

**PROGRESS EVALUATION OF
THE UNICEF EDUCATION IN
EMERGENCIES AND
POST-CRISIS TRANSITION
PROGRAMME (EEPCT)**

Angola Case Study

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Progress Evaluation of UNICEF's Education in Emergencies and Post-Crisis Transition

Programme: Angola Case Study

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United Nations Children's Fund

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PREFACE

The purpose of this evaluation was to identify and assess progress of the Education in Emergencies and Post-Crisis Transition (EEPCT) Programme and to enable systematic reflection towards improving programme results. The EEPCT Programme was examined at global, regional and country levels through quantitative and qualitative methods that combined comprehensive coverage with in-depth analysis.

The EEPCT Programme began in 2006 as a four year (later extended to five), US \$201 million dollar partnership between UNICEF and the Government of the Netherlands. The EEPCT Programme aims to “put education in emergency and post-crisis transition countries on a viable path of sustainable progress toward quality basic education for all.” EEPCT funds support UNICEF education programming in 39 countries and territories and are also used to advance the global agenda for education in crisis-affected contexts.

The Evaluation Office commissioned this independent progress evaluation in June 2010. The global evaluation was overseen by a Reference Group led by internal and external technical experts in evaluation, education, and emergencies. The evaluation was conducted by Columbia Group for Children in Adversity, associated with Columbia University. The independent team of consultants was led by Neil Boothby and Peter Buckland. The evaluation was managed by Silvia De Giuli (Evaluation Specialist), and Ashley Wax (Evaluation Specialist).

The evaluation methodology included: extensive document review; six in-depth country case studies in Angola, Colombia, Cote d’Ivoire, Liberia, the Philippines, and Sri Lanka; extensive interviews; on-line surveys for key programme staff; comprehensive focus group discussions; review and analysis of data collected against the programme Logical Framework.

This report presents in-depth analyses and results of the progress of the EEPCT programme in Angola. Kathryn Roberts carried out the case study with support from national researchers, Rosita Guiamba and Patrice Grillo.

Special thanks to UNICEF staff across the organization and to the Reference Group who both participated actively and provided substantive comments on emerging issues and interim reports. We would like to acknowledge, in particular, the support of Susan Durston, Chief of Education, and Jordan Naidoo Senior Advisor, Education Section. Likewise, we appreciate the efforts and support by the country office, including Koenraad Vanormelingen, Representative, Amelia Russo da Sa, Deputy Representative, and Graham Lang, Education Chief. Genuine thanks to the Government of the Netherlands, European Commission and other partners who have supported education in emergencies and post-crisis transition, as well as evidence-based decision-making.

Samuel Bickel
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ACRONYMS

ALP	Accelerated Learning Programme
CFS	Child Friendly Schools
CGCA	Columbia Group for Children in Adversity
DAC	Development Assistance Committee
DNEG	Direcção Nacional para o Ensino Geral (National Directorate for General Education)
DRR	disaster risk reduction
DSA	Daily Subsistence Allowance
ECD	Early Childhood Development
EE-DAC Score Card	Emergency Education-DAC Score Card
EEPCT	Education in Emergencies and Post-Crisis Transition
EFA	Education for All
FGD	focus group discussion
IASC	Inter-Agency Standing Committee
IBEP	Inquérito Integrado sobre o Bem Estar da População
IMF	International Monetary Fund
INE	Instituto Nacional de Estatística
INEE	Inter-Agency Network for Education in Emergencies
INFQ	Instituto Nacional de Formação de Quadros (National Institute for Teacher Training)
INGO	international non-governmental organization
INIDE	Instituto Nacional de Investigação e Desenvolvimento da Educação (National Institute for Investigation and Development of Education)
MDG	Millennium Development Goal
MINARS	Ministry of Social Affairs and Reintegration
MINED/MED	Ministry of Education
NGO	non-governmental organization
OECD	Organization for Economic Cooperation and Development
PRM	participative ranking methodology
TTMP	Teacher Training Master Plan
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund

The dollars referred to in this publication are dollars of the United States of America.

EXECUTIVE SUMMARY

Introduction

The United Nations Children's Fund (UNICEF) Education in Emergencies and Post-Crisis Transition (EEPCT) programme began in 2006 as a five-year, US\$201 million-dollar partnership between UNICEF and the Government of the Netherlands, intended to support the Millennium Development Goals (MDGs) and Education For All (EFA) movement. The EEPCT programme supports programming in 39 countries and territories, and global initiatives such as the inter-agency Education Clusters and the Inter-Agency Network for Education in Emergencies (INEE).

The purpose of the progress evaluation is to determine the outcome and indicative impact of the programme and draw lessons and recommendations that will be useful for strengthening its practices and policies. The evaluation examined the EEPCT programme at global, regional and country levels; Angola was chosen to be the subject of a country-level case study.

The EEPCT goals are universal across countries and include:

1. Improved quality of education response in emergencies and post-crisis transition countries;
2. Increased resilience of education sector service delivery in chronic crises, arrested development and deteriorating contexts;
3. Increased education sector contributions to better Prediction, Prevention and Preparedness for emergencies due to natural disasters and conflict; and
4. Evidence-based policies, efficient operational strategies and fit-for-purpose financing instruments for education in emergencies and post-crisis situations.

This report examines the implementation of the EEPCT programme in Angola, where after years of civil war, the programme contributes to UNICEF's work with the Government of Angola to support and rebuild the education system.

When the civil war ended in 2002 after 27 years of conflict, the transition to development was swift. The strong economic growth has been based on the oil and diamond revenues; however, despite Angola's financial capital the country struggles to build infrastructure to support human and commercial development. Also, a lack of human capital exists, largely the result of the conflict-affected education system that remains fragmented and often dysfunctional.

Most of the MDGs currently present a challenge to Angola, as the country has consistently been estimated to have some of the lowest indicators in the world, including maternal mortality and life expectancy. According to members of government and the UN, Angola is now moving to improve education. However, the expected results of the ongoing investment are not entirely apparent, and have even been described as disappointing.

The EEPCT programme provided funding to Angola starting in 2008, totalling \$2 million, of which approximately 74 per cent has been spent thus far. In Angola the EEPCT programme is not differentiated beyond what is necessary in financial documents, and prior to this evaluation no one other than the section chief identified EEPCT as part of a strategy related to emergency education. Currently, EEPCT funds the development of a holistic, national Early Childhood Development (ECD) policy support, creation of a Child Friendly Schools (CFS) strategy and action plan, implementation and evaluation of the Accelerated Learning Programme (ALP), and evaluation of the EFA action plan.

Approach and methodology

The progress evaluation employed a sequential, mixed-methods approach, drawing on both quantitative and qualitative methods. Evaluation activities took place during five weeks in Angola and included a literature review of primary and secondary sources, a self-assessment by the Angola UNICEF Country Office, key informant interviews, and a trip to Kwanza Sul Province to visit the ALP. Visits were also conducted to Luanda area schools to observe the distribution and use of basic learning kits and ECD kits. Group-based data collection was done at the national, regional and local levels and used several participatory methodologies.

Constraints experienced during this process included: difficulty applying some evaluation tools to Angola's more policy-focused programme, limited baseline and monitoring data for ongoing programmes, and thus difficulty measuring both achievements and shortcomings, as well as difficulty obtaining candid information from respondents concerned about confidentiality and involvement in criticism of the Government. Additionally, virtually no one was aware of the existence of EEPCT as a specific programme, as it is fully incorporated into the overall education programme, and therefore few people could speak about the programme comprehensively.

Evaluation findings

Current EEPCT-funded activities have engaged in three of the four EEPCT goals, including improving quality, improving resilience of the education sector and contributing to evidence-based policies and programming. The funding previously aided the prediction, prevention and preparedness for disasters. While the programmes contribute to the achievement of these objectives, progress is slow due to extensive involvement in technical assistance for policy and strategy development/revision, much of which is new for both UNICEF national officers and government staff. The effectiveness of current programmes is varied. Few outcomes are apparent as the result of activity outputs, as most have not yet been implemented in schools or with children. However, some progress is notable. For example, the creation of a tool to measure education achievement, which is in its piloting stage, is the first national coordinated effort in Angola to measure this and by extension the quality of teaching.

The efficiency of activities is varied, but generally when programmes have been well implemented they proceed in a streamlined fashion. Conversely, when programmes are poorly implemented and/or monitored, such as the distribution of basic education kits, questions about efficiency arise. The refocusing of the UNICEF education programme towards addressing fewer issues more coherently has enhanced its capacity to function effectively and has increased coordination. However, communication of this shift to UNICEF's key partners could have been enhanced to avoid confusion. Strong government ownership of all programming has also encouraged sustainability. The Ministry of Education and the Ministry of Social Affairs and Reintegration reported that current activities could continue without ongoing input from UNICEF, but that the UNICEF contribution was valued and they hoped it would continue.

CFS policy development and preliminary awareness-raising, the ALP and the Teacher Training Master Plan (TTMP) are all aligned to affect the quality of education in schools. TTMP implementation is in progress through a project funded in collaboration with the European Union, with 350 teacher trainers trained to date, and implementation of teacher training scheduled for early 2011. Increased resilience was difficult to measure as few people were familiar with the term. However, the provision of basic learning kits and ECD kits, and the withholding of some ECD kits in case of an emergency were intended to increase resilience by better equipping schools to recover from crises. Previously UNICEF participation in the development of disaster risk reduction (DRR) curricula and materials had the potential to contribute to better prediction, prevention and preparedness for emergencies; however, the section is no longer involved in this initiative, as it has not been raised as a government priority over the last two years. The development of a learning achievements assessment, CFS, ECD and gender situation analysis all promote the creation of evidence-based policies.

Operational and management issues were encountered during the evaluation. However, given the extremely difficult working environment of Angola, particularly related to administrative capacity, the sector is balancing the needs and interests of different actors well. UNICEF has made efforts to increase sector coordination particularly with government, civil society and the international community, but tangible and meaningful outputs of this work have yet to be seen. Coordination has been infrequent, and full disclosure of the activities and involvement of all stakeholders seldom occurs. In recognition of this, UNICEF has now deployed a staff member to focus exclusively on addressing both this issue and that of weak monitoring and evaluation systems within the programme.

All programmes funded by the EEPCT programme are based around UNICEF's partnership with various ministries of the Government of Angola. The Government and UNICEF develop a five-year joint plan, and UNICEF then organizes its own strategy based on the Government's priorities. While this can encourage ownership of UNICEF programming, it narrows UNICEF's focus to only government-endorsed issues. In addition, the Government has expressed reservations about UNICEF's own capacity to provide technical assistance, given a perceived lack of skill, experience and expertise, despite UNICEF's ongoing commitments of time and effort that are favourably perceived. This lack of confidence in UNICEF's ability to perform its role as outlined in their partnership agreement impairs the relationship, according to both parties.

The way forward: lessons and recommendations

Poor communication between EEPCT globally and the Angola Country Office, and within the Angola office itself due to an extremely rapid turnover of section chiefs in 2008, led to uncoordinated attention to EEPCT goals, as the fund was viewed as flexible funding that could support any activities that contributed to the four EEPCT goals. Lack of clarity about expectations of programme design to meet EEPCT goals and the need for adherence to a global logistical framework led to confusion and a complicated evaluation. Adherence to the EEPCT logistical framework was not emphasized, nor did the current Education Section chief ever have a copy of it prior to this evaluation, making assessment based on its elements difficult.

EEPCT funding adds significant value to UNICEF's education work and to the education system in Angola through its flexibility. Much of the UNICEF Education Section's policy work is supported through EEPCT funding. By thinking creatively about contributions to the education sector the Country Office was able to employ EEPCT in a manner that fits local conditions and needs rather than focusing only on the most common education interventions. Innovation has occurred in several EEPCT-funded programmes in Angola, including contributions to the knowledge base of previously non-existent information, creative uses of funds and new strategies for partnership in social policy development, never before attempted in the country, such as CFS and ECD.

