2. What are the major factors influencing this progress?

Consortium Model

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23 Evaluation team will only be responsible for facilitating 1st half day of workshop.

3. How well has the consortium model suited the management and implementation of this program?
4. What added value has the consortium model brought? Where could it be improved?

Overall Program

Relevance

5. To what extent are the objectives of the CCOOSC programme still valid and are they consistent with government policy?
6. How much have the activities of CCOOSC influenced local and national policy?

Effectiveness

7. Are the activities and outputs of the CCOOSC programme consistent with the overall goal and objectives of the program?

Efficiency

8. Is the programme being implemented in the most efficient way compared to alternatives?
9. Are objectives being achieved on time?

Impact

10. What difference have the activities made to the beneficiaries? (Impact is defined as positive/negative changes, intended or unintended, that have significant, long lasting effect and can be attributed to OOSC).

Sustainability

11. To what extent are the benefits of the programme likely to continue after donor funding ceased?

Lessons Learned

12. How well have AEA and consortium partners used their programme M&E system to inform strategic decisions concerning the program?
13. What lessons have been learned from the first phase of the programme implementation?

Recommendations

14. What recommendations can be made for more effective implementation, of the program? Where can resources be re-allocated? How can risks be better managed?

Data collection Methods

The team proposes the following methods:

1) **Literature & systems review** - to establish familiarity with CCOOSC strategy, the evaluation team will review the programme proposal (*1 document*), baseline report (*1 document*), a selection of partner annual reports (*10 documents*), LFM indicators (*1 document*), the IP tracker system (*1 system*), similar programmes (*3 documents*), relevant government policies (*5 documents*), and other contextual information (*3 documents*). Total = 25 documents.
2) **Key informant interviews** – Key informant interviews will be conducted with:
   a. *Donors*: to assess the performance, value for money, and strategic alignment of the CCOOSC programme with donor priorities
   b. *CCOOSC steering committee members (one from each component):* to better appreciate the internal strengths and areas to improve of the programme

c. *Ministry of Education, Youth and Sport (MoEYS) officials*: to assess CCOOSC's contribution to improving educational outcomes for out of school children

d. *Provincial Office of Education (POE) officials:* to gather their feedback on the overall effectiveness, relevance, and impact of the programme, in particular regarding access to and quality of education for out of school children

e. *District Office of Education (DOE) / DTMT officials*: to gather their feedback on the overall effectiveness, relevance, and impact of the programme, in particular regarding access to and quality of education for out of school children

f. *CCOOSC partner staff* - one partner for each of the 5 programme components - to learn about the differences in achievement across the component areas, and about the level of coordination and collaboration between management and programme staff of CCOOSC

3) **Focus group discussions** – Focus group discussions will be conducted with:

a. *Partner Executive Directors*: to learn more about the working of the Consortium, and its strengths/weaknesses. Each FGD will have about 8-10 participants.

b. *Component leaders/SC members/technical group members/MoE counterparts*: We will divide partners into each of the 5 components and meet with 1-2 programme staff from each partner, in addition to 1 counterpart at the ministry of education. Each FGD will have about 8-10 participants.

c. *School Support Committees / Education for All Committees*: As these are the basic unit of engagement for the programme, we will meet with these groups, including 1 principal, 1 commune council, 1 school director, 2-3 parents, and 2-3 teachers. Each FGD will therefore have about 8-10 participants.

d. *Students / Youth:* To better understand how the programme has addressed their needs for access to quality schooling, to identify gaps for further support, and to validate findings from other data sources

4) **Online survey** – In order to reach all 22 consortia partners, the Evaluation Team will design and implement an online survey in English (*Survey Monkey*). The aim will be to gather additional quantitative and qualitative feedback from consortia programme staff about the implementation of the programme, its progress, and also ideas for further improvement. One survey will be distributed to each organization, with multiple staff members encouraged to participate in completing the survey.

Sample

As AEA works with a wide range of civil society partners, including those in the Consortium, the evaluation will obtain a representative set of viewpoints from these key stakeholders. Altogether we will meet **201** respondents. The six data collection sites are based on discussion and agreement with AEA, and shown in the table below. At the moment only the provinces are listed, and the districts as well as communes will be decided together with the reference group:

Site #	Province Name	Partner	Component
1	Prey Veng	DT	SC
2	Prey Veng24	PSE	OC
3	Ratanakiri	Care	EM

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24 The travel time between Site #1 and Site #2 must be less than 1 hour.