When considering EEPCT-supported programming in Angola and the extent to which this work addresses its objectives in the Angolan context, there are two apparent gaps: disaster risk reduction (DRR) and attention to post-conflict status and fragility. UNICEF's current lack of involvement in DRR appears to be a gap in current programming, given the ongoing occurrence of floods, displacement and evictions in various parts of the country. Many participants in data collection expressed an eagerness to learn more about DRR and incorporate it into their organization/school/classroom. However, the Ministry of Education has not given DRR priority status, and thus it is not a feature of the programme. Attention to post-conflict status and fragility appear to be another gap in programming, but may have to do with the acceptability of such a strategy in the country.

UNICEF could use its expertise in education systems development in post-conflict and fragile States, even if this is not a focus or concern of partners.

Recommendations

The Education Section should redouble its efforts to create monitoring and evaluation protocols for all its programmes in consultation with UNICEF's Planning, Monitoring and Evaluation section. These must include realistic timelines, budgeting, consultation with capable personnel and space in programme design to shift priorities and practices based on the outcomes of data collection. This will increase accountability within the country programme, as the current monitoring and evaluation framework is insufficient. Financing for monitoring and evaluation work and/or personnel should be built into all funding requests and budgets.

Participation in the entire cycle of policy work is essential to ensure that policies created make a difference on the ground. Thus far, UNICEF's involvement in policy development has focused exclusively on creating and supporting the knowledge base and the creation of written documents. When the implementation phases begin, in addition to these activities, support can be provided to the Government in the implementation, in conjunction with the design, of a monitoring system. Although UNICEF has not yet had the opportunity to take this step, as implementation has not begun, it is essential and thus merits mention. The UNICEF Education Section, together with the Planning Section, should create a framework for tracking and measuring their participation in policy development, as it is now one of the section's central strategies. Participation in policy development can be planned and outputs and outcomes can be measured. Policy development good practices exist and can be incorporated into this framework, which can then be shared with the Government.

UNICEF should focus on identifying and addressing the needs of many stakeholders in the Angolan education arena, in addition to those of the Government. This can include advocacy with the Government to encourage the inclusion of non-governmental organizations and civil society in planning and decision-making. There are many other stakeholders, particularly in civil society, that could benefit from UNICEF's participation in their activities to help with organization, funding and advocacy strategies, and capacity-building in the policy arena. This is a very difficult task as interaction of civil society and government is currently limited, but with time UNICEF could encourage progress towards cooperation.

Ongoing capacity-building within the Education Section staff in policy development, programme planning, and monitoring and evaluation would serve to strengthen all programmes. This capacity-building could include ongoing in-service exercises, as well as group-based learning, perhaps with civil society or the Government, to encourage knowledge building among all partners. Leadership capacity could also be enhanced to ensure that the Education Section's staff members maintain productive and effective relationships with partners and are able to successfully convey their priorities.

Awareness-raising about the existence and importance of INEE minimum standards for education in emergencies should be a priority of the Education Section. This process could be led by the formation of an Education Cluster, the members of which could then prioritize INEE. The current existence of the cluster only at the regional level limits its usefulness at the national and provincial levels.

Support should be provided to EEPCT countries with the goal of clarifying expectations and providing support in implementing programme concepts and activities. Over the course of this evaluation it became clear that very little is known at the country level about EEPCT, its objectives, the logical framework, or expectations beyond the submission of an annual report. Part of the goal of technical support to countries receiving EEPCT programme funds would be to increase the accountability of country offices for the use of the funding. To establish success of either standard or innovative post-conflict interventions, measurement of that programming is absolutely essential.

The Education Section of the Angola Country Office has an influential role in creating a reliable knowledge base, developing entirely new education policies and action plans to implement them and guiding government priorities related to children and education. UNICEF began its involvement in policy work relatively recently, and there is room for improvement. However, this should not discourage involvement, as progress is apparent in the majority of the work being undertaken.

1.0 INTRODUCTION

1.1 Evaluation context

The UNICEF Education in Emergencies and Post-Crisis Transition (EEPCT) programme began in 2006 as a five-year, \$201 million-dollar partnership between UNICEF and the Government of the Netherlands. Intended as a strategic intervention in support of the Millennium Development Goals (MDGs) and the Education For All (EFA) movement, the EEPCT programme seeks to help achieve these targets by increasing institutional capacity and providing direct programme support. The EEPCT programme currently supports programming in 39 countries and territories, and global initiatives such as the inter-agency Education Clusters and the Inter-Agency Network for Education in Emergencies (INEE).

The purpose of the progress evaluation is to determine the outcome and indicative impact of the programme and draw lessons and recommendations that will be useful for strengthening its ongoing practices and policies in the years to come. The progress evaluation examined the EEPCT programme at global, regional and country levels. The evaluation was intended to take stock of the first three years of implementation to determine, as systematically and objectively as possible, the EEPCT programme's relevance/appropriateness, effectiveness, efficiency, coherence/coordination, and, to the degree measurable, indicative impact and sustainability in relation to its objectives. At the country level, Angola was one of six countries chosen by the UNICEF global office to be the subject of an in-depth, country-level, case study.

The focuses of the Angola evaluation were programme design, implementation, monitoring and evaluation, results and learning as they relate to beneficiary and education system outcomes. This included a focus on the incorporation of international standards, and the level of quality and innovation involved in design and implementation. It examined how EEPCT global objectives were translated and adapted to country contexts. In addition, the evaluation sought to determine whether global and regional strategies support change at the country level.

The evaluation in Angola focused specifically on how initiatives implemented using EEPCT funding contributed to the achievement of the programme's objectives. The evaluation was informed by the Organization for Economic Cooperation and Development (OECD) Development Assistance Committee (DAC) Criteria for Evaluating Development Assistance: relevance, effectiveness, efficiency, impact and sustainability (OECD, 1991).

The EEPCT goals are universal across countries and include:

1. Improved quality of education response in emergencies and post-crisis transition countries;
2. Increased resilience of education sector services delivery in chronic crises, arrested development and deteriorating contexts;
3. Increased education sector contributions to better Prediction, Prevention and Preparedness for emergencies due to natural disaster and conflict; and
4. Evidence-based policies, efficient operational strategies and fit-for-purpose financing instruments for education in emergencies and post-crisis situations.

These objectives were assessed during the progress evaluation in Angola by looking at each programme to determine whether it could be described as contributing to the achievement of one or more of these objectives, as well as by assessing the overall value added to the education sector through EEPCT funding.

1. Evaluating both the intermediate results achieved and the processes set in motion by the programme, with a view to critically reflect on the programme's value added to the education

sector and to education service provision in emergencies and post-crisis transitions as well as UNICEF-specific added value to the programme;

2. Gathering relevant and applicable lessons learned on education interventions in emergencies, transition, and fragility-affected contexts; and

3. Providing recommendations to improve future programming and support more informed decision-making by UNICEF headquarters, regional and country offices, and relevant stakeholders.

This report examines the implementation of the EEPCT programme specifically in Angola, where after years of civil war, the programme is contributing to UNICEF's work in collaboration with the Government of Angola to support and rebuild the education system. Findings of this case study also contributed to the global progress evaluation, which examines implementation of the EEPCT programme overall.

1.2 Country context

When Angola's 27-year civil war ended in 2002, the transition to development was swift. The strong economic growth has been based on oil and diamond revenues, and this separates Angola from its regional counterparts, as the country is not dependent on aid funding from the international community. Despite Angola's financial capital, it still struggles to build infrastructure to support human and commercial development. A lack of human capital exists, largely the result of the conflict-affected education system that remains fragmented and often dysfunctional even today. Disparity between rural and urban areas is extreme; 18.7 per cent of urban Angolans live below the poverty line, compared with 58.3 per cent in rural areas. Child mortality remains extremely high (193.5/1,000 nationally), as does infant mortality (115.7/1,000 nationally), which is reflected in additional data that show a lack of access to prenatal care and health services.¹

Neither the Government nor the Angolan people perceive the country as a "post-conflict" State. The conflict is generally seen as a problem left in the past that the country has moved beyond. Despite this active separation of the present day from the conflict period, the impacts of both the extended Portuguese colonial period and the recent civil war are apparent. There is little educational infrastructure that could serve as a foundation for rebuilding.

The Inquérito Integrado Sobre o Bem Estar da População (IBEP) was the first large-scale data collection effort since the peace accord in 2002, the results of which were launched during the data collection period of this evaluation. All indicators or progress previously reported at the national level have been estimates. The IBEP population survey will serve as a baseline for everything from literacy rates to under-five mortality rates. While this data transition complicates reporting and measurement efforts it is also an indicator of considerable progress, and is a strong preparation for the national census set to launch in 2012.

A lack of accountability on the part of the Government is recognized as a serious problem. In 2004, Human Rights Watch estimated that \$4 billion in undeclared oil revenue had disappeared in less than 10 years.² While this sparked an international investigation headed by the International Monetary Fund (IMF), its conclusions were vague and implied that either all levels of government contained a baseline of corruption, or that the Dos Santos administration was simply inept at bookkeeping. Discussion of corruption in Angola is generally considered a taboo topic in public.

¹ Ministério do Planeamento and Instituto Nacional de Estatística (INE), 2010.

² Human Rights Watch, 2006.

1.3 Education context

According to members of government and the UN, Angola is currently improving education: Overall investment in the sector is increasing, from 5.41 per cent of the national budget to 8.41 per cent over four years, as the national budget increases with the value of oil.³ There are more teachers being hired, with a 180 per cent increase in total teachers in the system, more schools being built and 54 per cent more students are completing primary school in 2008 than in 2002.⁴ Over three quarters (76 per cent) of the population of 15–24 year olds is literate, which is higher than the literacy rate of everyone aged 15 and older at 65.6 per cent.⁵

However, the results of education sector activities were described as disappointing by those organizing and funding these efforts. Despite ongoing teacher trainings at the provincial and local levels, the number and quality of teachers present in Angolan schools is still a challenge, although there has been significant improvement in the past eight years. At local, regional and national levels members of the education sector – from teachers to supervisors to officials of the Ministry of Education – described increasing the quality and quantity of teachers as an ongoing process that has not yet reached its target. The presence of enough teachers to conduct classes of the target size is a challenge, especially in rural areas.

Establishing equal access to high-quality and accessible schools in both rural and urban areas remains a significant challenge. Angola did not always give school and education high priority, especially in rural areas. The disparity between the two areas is apparent in current literacy rates, with 44.8 per cent of the population over 15 years of age literate in rural areas, compared to 81.8 per cent in urban areas.⁶ According to regional and local members of education staff interviewed during the progress evaluation, difficulties include consistent staffing of teachers, maintenance of appropriate facilities, and promotion of attendance in agrarian areas where children and young people are needed for work in the home or fields.

Other continuing challenges for the education system include how to address the needs of students who are overage, and how to confront the enormous cost of transporting materials and people. Mobility is a similar issue, as supervisors of teachers may not have access to transportation, so schools often receive supervisory visits only if they are close to provincial centres. The lack of a gasoline allowance for supervisors may mean that they cannot make the visits without spending their own money.

UNICEF's education programme in Angola has undergone a number of changes over the past two years, including the addition of new staff members and the beginning of a new country programme. The changes to the education programme in Angola involved UNICEF's transition from its role as a primarily humanitarian actor to becoming a development partner. In this new role, the education programme has moved away from direct service delivery towards a greater strategic balance between field-level implementation, with a national focus on accelerating achievement of MDGs through the Government of Angola's 11 Commitments for Children, and helping promote leadership and defining governmental priorities.

One way UNICEF's education programme has changed its focus is by targeting specific issues in a comprehensive manner rather than addressing many issues peripherally. Also, staff roles have been reorganized on a content-focused basis so that there is improved continuity and consistency within each issue and approach. This change in focus and strategy also included adapting programming to the context and capabilities of UNICEF's partners and Angola in general. The

³ Angola EEPCT Revised Results Framework, Ministry of Finance.

⁴ Angola EEPCT Revised Results Framework, Evaluation of Education and Teaching in Angola, Ministry of Education, April 2008.

⁵ Ministério do Planeamento and Instituto Nacional de Estatística (INE), 2010.