4	Ratanakiri25	Plan	PRC
5	Kampot	Epic Arts	CWD
6	Kampong Chnnang	SC	PRC

In each of the six above sites, we will meet with 19 respondents, for a total of 114 respondents at the site level, according to the breakdown in the following table:

Per Site	Type
1 Provincial Office of Education official	Interview
1 District Office of Education official or 1 DTMT member	Interview
1 Partner Staff	Interview
8 CEFAC/SSC (incl. 1 school director, 1 CC, 4 parents, 2 community members)	FGD
8 Students/OOSC children	FGD
Total # R / site	19

In addition, at the national level, we will meet or reach out to the following 87 respondents:

Respondent	Tool	#	# of Rs
Donors	KI	2	2
Partner Directors	FGD	2	16
Component leaders / SC members / technical group members + MoE technical counterparts	FGD	5	40
Steering Committee Members	KI	5	5
Ministry of Education Officials	KI	2	2
Online survey for Partner staff	Survey	1	22
National level respondents			87

In sum, we will meet 114 respondents at the site level, and 87 respondents at the national level, for a total of **201** respondents for the midterm review (*see Appendix 1 for the detailed sample*).

Data Analysis Methods

The data will be analysed through content analysis, using a combination of mind mapping and qualitative software tools. Quantitative analysis will be applied to the survey, which will involve rankings and scales.

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25 The travel time between Site #3 and Site #4 must be less than 1 hour.

Cross-cutting approaches

1) ***Appreciative inquiry*** – is a technique that recognizes and validates firstly the strengths of an organization, before looking to areas of improvement; this will be used in interviews with AEA steering committee members.

2) ***Participatory approaches*** – will be used in all discussions, interviews, focus groups, and workshops to include the perspectives of all AEA stakeholders in both shaping the evaluation and recommendations.

3) ***Small group discussions*** – During the consultative workshop with CCOOSC staff and key stakeholders, the evaluation team will facilitate small group work with the participants.

4) ***Gender sensitivity*** – the review will be gender sensitive in that it will pay attention equally to the roles of women and men as both programme implementers and beneficiaries.

5) ***Conflict sensitivity*** – The evaluation team will try to ensure that the data collection and activities of this consultancy do not cause harm to AEA staff, partner staff, beneficiaries, or other key stakeholders.

6) ***Triangulation –*** Data will be viewed and cross-checked from multiple sources and angles (*i.e. primary v. secondary, among respondent groups*) to ensure the validity of information and the reliability of the findings.

Coordination

We will work closely with AEA to carry out the evaluation. The evaluation team requests that AEA also nominate one focal point to serve as coordinator for this evaluation. The duties will be shared between AEA and the Evaluation Team according to the table in ***Appendix 2***.

Roles and Responsibilities

The division of roles and responsibilities among the team is as follows: ***Tucker McCravy*(TM)** will be the team leader, and assure the overall quality of the deliverables. He will collaborate with Dr Jack Frawley **(JF)** on the research methodology design, analysis, and report writing. Tucker will also carry out some key informant interviews. **JF** will conduct the online survey with CCOOSC members. ***Tep Kuntheara*(TK)** will be one of the research leads carrying out data collection in 3 sites, as well as FGDs in Phnom Penh. He will also provide technical inputs on the research methodology design, and assist with the analysis and review of the final report. ***Um Vutha*(UV)** will support Kuntheara with data collection and compilation*. **Ou Sokhim*(OS)** will be the second research lead carrying out data collection in 3 sites as well as key informant interviews with MoEYS officials and FGDs with partners in Phnom Penh. He will also provide technical inputs on the research methodology design, and assist with the analysis and review of the final report. He will be supported by ***Yoem Chamnab (YC)*** in data collection and compilation. Please See ***Appendix 3*** for detailed roles and responsibilities.

Work Plan

The Evaluation Team proposes a total time frame of **10 weeks** to complete this assignment, which starts from the time of contract signing. The below is a broad outline of the work plan. A more detailed work plan will be provided after contract signing.

Week	Tasks
1	Step 1: Draft the detailed work plan
1	Step 2: Review available literature
2	Step 3: Design the data tools
2	Step 4:Hold an initial reference group meeting
3	Step 5:Orient members of the evaluation team

4,5	<u>Step 6:</u>Carry out data collection
6	<u>Step 7</u>: Collate, compile and translate the data
7	<u>Step 8:</u>Analyse the data
8	<u>Step 9</u>: Draft the evaluation report
9	<u>Step 10</u>: Consultative workshop on
10	<u>Step 11:</u> Finalize the evaluation report