⁶ *ibid.*

Ministry of Education currently collaborates with UNICEF to define the priorities of the Education Section, which are then integrated into a multi-year agreement. This allows UNICEF to focus on topical areas that are important to the Ministry of Education, the Ministry of Social Affairs and Reintegration and other partners. This collaboration helps support government priorities, which in turn promotes ownership of processes and participation in programming.

One of the most notable achievements of the education programme is the extent to which collaboration with the Government is routine. The Government accepts input from UN bodies, something it is often reluctant to do with other possible partners. Increased UNICEF involvement at the national level has led to increased involvement in the development of major education programmes such as EFA, and ongoing progress towards a CFS policy and action plan. Innovative approaches to school building have also been implemented by using one professional contractor to oversee work, instead of many community-based contractors. This has led to improvements in outcomes and a mainstreaming of the school-building process, although this is not included in EEPCT-supported programming.

Another noteworthy achievement has been the involvement in the initiation of the development of an Early Childhood Development (ECD) policy. This stands to be the first ECD policy in the country developed by a committee of government and civil society actors. Conducting a situation assessment and creating an ECD database have laid a strong foundation for a comprehensive monitoring strategy, which is a great achievement.

Despite the success in forming a working group around ECD with government, UN and civil society, the formation of such a partnership is a rare occurrence in UNICEF's education work, due to government reluctance to promote such involvement in much of its programming. There is some promotion of non-governmental organization participation in local implementation of the Accelerated Learning Programme (ALP), but unfortunately this type of collaboration is not consistent across all education initiatives. A lack of technical capacity exists within UNICEF and the Ministry of Education in relation to various initiatives. While both teams have highly skilled members, their tasks are not always ideally matched to fit their capacities. Unfortunately, they sometimes cannot turn to their partners for assistance if this occurs, as the lack of capacity exists within both parties, particularly in relation to the creation and implementation of well-crafted monitoring and evaluation frameworks and achievable action plans. Additionally, decision-making within the Ministry of Education is highly centralized, which can cause unnecessary delays if decision makers are unavailable when problems arise.

1.4 EEPCT programme

The EEPCT programme provided funding to Angola starting in 2008, totalling \$2 million, of which approximately 74 per cent has been spent thus far. In Angola EEPCT is not differentiated from the education sector strategy beyond what is necessary in financial documents. Before this evaluation no one other than the section chief had ever heard of EEPCT, either as a funding source or as part of a strategy related to emergency education.

Since 2007 EEPCT funding has supported the following programmes through the UNICEF Education Section:

The Accelerated Learning Programme (ALP): Provides education for children who have dropped out of school, missed their first chance at enrolment, or are overage for the school year appropriate for their learning abilities. The programme is meant to cover six years of primary education in just three years, with the goal of allowing children to “catch up” to their peers and re-enrol in mainstream education. EEPCT programme funds have supported the country programme through implementation by the Provincial Education Department and the international non-governmental organizations Save the Children and IBIS in Kwanza Sul Province, with the anticipated end of UNICEF involvement in the ALP in this province in 2010. A review of the ALP

has been conducted and will form the basis of an exit strategy from Kwanza Sul, as well as scaling up in all or some of the five UNICEF-Government of Angola priority provinces.

Basic learning kits: Intended to provide supplementary materials to students and teachers in primary education in UNICEF's five target provinces in Angola. Supplies include pencils, notebooks, calendars, blackboards, erasers and teachers' tools for geometry. UNICEF has distributed all kits to provincial-level education offices.

Child Friendly Schools (CFS): Support of the development of a national CFS framework, in collaboration with the Ministry of Education under the National Directorate for General Education (DNEG, the Direção Nacional para o Ensino Geral) that reflects the Angolan context while integrating international best practices. Implementation has yet to begin as the framework is still in draft. Awareness-raising about CFS has begun at the national level.

Disaster risk reduction (DRR): A curriculum for DRR education in primary school was created in cooperation with Instituto Nacional de Investigação e Desenvolvimento da Educação (INIDE, the National Institute for Investigation and Development of Education) and the Civil Protection Section, as well as a manual for teachers and students, and a board game. All versions of these tools have been finalized, but have not been duplicated or distributed. The DRR programme has not begun implementation in schools. UNICEF is no longer involved. This effort was spearheaded by the Emergencies and Reports Officer, a position that no longer exists in the Country Office.

Early Childhood Development (ECD): Funds were used to support the purchase of ECD kits containing didactic toys for children of various ages, most of which were distributed to ECD centres, at the discretion of the Ministry of Social Affairs and Reintegration. The remainder is being held in reserve in case of a complex emergency. The situation analysis collected data about the current status of ECD centres in Angola and also served as a baseline for the programme. The ECD database contains information about the number of centres, teachers, their training and the number of children enrolled. The first round of data collection for entry into the database began in July 2010, with paper forms distributed to all provinces. UNICEF is supporting the development of a holistic, national, ECD policy, the development of which will be initiated in early 2011.

Gender situation analysis: An external consultant worked with DNEG to carry out a situation assessment of gender equality in schools, which resulted in a final report. The report was created to inform programme and policy development at UNICEF and in the Ministry of Education. No further funding of gender-focused programming has occurred, but the main school-level components will be integrated into the emerging CFS framework.

Learning achievements: A situation assessment of learning assessments in schools was made, followed by the creation of a national testing plan and tool in collaboration with INIDE. This tool measures learning of students, which will be used as a proxy for teaching quality. The implementation of a pilot of the tool took place for the first time in August 2010.

Teacher training: The Teacher Training Master Plan was created by DNEG and Instituto Nacional de Formação de Quadros (INFQ, the National Institute for Textbook Development) with UNICEF support to ensure that teacher training is standardized across the country. The plan is complete and is now being used by the Ministry of Education to implement a large teacher training project, jointly funded by the European Union and UNICEF.

Currently, EEPCT funds ECD policy support, CFS policy and Implementation, the ALP and an evaluation of the EFA plan. This evaluation looked at all programmes that have been funded by EEPCT since 2007, with particular attention paid to the three that were chosen to continue into 2010.

While the EEPCT funding is essential for participation in policy development in Angola, it should be noted that the funding made up 7 per cent of the budget in 2009 (\$523,734 out of a total of \$8,024,898) and 8 per cent in 2010 (\$500,000 of \$6,341,354). The majority of the country programme's budget is currently spent on the construction of schools. Angola has received \$2 million in EEPCT programme funds and has spent \$1,405,479.85 as of July 2010 (see Table 1).

EEPCT Programme Funds Spent				
	Programmes	Partners	Expenditure (US\$)	% of total
1	Accelerated learning	Save the Children, IBIS	\$197,627.09	14%
2	Teacher training	DNEG-INFQ	\$243,313.31	17%
3	Child Friendly Schools	DNEG	\$233,455.76	17%
4	ECD policy (situation analysis)	MINARS/MED	\$34,183.80	2%
5	ECD database	INIDE	\$52,383.99	4%
6	ECD kits	n/a	\$7,143.07	1%
7	Learning achievements (TA)	INIDE	\$190,626.26	14%
8	Basic learning kits	DNEG	\$117,572.87	8%
9	Disaster risk reduction	INIDE	\$19,153.00	1%
10	Gender	DNEG	\$10,454.84	1%
11	Technical assistance (TA)	n/a	\$18,548.48	1%
	TOTAL		\$1,405,479.85	

Table 1

2.0 METHODOLOGY

The evaluation employed a sequential, mixed-methods approach, drawing on both quantitative and qualitative methods, combining comprehensive coverage with in-depth analysis. This approach strengthens validity through triangulation, as well as by using the results of one method to support the informed development of others. These methodologies allow for in-depth exploration of methods and innovation as well as the collection of comparable data across countries.

2.1 Cross-cutting issues

In tandem with its emphasis on how programming directly contributed to the EEPCT objectives, the evaluation also focused on cross-cutting issues identified as essential to all UNICEF education programmes. In Angola the following issues were examined:

- *Gender*: Were equity, equality and empowerment taken into account in EEPCT programmes? Did gender elements of programming include the needs of girls and women and boys and men?
- *A rights-based approach to programming*: Was a rights-based approach a cornerstone for all programming? Did EEPCT help increase participation and equitable inclusion?
- *Disaster risk reduction*: Did EEPCT help minimize vulnerabilities and disaster risks throughout a society? Did it take measures to avoid (prevention) or to limit (mitigation and preparedness) the adverse impacts of hazards, within the broad context of sustainable development?
- *Sensitivity to conflict and fragility*: Were conflict and fragility-sensitive approaches implemented when possible and could these be institutionalized?
- *Accountability, monitoring, evaluation and learning*: To what degree were best practices in monitoring, evaluation and knowledge transfer adopted in implementing the programme?

2.2 Data collection

Data sources included document reviews, interviews with key informants, surveys, field visits and focus groups that were conducted with children, parents and educators. Three evaluation team members carried out these activities in Angola over the course of five weeks in July and August 2010. The information, collected according to the programming priorities of EEPCT, was used to identify and link results in terms of approaches, processes and outputs. All tools can be found in Annexes III-V.

Primary and secondary literature review: The Angola evaluation team conducted a preliminary literature review in order to refine evaluation tools and implementation strategy. The literature review included primary and secondary sources ranging from UN and government documents to publications produced by non-governmental organizations to relevant academic literature.

UNICEF self-evaluations: The evaluation team examined the self-assessment completed by the Country Office. In this assessment, the Country Office described the local context, the specific aims and objectives that were established for EEPCT and the extent to which these aims and objectives are being achieved.

Key informant interviews: Key informants were carefully chosen through consultation with UNICEF and through referrals from other interviewees. Interview subjects included members of the Ministry of Education, the Ministry of Social Affairs and Reintegration, the Social Protection Unit, consultants for EEPCT programmes, members of the United Nations Educational, Scientific and Cultural Organization (UNESCO) and non-governmental organizations, and UNICEF donors. Topics given particular attention in all interviews included UNICEF's contributions to current work, motivations for focusing on particular projects, working relationships with UNICEF and the perceived role of the organization, as well as possible future directions and improvements. At the

regional and community levels key stakeholder interviews were conducted with members of government including the Ministry of Education, teachers, supervisors of teachers and school heads. These interviews contained questions related to the Adequacy Survey, as did national-level interviews, with many questions addressing relationships between levels of government and with implementing organizations, as well as strengths and weaknesses of programmes currently in progress.

Field visits: In Angola the research team spent one week conducting field visits because the vast majority of programming was taking place exclusively in the capital, as policy development and knowledge creation. During the course of the evaluation the team carried out individual and group data collection exercises using various participatory methods including the following:

Adequacy Survey: The Adequacy Survey was used to examine whether programmes followed basic guidelines for programme design, implementation, learning, best practices and standards, and financial accountability. By examining the basic expectations that exist for all programmes the Adequacy Survey is applicable to all EEPCT activities and offers a common framework for evaluation.

EE-DAC Score Card: The Education in Emergencies-DAC Score Card combined the four EEPCT goals and the five OECD/DAC Criteria measured, encouraging participant ranking and discussion of changes to the education system in Angola over the past three years.⁷ This approach allowed the generation of both quantitative and related qualitative findings. The EE-DAC Score Card was used at the national, regional and local levels, allowing collection of information from UN bodies, the Ministry of Education and education employees, including teachers and teacher supervisors.

Focus group discussions: Focus groups were used to explore particular EEPCT-related outcomes at the community level, with youth, parents and teachers, all of whom concentrated on the ALP programme, as it was the only EEPCT-funded programme with which they were familiar. Questions addressed during the focus groups included perceived changes in teaching, support to schools, participation of both girls and boys, and safety in schools.

Participative ranking methodology: The participative ranking methodology (PRM) was used at the community level with parents, teachers and youth. It was mixed-methods approach where a group of individuals with knowledge about the programmes worked together to list particular aspects of the ALP programme or the education system, and then worked together to rank them in order of importance. In the EEPCT programme evaluation the questions posed to youth, teachers and parents alike were: What are the strengths of the programme? What are the weaknesses of the programme? What makes an education system resilient? All groups were asked to relate these questions to the ALP, the programme with which they were familiar.

Sample selection

EE-DAC Score Card: The EE-DAC Score Card was used in group-based data collection to gather the perspectives of changes in education in Angola at the national, regional and community levels. Participants at the community and regional levels were all associated with the ALP, whereas participants at the national level came from more varied backgrounds.

⁷ See Section 4 (p. 7) of Progress Evaluation Terms of Reference v3 20 May 2010 for further explanation of Development Assistance Committee Criteria of focus.

Level	Group Type	Number of Groups	Total Participants
National	Government	3	16
National	United Nations	1	7
Regional	Provincial Education	1	8
Community	Teachers	1	9
Total		6	40

Table 2

2.3 Evaluation team

The global management of the Columbia Group on Children in Adversity (CGCA) evaluation team consisted of two evaluation co-leaders, a biostatistician, a finance administrator and a programme officer. In addition to overseeing and supporting the work of evaluation teams in the six case study countries, the co-leaders and support staff were responsible for implementation of global evaluation activities, as well as final data analysis, synthesis and report writing.

The research team in Angola was composed of three members: Kathryn Roberts, the CGCA team leader, and Patrice Grilo and Rosita Guiamba, national researchers.

2.4 Limitations

The use of group-based data collection methods, including the EE-DAC Score Card, participative ranking methodology and focus group discussions, may not have yielded reliable data with regard to opinions about the Government and any government services. It was potentially dangerous for the participants to offer honest opinions because according to many sources the Government uses confidential informants, so that it is aware of what is happening throughout the country. Regardless of the validity of “watching” or “spying” rumours, the general population believes it, which could heavily influence answers given during group sessions because the respondents might refrain from criticizing the Government for fear of repercussions. This limitation could skew the quantitative and qualitative results of all group activities positively, potentially yielding higher scores and more favourable answers.

Policy development that is being supported by UNICEF is still in its preliminary stages. While it is possible to assess progress towards a final goal for policy development and advocacy, there is simply less to assess at this stage of development than would be the case with direct programming. This limitation could skew results positively, negatively, or not at all, depending on the motivations of the individuals being interviewed and how plans and progress were reported in programme materials.

The education levels of many of the participants in group-based data collection were quite low, such that the practice of discussing questions in a group, sharing opinions and disagreeing with peers was very unfamiliar. All groups with parents and youth were performed without any written materials, meaning that any definitions read had to be committed to memory by participants. In addition, there were often one or two outspoken leaders, especially in parents’ groups, with whom everyone agreed once that person’s opinion was given. During ranking it was extremely rare for any individual to disagree with another’s opinion of where an item should be ranked. This could affect the quantitative results either positively or negatively. Most important, it means that group rankings generally reflected the opinion of the first participant to speak or the group leader, rather than consensus reached by the group.

Before the evaluation began, and during its course, the Country Office pointed out the lack of situation analyses and baselines associated with much of the programming in Angola, which significantly limits the ability to draw conclusions using comparable data. Moreover, the lack of disaggregated, country-level data limits the evaluation team’s ability to verify some of the

perceptions collected in group settings, such as whether there are, in fact, more or fewer girls in school now than there were in 2007. Disaggregated and reliable data from 2007 do not exist; therefore the evaluation must rely on perceptions until various rounds of data collection have been made. As the only national-level data available are summary points from the 2008 IBEP survey, measuring progress is extremely difficult. The dearth of country-level data also limits the ability of the UNICEF education office to measure the impact of its programming compared to progress at the national level.

Finally, other than UNICEF's Education Section chief, no one in any setting had heard of EEPCT. EEPCT activities had to be described to participants individually, rather than those participants being aware of the strategy and theory behind the programmes. This means that there was only one person who could comment comprehensively on EEPCT. Additionally, many of the issues and topics covered by data collection tools and in interviews were unfamiliar to participants. For instance, generally speaking, when questions containing the phrasing "post-conflict or transition" countries were used, participants rarely grasped immediately that Angola was considered a post-conflict country (this happened during the EE-DAC Score Card Exercises). Concepts related to emergency preparedness and DRR were unfamiliar, especially as the geographical area for fieldwork rarely if ever experiences natural disasters. With a lack of familiarity with natural disasters and no recognition of a possible return to conflict, the questions in evaluation tools lacked context for many participants. During the EE-DAC Exercises, the team either used "Angola" instead of these terms, or defined the terms in the question to ensure understanding.

3.0 EVALUATION FINDINGS

3.1 Overview: Results analysis

The Country Office Education Section has implemented 11 programmes using EEPCT funding. These programmes include implementation of accelerated learning for overage children, systemic data collection to inform policy and programming around gender, Child Friendly Schools (CFS), Early Childhood Development (ECD), learning assessments, development of didactic materials for teacher training and disaster risk reduction (DRR) and participation in ECD and CFS frameworks. While EEPCT funding comprises less than 10 per cent of the Education Section's budget, the activities supported make up a considerable proportion of the section's projects and effort, implying efficiency and prioritization of these programmes.

Current programming through EEPCT funding has made contributions to three of the four objectives, including improving quality, improving resilience of the education sector and contributing to evidence-based policies and programming. The funding previously contributed to prediction, prevention and preparedness for disasters, but is not currently applied to this goal. While the various EEPCT-funded activities contribute towards achieving these objectives, progress is predictably slow due to extensive involvement in policy and strategy development.

Effectiveness

The effectiveness of current activities is varied; there is progress but it is often very slow and suffers many setbacks, particularly in relation to policy development. Few tangible outcomes are apparent, as all policy and strategy development work is ongoing and has not yet reached the implementation stage.

Efficiency

The efficiency of EEPCT-funded activities is varied, but generally when they are well implemented they proceed in a streamlined fashion, with dedicated staff members and ongoing attention. Conversely, when activities are poorly implemented and/or monitored, such as the distribution of basic education kits, UNICEF's value added can be called into question and issues of inefficiency arise. The refocusing of the UNICEF Education Section towards addressing fewer issues more coherently enhanced its capacity to function effectively and increased coordination, although according to partners this shift has been poorly communicated, leading to confusion. UNICEF's role as a purveyor of technical assistance rather than material goods was an important contribution to ensuring the sustainability of partners as they gain capacity to continue programmes on their own, and very high government ownership of all programming sustainability is being achieved. Both the Ministry of Education and the Ministry of Social Affairs and Reintegration reported that all current programmes could continue without further input from UNICEF, but that UNICEF's contribution was valued and they hoped it would continue.

Quality of education in Angola has been addressed through ongoing participation in the development of the CFS framework and action plan. The Government has decided that the CFS framework will be a critical factor in enhancing the quality of education. The framework, however, is not yet complete despite several years of development, nor is there a cohesive action plan. Parents, children and teachers also felt that the Accelerated Learning Programme (ALP) contributed to the quality of education. While these programmes demonstrated the will to improve quality of education in Angola, the ALP remains one of few examples where will was successfully translated into action.

Contributions to the resilience of the education system were difficult to measure. The provision of basic learning kits could increase resilience, as could the provision of ECD kits through the Ministry of Social Affairs, but issues with tracking, monitoring and evaluation made the impact impossible to assess.

Through various situation analyses and baselines UNICEF has contributed to the evidence base about education in Angola. In addition, the creation of a database to collect monitoring information about ECD centres and students is the first of its kind. The value of this information in informing policy and programming is, of course, directly related to the extent to which it is used, and in several cases, including the gender report, it is used little if at all. One example of an efficient operational strategy that has been put into practice in various instances is that consultants hired by UNICEF to work in partnership with government work out of that government office, increasing integration with the partner offices and building government capacity. No fit-for-purpose financing strategies have been employed in Angola, nor is a pooled fund or similar scheme under discussion.

While monitoring, evaluation and learning are all priorities in EEPCT programme planning, this rarely translates into action. Monitoring and evaluation of ongoing programmes is weak and disorganized, with supervision often being conflated with monitoring. This affects the programme's ability to scrutinize the achievement of its objectives, which in turn limits accountability. Closely tied to this is the extent to which UNICEF headquarters holds the UNICEF Education Section accountable for its use of funds. The Angola Country Office has never received feedback about any EEPCT reports submitted. The Education Section cannot be held accountable for its use of EEPCT funds without any feedback on reporting or demands to measure achievement of objectives.

Given the extremely difficult working environment of Angola, particularly related to administrative capacity, the sector is doing reasonably well in managing competing, and not always candid, interests. The sector's communication, particularly with government, civil society and the international community is infrequent and incomplete, as full disclosure of the activities and involvement of all stakeholders seldom occurs. The capacity of the UNICEF Education Section staff to address the issues and tasks they have undertaken has been called into question. In addition, staff turnover negatively affects the provision of ongoing technical assistance, delaying and sometimes derailing efforts. The sector has contributed greatly to the creation of quality information about education, and the effect of this work would be greater if the results were shared widely and their incorporation into ongoing programme and policy development was prioritized.

3.2 Goal One: Improved quality of education response in emergencies and post-crisis transition countries

It is not clear that programmes fit within the goals established under the EEPCT, given that none of the EEPCT programmes in Angola were implemented with the goals in mind. This does not mean, however, that programmes did not impact the goal areas, since they directly address education needs within Angola. As yet, the funds have not contributed to relevant and appropriate rapid emergency response.

Child Friendly Schools

EEPCT has contributed to the (ongoing) development of a CFS framework and preliminary awareness-raising in government and at all levels of the education sector. According to the Ministry of Education, the Government of Angola has decided that CFS will be the framework for enhancing the quality of education in Angola and is supporting the further development of an overall vision and action plan for implementation. Thus far the Government has demonstrated high levels of ownership and commitment to CFS, which was made clear through interviews with both UNICEF and the Ministry where the Government's leadership and commitment to national implementation were described. A clear workplan for creating the CFS framework was developed, beginning in 2008 with its integration into the national education reform and national workshops. The CFS framework should have been completed in January 2010. However, according to UNICEF, it is still under development. Implementation of CFS pilots in schools in five target provinces was planned for April 2010, but UNICEF reports that this has not yet occurred as the

national framework has not yet been finalized. According to the Ministry of Education, however, piloting is taking places in several carefully selected schools in Luanda.⁸

The Government has produced promotional materials highlighting the CFS concept that have been distributed to schools and were observed in classrooms during school visits. The framework for CFS has not yet been finalized, stalling widespread implementation. It is not apparent thus far that CFS has improved the quality of education in classrooms, as implementation has been limited to awareness-raising.

Teacher Training Master Plan

The Teacher Training Master Plan (TTMP) represents a national effort to standardize the education received by Angolan teachers. The contribution of the TTMP to education quality was assessed through individual and group interviews with members of the Direccção Nacional para o Ensino Geral (DNEG, the National Directorate for General Education) and UNICEF. UNICEF supported the hiring of an external consultant to conduct a situation analysis and participate in the development of the TTMP. This plan was designed with the varying needs of teachers in Angola in mind, so that it can be implemented both on site at training institutes and through distance learning for teachers in rural areas. The plan highlights objectives to be achieved and necessary elements for accomplishing each objective; however, it lacks concrete steps to be taken and assignment of tasks necessary for carrying out those steps. It has been used though as a basis for a teacher training component of a project co-financed by the European Union and UNICEF.

3.3 Goal Two: Increased resilience of education sector services delivery in chronic crises, arrested development and deteriorating contexts

Resilience of the education sector was not a commonly understood term among any of the participants in the evaluation. Due to the confusion and even unfamiliarity with the word resilience itself, a definition was offered, “What would allow the education system to return to normal functioning as soon as possible after an emergency?” Additionally, examples were offered of emergencies to help participants understand the concept of resilience, most often the floods in Cunene Province and how recovery occurs. Participants in all group exercises, from the national to the local level, were new to the concept of resilience. There is no ongoing discussion of resilience as a general concept, or as one specifically related to education.

Basic learning kits

Given the lack of consensus on the definition of resilience, it is difficult to judge whether a particular activity had an effect. However, using the concept of resilience as defined above during group exercises, basic learning kits could support a return to normalcy after an emergency. However, the kits were not distributed appropriately or tracked, and so the evaluation finds that they did not support resilience.

UNICEF tracked the kits from their warehouse to delivery at the Provincial Education offices, but did not follow them further to delivery at the municipal-level education office or to schools. UNICEF staff members had invoice sheets for total numbers of kits distributed per province but no further documentation. Requests for lists of schools receiving kits from municipalities in Luanda yielded one list. A visit to the education office in this municipality was unsuccessful, as the original list received was for a different type of education kit. There was no record of where kits had been distributed, what criteria had been used for distribution, or who was responsible for choosing schools or overseeing use of materials. Half of the kits for teachers (one quarter of the total kits) distributed to that municipality were in storage, undistributed. UNICEF has since called for internal action to find basic learning kits, which now appear to be “lost.” Given the current status of these

⁸ This disparity in reporting may be due to the Government of Angola’s need to appear to be meeting its commitments, rather than that it is implementing the programme without telling UNICEF.

kits, there is no evidence that they influenced the resilience of the education sector, as their use and utility could not be verified.

Early Childhood Development kits

Many schools in Angola lack basic teaching materials, a situation only worsened by emergencies. UNICEF contributed to preparedness by stocking emergency ECD kits and distributing them to existing ECD centres. Some kits were also given to the ECD training centre, where future ECD teachers can learn how to use the kits in a classroom setting. In cooperation with the Ministry of Social Affairs and Reintegration brief visits were made to view the kits in use at ECD centres in Luanda. ECD centre directors reported that the kits were useful; however, many of the materials appeared to be used by children of an inappropriate age (complex toys being given to toddlers). Additionally, one of the centres reported that they received the kits only a week before the visit, which was planned two weeks ahead of time. Also, the quantity of kits distributed did not appear proportional to the needs of each centre; each centre received the same number of kits, regardless of the number of children.

Better-equipped ECD centres have the potential to contribute to resilience, as it would be possible to return to normal functioning more quickly if toys and didactic materials needed for an ECD centre were present. ECD kits reserved for emergencies could contribute to this resilience.

Accelerated Learning Programme

IBIS and Save the Children are UNICEF’s implementing partners for the ALP and are responsible for the programme in various municipalities of Kwanza Sul Province. This partnership and programme were evaluated through interviews with UNICEF, the Ministry of Education and Save the Children at the national level. ALP trainers and supervisors were consulted at the regional level. Key informant interviews were held with Ministry staff, school principals, teacher supervisors, and Save the Children staff at the community level, along with focus group discussions with ALP students and their parents and teachers. Previous evaluations and documentation were also valuable in the assessment, particularly in tracking progress.

While supporting education for overage students, the ALP also equips teachers with didactic techniques not found in basic education, including participatory and engaging teaching methods, as well as life skills. Additionally, children and young people are educated about their rights according to the Convention on the Rights of the Child.

According to ALP senior staff and supervisors the programme boasts a rigorous supervision framework, where supervisors have small caseloads of schools and make regular visits to ensure that that schools and teachers are appropriately supported. However, during field visits both supervisors and teachers told the evaluation team that supervisors rarely had access to transportation to reach rural schools, making such supervisory visits extremely difficult. The principal at a school outside the small urban area could not recall a single supervisor visit this calendar year, despite the schools being located

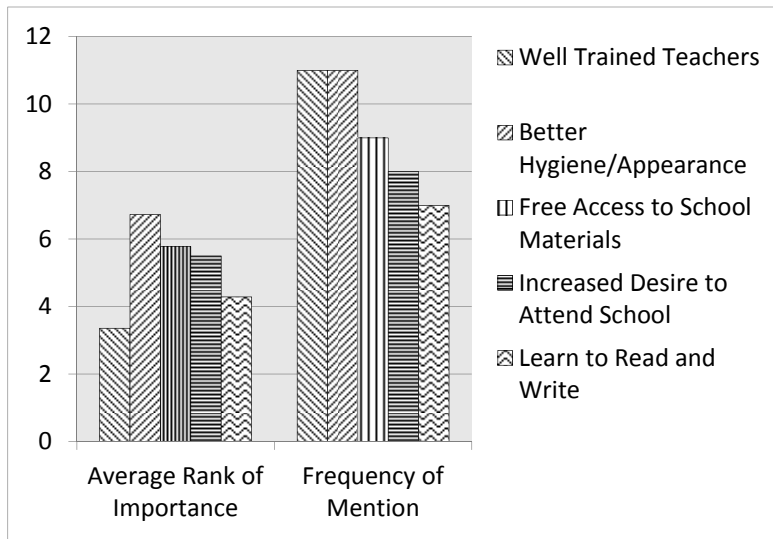


Table 3: Strengths of ALP in Kwanza Sul based on focus

less than 10 km from town. While the existence of the supervision framework is positive and has a significantly more robust design than that of the basic education system, without appropriate tools like transportation its implementation has been greatly impeded.

Group-based data collection found that parents and students alike greatly appreciate the ALP, with all groups mentioning good-quality teaching, which was ranked most important overall, and the improved appearance and hygiene of students, which tied with well-trained teachers as most frequently mentioned. Parents and teachers were most likely to single out the progressive and participatory teaching methods, including one of two teachers' groups and one of two parents' groups mentioning that children learn faster and that new methodologies are used, and all four groups mentioning the increase in the number of students. All eight groups of students focused on access to books, pens and pencils and their excitement at participating in the ALP and learning how to read and write. Finally, both parents and students mentioned the increased will and desire of students to attend school.

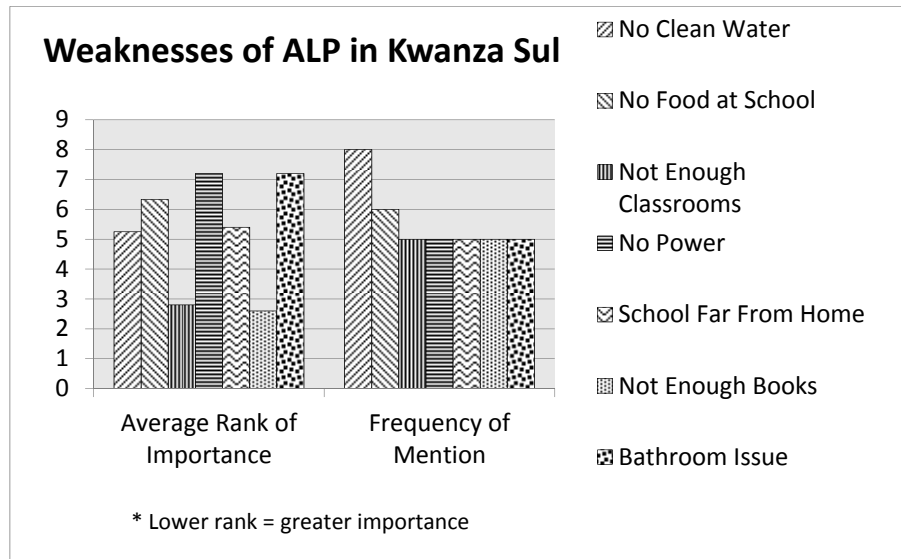


Table 4 : Weaknesses of ALP in Kwanza Sul based on focus group

When addressing weaknesses of the ALP, students focused on lack of snacks at school in seven of eight groups, and lack of clean water in eight of eight groups (and one parents' group as well). The weaknesses ranked as most important on average were: not enough books, not enough teachers and not enough classrooms. In addition to these areas, teachers' perspective on ALP weaknesses focused on lack of training of school principals about the ALP, the difficulty of having adults and students in the same class, poor selection criteria for students entered into ALP classes and lack of sufficient time for each module. Parents also had concerns of their own, focusing on lack of teachers, lack of respect and discipline in classrooms, and lack of well-trained teachers. A lack of basic amenities was also a focus across all groups including unavailability of clean water (8 of 11 groups), lack of power (5 of 11) and either the absence of any bathroom or an appropriate bathroom (5 of 11).

One potential downside of the ALP is a failure to understand the concepts and purpose of the programme on the part of teachers and school heads, who were often unable to describe the goals of the ALP or what types of students should be enrolled. This led to children and young people being transferred into ALP classes despite the fact that they might not be appropriate candidates, or those who ought to be in the ALP not being introduced into that classroom. According to a key informant with significant experience evaluating the ALP, it sometimes occurs that the ALP classroom is where underachieving students are sent after they have failed a grade several times and have become overage for their classroom, rather than targeting the programme to out-of-school children. This distorts the purpose of the programme to a certain extent, making the ALP a classroom of children with learning difficulties, as well as those who enrolled in school years after their age group. Additionally, according to ALP teachers and supervisors, there is very little outreach to attract children outside the formal education system into the ALP, so that out-of-school children are not being reached.

Contributing to resilience

Perceptions of resilience were discussed in depth during group-based data collection activities with ALP students and their teachers and parents, as well as with government and UN groups at the regional and national levels.

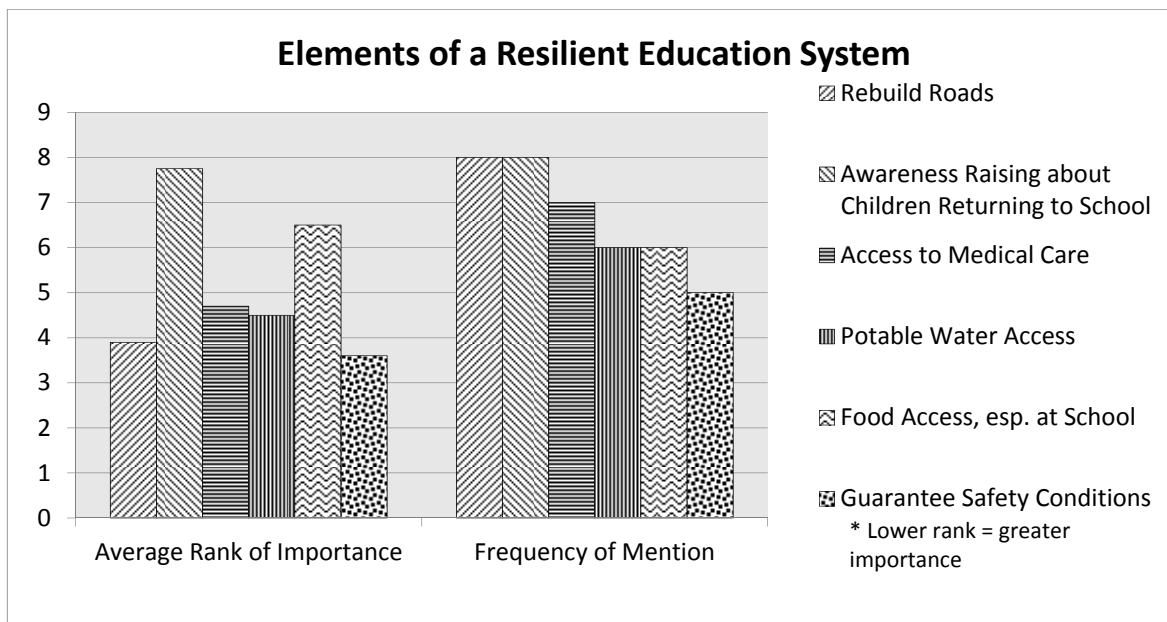


Table 5: Elements of a Resilient Education System based on Focus Group

During data collection exercises in Kwanza Sul, groups of youth, teachers and parents were asked to discuss what resilience in an education system entails. The groups worked together to list elements that could enable this recovery and return to normalcy, then ranked their importance to the process. As the majority of participants had never experienced a natural disaster they were asked to think of regions of Angola known for flooding and drought and to think about ways those situations could be improved. In total the 11 groups listed 36 possible elements that could contribute to the resilience of the education system. Raising awareness to encourage children to return to school and rebuilding roads were mentioned most frequently, in 8 of 11 groups. This was followed by access to medical care mentioned in seven groups, and access to potable water in six. Infrastructure and the rebuilding of roads were both most frequently mentioned and most highly ranked on average (average rank = 1 of 10), with having a strategic plan for emergencies (average rank = 3 of 10), recruiting people to repair damage (average rank = 3.3 of 10) and the Government and non-governmental organizations working together to give funding and support (average rank = 3.5 of 10).

Discussion in Education in Emergencies-Development Assistance Committee (EE-DAC) groups at the national, regional and community levels also addressed resilience in the education system. Participants were asked to rank how the education system's ability to recover from emergencies had changed since the EEPCT programme began in 2007. On average, group ranking was 3.83, meaning that groups felt the ability was somewhere between no change (3) and better (4). Two of six groups commented that there had been no change or progress, as justification for their ranking of same/no change (3). However, four groups that ranked the change as either better (4) or much better (5) believed that the national education reform had contributed to resilience, and that people in Angola, particularly in the education sector, are thinking more about disaster and emergencies now than they were three years ago.

All recommendations about how to improve the current situation included the creation of a strategic plan to address emergencies within the education sector. Greater collaboration with local authorities and sharing knowledge about disaster preparedness with communities were also mentioned as priorities.

3.4 Goal Three: Increased education sector contributions to better Prediction, Prevention and Preparedness for emergencies due to natural disasters and conflict

Key informant interviews and group-based data collection exercises at the national, regional and community levels all yielded information indicating that there is little if any focus on preparedness, prediction or prevention of future natural disasters or conflict. Previously support was lent to the National Service for Civilian and Social Protection Unit, which is charged with developing and implementing DRR plans. During an interview members of the Civil Protection Unit described their eagerness to integrate DRR into basic education at the primary-school level, and to involve communities in these activities. Plans for implementation have been developed and a short pilot of the project was conducted. According to Civil Protection Unit staff, the current stumbling block is a lack of financial and institutional support.

There is no current UNICEF education sector involvement in promoting EEPCT Goal Three. This is because UNICEF bases its programming on that of the Government of Angola, which has not identified DRR as a priority. The creation of a curriculum and training materials has the potential to contribute to this goal in the future.

3.5 Goal Four: Evidence-based policies, efficient operational strategies and fit-for-purpose financing instruments for education in emergencies and post-crisis situations

UNICEF's Education Section focuses on supporting policy development, so assessing whether that work has been based on evidence and best practices was carried out through key informant interviews and review of workplans and draft policies. The existence of efficient operational strategies was examined similarly, through interviews and document review, particularly by exploring working relationships between UNICEF and its partners. No fit-for-purpose financing strategies or financial mechanisms like a pooled fund are in use or planned in Angola, and thus did not enter into the evaluation.

Learning achievements

The innovative use of EEPCT programme funds to hire a consultant experienced in learning assessments from Mozambique was an asset to the Instituto Nacional de Investigação e Desenvolvimento da Educação (INIDE, the National Institute for Investigation and Development of Education) during its development of the tool to measure learning achievements in primary school. Use of funds in this way was possible because of EEPCT's flexibility, allowing an in-depth focus on policy and planning. A situation analysis was conducted to assess the current curriculum to ensure that the tool was based on what children were actually taught. The tool also incorporated information from stakeholders gathered during school visits, interviews and focus group discussions, as well as the technical expertise of an international consultant; these were two signs of a programme based on evidence and best practices.

The learning assessment tool has been piloted and is currently awaiting data analysis to further improve the methodology. This stage of the project is several months behind schedule, but otherwise is on track. The consultant was stationed at INIDE rather than the Country Office, to ensure ongoing communication and that he was part of the team developing the learning assessment tool. Members of INIDE appreciated this operational strategy as it solved many communication issues and allowed for significant knowledge transfer to INIDE staff. The same

model of technical assistance is now being used for teacher training and CFS support to the Ministry of Education.

Child Friendly Schools

The development of the CFS framework is an intersectoral approach that will serve as a key component for improving the quality of primary education within Angola's education reform. A situation analysis was carried out in UNICEF's five focal provinces to ensure that the policy and action plan developed are evidence based and to ensure that a baseline exists against which future results and progress can be compared.

Early Childhood Development

UNICEF's participation in the ECD situation analysis, development of a monitoring database and the use of this information as the basis for the ongoing creation of an ECD policy is an example of a comprehensive strategy to ensure that all programmes and policies are developed with reliance upon a solid evidence base. The development of an ECD database has been a multi-year process, working to find a method of data collection and storage that is appropriate at the community level and provides useful information at the national level. The creation of this system to provide monitoring information at a national level is innovative in Angola and can be used to inform the development of an ECD policy in the future.

Gender situation analysis

A situation analysis of gender equity and opportunity in the educational system was conducted with EEPCT programme funds. The report was intended to inform further policy and programme development, both for UNICEF and the Ministry of Education. The current utility of the report is unclear, however. Several key informants commented that they had heard of the report, or might have received a copy, but to their knowledge it was not being used to influence policy or programme development. UNICEF's Education Section agreed that promotion of the report had not been a priority recently, and without their efforts to push it forward, the report was not used. However, its findings will be incorporated into development of the CFS framework.

3.6 DAC Criteria

Relevance/Appropriateness (average rank 4.17)

Examining the relevance and appropriateness of EEPCT-funded programmes is essential to determine "whether the project is in line with local needs and priorities, as well as donor policies." Changes in access to education in emergencies or post-crisis transition, leading to increased enrolment, could indicate that programmes implemented have contributed to relevant and appropriate responses. All key informants agreed that addressing education quality and access, and working through policy development to ensure that comprehensive and appropriate activities are developed, fit the needs of Angola. These needs are also present in all available statistics, which show that while student enrolment and the number of teachers are increasing, the quality of education and being able to measure change and progress both need improvement.

In group-based activities five groups agreed access was "better" (4), and one group said it was "much better" (5). The main contributors to access in the eyes of participants were the number of new schools that had been built since 2007 and the number of new teachers. It was also considered important that more children are in school. Recommendations from participants for further improvements in access to education included increasing attendance, especially in rural areas, building more classrooms and schools, and hiring and training more teachers. One group mentioned the need for a rigorous monitoring and evaluation scheme to assist in evaluating the implementation of the education reform, as it was well planned but implementation has been poor.

The quality of education in emergencies or post-conflict transition or the quality of education in Angola was perceived to be "better" (4) than in 2007 by five of six groups, with one group seeing

no change (3). Reasons for this improvement in quality included: better-trained teachers, more schools and improved supervision of teachers. The group that saw no improvement explained that while efforts to improve quality do exist, their implementation is poor, specifically referencing the training of teachers.

Group participants thought quality could be improved through increasing the capacity of supervisors of teachers, ensuring that well-trained teachers are in all regions, improving teacher training, including a school snack for students, providing more materials, furniture and laboratory equipment in schools, creating libraries in communities and improving the leadership capacity of school principals. Girls' enrolment in schools was perceived by all parties as having increased, with rankings ranging from "a little better" to "much better", with an average rank of 4.6. An awareness-raising campaign about sending girls to school was cited by four of six groups as having improved enrolment. However, one group mentioned that while the reduction in the gender gap was previously decreasing quickly, progress had slowed. The IBEP survey showed the enrolment ratio of girls to boys at 0.98, which signifies that girls do, in fact, enrol in primary school at almost equal rates to boys. However, two groups mentioned that while enrolment of girls has increased, retention of girls might be considerably lower, particularly in rural areas due to housework, marriage and pregnancy.

When considering how to increase girls' school enrolment, continuing and increasing awareness-raising campaigns were mentioned, targeting both parents and girls. Sex education training was indicated as a way to increase attendance of girls and keep them in school, as was encouraging girls who are married, pregnant, or have children to continue attending school. Incentives to parents for sending girls to school were also mentioned, both in kind and in cash. Finally, schools located closer to students' homes were identified as a way to promote regular attendance by reducing travel time.

Effectiveness (average rank 3.67)

Assessment of the effectiveness of programming was based largely on perceptions, given the lack of baselines and representative data collection across activities. Additionally, since much of the Education Section's EEPCT-funded work is related to policy development, and has been completed yet, key informants were asked about their perceptions of relative progress. Overall effectiveness varied between activities, largely because of differences in skills and the oversight necessary. For instance, learning achievements appears to have been largely effective, meeting milestones to complete the creation of an education performance assessment, which was in the piloting process during data collection. Alternatively, the basic learning kits were less effective, as they do not appear to have reached the intended population, while the effectiveness of those in storage for use in the event of a complex emergency cannot be judged for effectiveness until UNICEF is called upon to deploy them. Overall, UNICEF's Education Section seems to do its most effective work when advocating with the Government to prioritize particular education issues and when providing technical assistance. Work is less effective when one looks at monitoring and evaluation implementation and goods distribution.

The education system's ability to recover from emergencies was perceived to be "better" (4) by four of six groups, but two groups believed it had not changed (3). Those that believed there had been positive change gave the national education reform as an example of improvement, with all four groups that gave positive rankings stating that they believed the education system has the capacity to recover. Those that did not see change explained that they had seen no direct action to address this. They specifically cited the recent example of Angolans being expelled from the Democratic Republic of the Congo as an example, saying that the Government's response was "no different than previous times."

Recommendations for improvement focused on the development of a strategic plan to address emergencies within the education sector that includes involvement of both local authorities and the community. One group mentioned transportation in case of emergencies and schools that are built with quality, while another focused on the need to train members of government and community in emergency response. Identifying disaster preparedness as a priority within government, rather than just recovery from conflict, was recognized as a key issue, because now, according to participants, no one ministry is responsible for preparedness and because of that no one is focused on it.

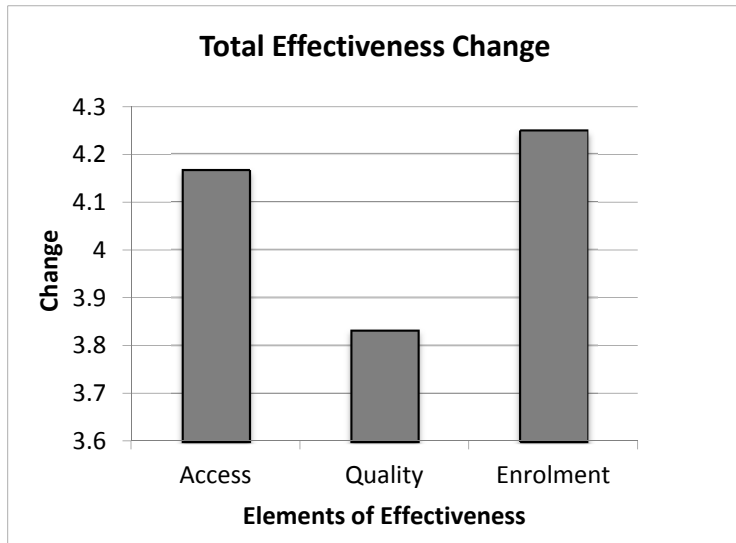


Table 6 Average Total change in Effectiveness according to focus group discussions

All six groups perceived government preparedness and early warning knowledge to be better in 2010 than it was in 2007. The creation of the National Civil Protection Commission was cited as the main improvement by five of six groups. The creation of a DRR curriculum was also given as an example of the Government’s increased preparedness and early warning knowledge. One participant described this change: “Government knowledge about early warning and preparedness is increasing, they know they *should* be doing something, even if they are not doing it yet.”

Suggestions about how to improve the Government’s preparedness and early warning knowledge included: having an emergency plan and reacting immediately when disaster occurs, better coordination between government, the UN and non-governmental organizations so that they are ready to work together when a disaster occurs, improving drainage and improving information sharing with the community during a disaster. Additionally, the concept of the guidelines of the Inter-Agency Network for Education in Emergencies (INEE) was explained at the outset to one group, and that group then suggested their implementation in emergencies.⁹

Efficiency (average rank 3.8)

Efficiency measures how economically inputs and resources are converted into results in a given activity or programme. EEPCT funding has been spread fairly evenly between activities thus far, with 14 per cent dedicated to ALP, 17 per cent to TTMP, 17 per cent to CFS, 14 per cent to learning achievements and 7 per cent to various elements of ECD framework development (see Table 1). Given the total funding dedicated by the EEPCT programme and the limited staff, the Education Section is involved in an impressive number of activities. While progress has been seen in most of these activities, three examples do not follow this pattern, the ECD database, the provision of basic learning kits and the creation of a DRR plan and curriculum. The distribution problem of the basic learning kits has already been discussed. The ECD database was inefficient due to the initial database requiring electricity and computers that did not fit local conditions; the second version of the database created was being started during data collection, which involved centralized data entry. Finally, the DRR plan was inefficient only in that it was never applied and its application is currently unfunded, so that inputs have led to no outcomes thus far. If DRR

⁹ This was not done in every group because there was so little familiarity with INEE – in most cases none – that it was not time effective to explain the concepts thoroughly to every group. However, each group received a basic explanation, as well as the INEE website when applicable.

receives additional funding from any source and the curriculum is implemented, it could be a relatively efficient activity.

When examining efficiency during data collection, groups were asked to consider how well the programme (UNICEF at the national level and the ALP at the regional and community levels) performs compared to other similar programmes. Responses were varied. One group thought UNICEF “does a much better job” (5) than other organizations, giving far more technical and financial support. One group ranked UNICEF as “worse” (2) than other programmes, stating that the organization is too narrowly focused, with few activities implemented on the ground; the Spanish Cooperation Agency was cited as an example of a better programme. Three groups ranked UNICEF/ALP as “better” (4) than other programmes, given the increase in literacy among students. One group declined to answer.

Recommendations of how UNICEF could improve its performance in the future again varied by the type of group responding. Improved communication and information sharing, especially in planning programmes and developing policy were cited as important. Three groups suggested continued and increased support of the ALP.

Another measure of efficiency in the progress evaluation was the change in child safety in schools since the beginning of the programme. All groups had difficulty answering the question, as safety in rural and urban areas is extremely different in Angola. Four groups ranked safety as “better,” one group as “a little better” and one group as “much better.” One reason for improvement was the creation of school police brigades that guard schools in Luanda, decreasing active crime at schools. Knowledge of children’s rights was cited as an element that helped children keep themselves safe. Corporal punishment of children in schools was described as still occurring, although there is a policy against it. Group learning methods used in ALP classrooms were perceived to increase cooperation and friendship among students, improving safety. Finally, one group described a general change in the attitude and goals of Angola as a whole, moving away from violence and pursuing the realization of human rights.

Participants described a need for systematic and standardized measures to improve student safety in schools, including increasing the presence of school police brigades, improving relationships with the community so they will watch out for children walking to school, creating a public school bus as public buses can be dangerous, and speed bumps and traffic signals near schools to slow traffic.

Coherence and coordination

Unfortunately, coherence and coordination could not be considered with groups as there has been no implementation of INEE minimum standards (beyond discussion of forming a working group) and an Education Cluster does not exist. Two groups were able to rank change in implementation of INEE standards, and both described no change as having taken place, as they had not been incorporated into programming or policy in 2007 or 2010. There is a relationship with the regional cluster, which is based in Windhoek, Namibia. There is progress at the regional level, and a representative has been sent to Luanda to work with the office there. However, very little has been done towards integrating preparedness and disaster knowledge into programming and coordination efforts.

Sustainability/Connectedness (average rank 3.5)

Sustainability and connectedness were assessed through focus groups using the EE-DAC Score Card as well as through review of documents and interviews with key stakeholders. When asked about the sustainability of programmes supported by the EEPCT programme, members of both UNICEF and the Ministry of Education expressed confidence that activities would continue even if financial support from the programme were no longer available. Ministry officials in particular expressed commitment to the activities that the EEPCT programme has supported, describing them as priorities not only for its partnership with UNICEF, but also for the Ministry. Given the

UNICEF education programme’s range and breadth of funding sources, as well as the Ministry’s expanding budget, it is likely that with the commitment of both partners’ activities that are currently funded by the EEPCT programme are sustainable for the near future. While the success of these activities is not necessarily guaranteed, it appears they could be financially viable, independent of EEPCT programme funding, if necessary.

The education sector’s ability to prepare for and respond to emergencies was ranked as unchanged in three groups (3) and as better (4) in three groups. Groups that did not believe anything had changed described a lack of systematic effort to improve this ability and considered that the education sector did not have the capacity or skills to respond to an emergency situation, relying instead on its partners. Groups that believed there had been change noted the growing awareness that a plan needed to be made, and that the Ministry of Education is part of the Inter-Ministerial Commission for the Prevention of Catastrophes. While the Government was perceived to have made progress, all groups described the reality in communities as unchanged.

Participants identified the creation of a strategic plan to respond to and address emergencies within the education sector as a gap. An awareness campaign about procedures to follow in case of an emergency, as well as education for communities about preparedness was a needed measure noted in groups.

Participants believed that having funds available to respond to an emergency, flagged for the education sector, was essential for recovery. Finally, group members thought

decentralization of the National Civil Protection Commission would enable better implementation on the ground, rather than having response directed from the national level.

Government capacity to support education in emergencies or post-crisis transition was rated as better by five groups, especially with the appointment of the position of Vice Minister for Emergency Situations. Also, the fact that the Government now pays the salaries of all teachers was cited as an example of its capacity. One group did not respond, as they did not feel equipped to speak about the capacity of the Government.

Recommendations by group participants to further improve government capacity included allocating funds for emergencies, continuous support to ensure that all affected people can return to normalcy, increased coordination between government, the UN and non-governmental organizations, an increased focus on preparedness for future disasters rather than only on post-conflict recovery, as well as the creation of universities and high-level learning institutes at the municipal level so all citizens could be more educated and better able to respond to emergencies.

The groups viewed monitoring and evaluation of the education system as “better” in four groups, “a little better” in one group, and “the same” in one group. Examples of how the system has improved included the establishment of a monitoring and evaluation commission by the Ministry of Education to reinforce existing efforts. Teachers’ use of lesson plans with clear objectives was also mentioned. Improved school inspection and supervision of teachers were given as examples of ongoing monitoring efforts. Monitoring and evaluation was described as more highly valued

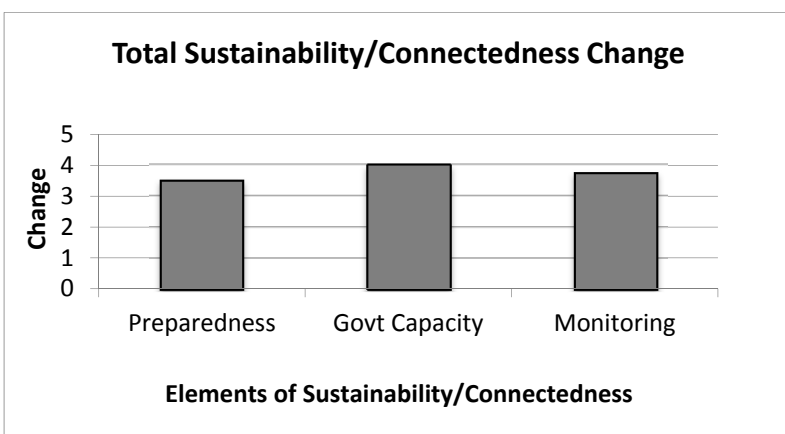


Table 7: Average Change in Sustainability /Connectedness according to Focus Group Discussions

now, but participants clarified that this has not necessarily translated into well-funded and well-implemented systems.

To further improve monitoring and evaluation of the school system, group participants recommended more technical assistance, materials and human resources for the Monitoring Commission. Continuing to improve the school inspection process to ensure that the quality of schools in Angola is maintained was described as important. Funds to cover the costs of monitoring and evaluation, especially trips, were noted as lacking, as was technical equipment like computers and photocopiers to better collect and evaluate data. Those who did not perceive a change believed that implementation of the monitoring and evaluation scheme as it currently stands in policies and action plans would be the best solution.

3.7 Cross-cutting Issues

Gender

Gender equity in the classroom is improving in Angola, with girls' enrolment nearly equal to that of boys.¹⁰ Gender is a core element of all EEPCT programming in Angola. UNICEF's primary gender-related activity was to support the gender situation report so that further policies and programming promoting gender equality in schools could be evidence based. Members of the Ministry of Education including teachers and policymakers cited this report as an important body of research. However, awareness of the results of the report outside a small group of involved parties at the national level was low. Further, despite the fact that the report had been completed months before the evaluation, few people were able to share thoughts on its findings or how and in what capacity it was currently being used.

On paper, all EEPCT programmes in Angola fully consider gender; for example, teachers have received gender-sensitivity training, and students in some schools participate in youth groups addressing HIV/AIDS, sexuality and gender. However, the conceptualization of gender as an important issue and implementation of activities that promote gender equality in schools were not always congruent, with elements like gender-segregated latrines regularly missing from supported schools,¹¹ and no teachers aware of any specific approaches to encourage girls' enrolment and attendance. Apart from the situation assessment, no further funding of gender-focused programming has occurred.

Rights-based approach to programming

The ALP embraces a rights-based programming by offering education to overage children and those who might otherwise be pushed out of school. However, the lack of community outreach to ensure that children with disabilities and other vulnerable groups of children are guaranteed access to education is a shortcoming. Additionally, the idea that school can be a place for the fulfilment of many rights, beyond the right to education, is not fully realized in Angola. Children may attend school hungry or ill because of lack of access to nutrition and health care, and these rights are not incorporated into education structures.

A rights-based approach to programming was not used in the development of all policy and action plans, with very little participation of actors outside the Government and the UN, in large part due to the Government's hesitancy to work with other types of actors. The creation of policies and plans do not involve stakeholders consistently, especially those in civil society, participants in community-level education, or children and youth, beyond data collection. Many, but not all, EEPCT programmes use 'workshops' as forums for broad-based participation; however, those

¹⁰ Ministério do Planeamento and Instituto Nacional de Estatística (INE), 2010.

¹¹ All UNICEF-supported construction mandates gender-segregated toilets. However, although all schools evaluated here received some support from UNICEF, all facilities were not constructed by UNICEF, thus the discrepancy between policy and the situation on the ground.

invited to attend these events reported that they were used as sites for the presentation of finalized plans, rather than places for collaboration and participation.

Disaster risk reduction

The current EEPCT programming in Angola does not contribute to better preparedness in emergencies or contribute to reducing risks in the event of an emergency. The potential for this contribution exists, as a working group is currently being formed to explore the implementation of INEE standards. Additionally, many stakeholders at all levels consulted expressed interest in information about and involvement in DRR programming. DRR is not considered by UNICEF's Education Section in planning or implementing programming due to the Government of Angola's lack of prioritization of the topic. The EEPCT programme previously contributed to DRR through the creation of teacher and student manuals and a board game. These materials have not yet been integrated into the national curriculum or implemented in schools; UNICEF is no longer supporting the programme.

Sensitivity to conflict and fragility

Recognition of Angola as a post-conflict State and the potential for related fragility was described as essentially non-existent during interviews and group-based data collection activities. Conflict in Angola is sporadically ongoing between the Government and a separatist group in Cabinda Province, but this is not one of UNICEF's target provinces. Past and present conflicts were not perceived as a current issue or priority, but rather as a past one that no longer exists. The majority of the country has experienced peace since 2002, and neither Angola's citizens nor its Government anticipate a return to conflict. For these reasons, the value of institutionalization of conflict- and fragility-sensitive approaches may be unwarranted and locally unacceptable according to various key informants at the national level (except in the case of Cabinda).

Accountability, monitoring, evaluation and learning

While monitoring, evaluation and learning are all priorities in EEPCT-funded programmes during the creation of action plans, this was rarely translated into action. Currently there are no organized schemes to prioritize, create and implement monitoring and evaluation across the section. While field visits do occur, as do reviews of partner reports, none of these measures is systematic enough to be defined as ongoing monitoring. The monitoring and evaluation that does occur is very weak, with supervision often conflated with monitoring. This affects the programme's ability to scrutinize the achievement of its objectives, which in turn limits accountability. Data collection was strong in a few programmes that focused on situation analyses and baseline studies. In the case of basic learning kits there was no monitoring, eliminating the possibility for accountability, evident in the thousands of dollars of EEPCT money spent while no one was able to locate kits, let alone demonstrate their value to the programme. Increased accountability through and for monitoring and evaluation as well as sharing of information is essential in EEPCT programmes, according to UNICEF staff. UNICEF is no longer engaged in providing education supplies, other than for national emergencies, precisely because experience from this activity has demonstrated the fact that there is little additional value added in doing so, and monitoring of the distribution and use of supplies is problematic.

Closely tied to this is the extent to which UNICEF headquarters holds the Education Section accountable for its use of funds. The Angola Country Office was required to list objectives and amounts for its EEPCT-funded activities for the first time in its 2010 on-line proposal for funds, and has never received a response about any submitted reports. Without any feedback on reporting or demands to measure achievement of objectives, which necessitate strong monitoring and evaluation, the Education Section cannot be held accountable for its use of EEPCT programme funds.

3.8 Operational issues and management

Communication

Gaps in knowledge and understanding exist between UNICEF and its partners. Difficulties in communication are not the fault of any one party, but these issues negatively affect planning, work patterns and programme implementation. An example of this miscommunication is related to the CFS framework development. During interviews with both UNICEF and the Ministry of Education it became apparent that there was a lack of clarity about the extent of progress achieved. UNICEF believed that development of the framework was still in progress,¹² whereas the Ministry reported that it had been completed and implementation was well under way. It is possible that both of those things are true and that a preliminary framework is complete but revisions are still taking place; or that both parties have not agreed upon a finalized action plan, but implementation is being piloted. UNICEF and the Ministry have since agreed to focus on the development of a comprehensive action plan before large-scale implementation.

Communication between partners and beneficiaries about when and why projects are discontinued is incomplete, as various partners expressed confusion about why a particular programme element was no longer funded and whether there would be funding in the future. When the UNICEF country programme shifted to focus on national priorities and technical assistance rather than direct service, it appears that the reasons for this were not well communicated to partners on all levels. Many were left feeling as though UNICEF had abandoned programmes, despite the fact that UNICEF had fulfilled all obligations outlined in each project's terms of reference. For example, related to the gender report, UNICEF committed to supporting the design, implementation and launch of the report, which was done; however, Ministry staff reported a lack of understanding about the reasons why UNICEF has not continued supporting gender-related programming. This leads to uncertainty among partners about the consistency of UNICEF support and whether the organization can be depended upon as a partner.

Staff turnover

Staff turnover was mentioned to the evaluation team both by UNICEF staff and by partners as an issue that hinders continuity of programming and relationships. Turnover is a particular issue with international staff as Angola can be a particularly arduous posting, meaning that most stay for their two-year contract only, or sometimes even less. Institutional memory and momentum are lost when staff members leave, as are relationships built over time.

Financial allocation

The reorganization of UNICEF's education programmes has significantly simplified the EEPCT programme, allowing a more concentrated effort on fewer topical areas. However, the previous focus on supplies, particularly kit procurement and delivery may have been ill advised given the difficulties in monitoring such immense distribution efforts and the costs associated with importing materials. Procuring, receiving, storing and transporting goods in Angola are all extremely expensive, and the Government has the resources to do this, as well as the relationships to make the process go smoothly and cost less. The UNICEF Country Office and the Education Section were able to refocus the programme away from these logistical elements, to focus on technical assistance and add significantly more value than the provision of goods.

Evidence base and learning

The international evidence base for quality education programming in post-conflict and developing contexts is underutilized. Despite the implementation of global educational frameworks such as CFS and EFA, the programmes being planned in Angola are in danger of differing greatly from their namesakes. International site visits and documentation have been used to inform partners of the importance of following these strategies. The uneven implementation of the programmes

¹² Evident in the rough draft shown to the evaluation team.

suggests that these messages have not been absorbed. Current ownership of these programmes by the Ministry of Education is high, but reliance on and trust in the evidence base that supports them is surprisingly low.

Monitoring and reporting: Country Office response to EEPCT's revised logframe

As part of this global evaluation, UNICEF Education Section and Evaluation Office requested that all EEPCT-funded countries use a revised logframe to report the results of their country education programmes.

Overall, the Country Office was able to report very few figures due to the lack of data in Angola in general, and in the education programme in general, and in cases where current data exist, no data existed formally and changes cannot be given. For example, the number of out-of-school children was calculated for the first time in 2009, at approximately 2.5 million, but no change could be calculated. The percentage decrease in out-of-school children by gender was estimated at 47 per cent for boys and 53 per cent for girls in Angola, and 43 per cent for boys and 59 per cent for girls in Kwanza Sul, the province where EEPCT programme funds are applied.

The Country Office was able to report on enrolment rates after the release of the IBEP population survey, with enrolment at 9 per cent in ECD, 76.3 per cent in primary school, and 18.6 per cent in secondary school. The primary-school completion rate is estimated at 54 per cent currently, but accurate and recent statistics were not available. The Country Office noted that despite more children enrolled in school the quality of education is still poor, with challenges in the curriculum, teaching skills, management, community participation, inclusiveness and environment, as well as measures to improve student retention. While demand for teachers still outstrips supply, evidence that this is being addressed is present in the almost 180 per cent increase in total teachers, although there is no measure for whether they are well trained. The Government is supporting funding for the rapid expansion of the education system, with the percentage of the national budget dedicated to education having increased from 5.61 per cent in 2007 to 8.52 per cent in 2009.

Overall, the detailed information collected over many years required to address the indicators in the logframe was not generally available. It is important to recall that the Country Office had not previously received this version of the logframe and was thus working to address indicators not identified at the start of the project.

3.9 Partnerships

The Government of Angola is the primary partner of UNICEF's Education Section. The Government and UNICEF developed a five-year joint plan outlining their interaction and how they will work together, with UNICEF developing programmes based on governmental priorities. According to UNICEF, this system encourages government support and ownership of programming. UNICEF's promotion of EEPCT goals within the Government has been minimal, but the evaluation team found that expectations such as this were not communicated clearly to the Education Section from UNICEF headquarters, and therefore this has not been a priority. This is due, in large part, to high staff turnover, insufficient handovers and a lack of institutional memory related to programming and advocacy specifics.

The partnership also has significant limitations. While UNICEF describes itself as a partner in the policy development process, the Government is not always open to considering UNICEF's contributions and recommendations. Clarity is lacking about each partner's role in the programmes on which they collaborate; for example in the ALP, from supervision to reporting on implementation. While a strong partnership with the Government is essential to making progress in education in Angola, the Ministry does not consider UNICEF's policy-related contributions to be highly valuable.

UNICEF's EEPCT-funded education activities have limited interaction with civil society and national and international non-governmental organizations. With a focus on EEPCT-funded programming, UNICEF's only partnerships outside of government are with Save the Children and IBIS, which are implementing partners for the ALP in Kwanza Sul Province. UNICEF also coordinates an education sector working group, which has been well organized but is not currently very active.

The development of policies and programming needs civil society's input to ensure policies are meaningful and address relevant issues. The Government has expressed reluctance about working with civil society, including either national or international non-governmental organizations because of a perceived lack of capacity. Despite UNICEF's best efforts to promote such involvement, progress has been extremely limited, although notable in the ECD policy development process.

Interaction between UNICEF's education sector and the Netherlands Embassy in Angola is non-existent, despite the fact that UNICEF has very good relationships with other key embassies that are also large donors. Representatives of the Netherlands in Angola, for example, were made aware of the EEPCT programme just days before meeting with the evaluation team and therefore could not speak about any of the work that had been done. Representatives of the Netherlands are currently working with the Angola human rights commission to incorporate teaching around the Convention on the Rights of the Child into the Angolan curriculum, one of the express goals of CFS. This is an example of a missed opportunity for collaboration.

Communication about the EEPCT programme between the Country Office and UNICEF headquarters has been limited to financial discussion and the yearly submission of a progress report, with no response from headquarters. Given the emphasis placed on global coordination of education responses in emergencies and the push for implementation of the INEE standards and the cluster approach, this lack of guidance and coordination makes management of the fund as intended very difficult. The Regional Office has been very supportive of the Country Office, including sending the Education in Emergencies Regional Officer to offer support in Luanda. However, the Country Office has yet to act on the recommendations set forth during this consultation because of staffing shortages, which should soon be resolved.

4.0 THE WAY FORWARD: LESSONS AND RECOMMENDATIONS

4.1 Lessons learned and conclusions

Poor communication between EEPCT globally and the Angola Country Office, lack of clarity about programme design expectations and EEPCT goals, and the need for adherence to a global framework made for confusion and a complicated evaluation. However, although the Country Office did not design these programmes with EEPCT in mind, they were chosen because they fit within the four objectives. All activities funded by the EEPCT fit under at least one of the global Goals, although they were not designed with that purpose. Additionally, because adherence to the EEPCT logframe was not emphasized, nor did the current Education Section chief have a copy of it prior to this evaluation, assessment based on its elements was difficult for both the Country Office and the evaluation team. More direction about the types of programmes that should be funded under the EEPCT programme and to what extent country offices will be held accountable for contributing to the accomplishment of some or all objectives will encourage prioritization of the fund and its objectives.

Flexible funding is valuable because it allows the Country Office to be involved in the policy development process to a much greater degree than would otherwise be possible. Also, by thinking creatively about contributions to the education sector the Country Office was able to utilize EEPCT in a manner that fitted local conditions and needs rather than focusing only on the most common education interventions. All UNICEF contributions to policy development are supported through EEPCT funding, as well as thematic and regular resources. Many policies simply do not exist in Angola, and as UNICEF is often the only other party participating in policy development, its presence has added importance. UNICEF's expertise in implementing such international frameworks is invaluable in this process and is a unique contribution. Without EEPCT funding UNICEF would have a very limited role in providing technical support to programme planning and implementation.

Government participation in defining UNICEF priorities can lead to increased sustainability of programming. This can be seen in Angola's Accelerated Learning Programme (ALP). The programme is entirely the Ministry of Education's initiative, with a focus on standardized curriculum, training and implementation, and the Ministry pays all teachers' salaries, which is not the case in many ALP programmes globally. This type of ownership is a great achievement and is one of the education sector priorities, garnering results across programmes.

Data collected are useful in informing policy development and programming if their use is prioritized and promoted. The creation of a policy based on strong evidence, and consultations with stakeholders, are important steps in progress towards system change, but are insufficient for a policy to ultimately be effective. Data collection across sectors with the intention of informing policy is a worthwhile strategy, especially given the lack of available data in Angola.

EEPCT funding is valuable and expands the scope and reach of UNICEF's Education Section in Angola. Although funding has not been leveraged through any of the EEPCT-funded programmes, the leveraging of many other resources did occur. If more donors were aware of EEPCT, it is probable that additional funding and the influence that can accompany partnership could be leveraged. Several organizations expressed interest in participating in UNICEF/EEPCT-supported activities, once they were made aware of them during key informant interviews. Incorporating such partners could also increase prioritization of these programmes within the Government, as the influence of UNICEF could be amplified by partnership with other international bodies. EEPCT programme funds could not be described as 'replacement' funds; funds were generally used for projects that would not have taken place otherwise. Furthermore, all projects also received contributions, both in funding, physical resources and person-hours, from the government ministry collaborating on the activity. For instance, the ALP was initially funded jointly by UNICEF, the Ministry of Education and some non-governmental organizations, but has now converted to being

funded exclusively by the Ministry. While additional funding funnelled through UNICEF has not materialized as a result of EEPCT, the Government and occasionally other international bodies or non-governmental organizations have collaborated on projects.

Innovation has been observed in several EEPCT-funded programmes in Angola, where innovation is defined as making changes to established practices. This includes contributions to the knowledge base of previously non-existent information, creative uses of funds and new strategies for partnership in policy development. EEPCT participation in building the knowledge base in Angola can be successful and beneficial as much information has been collected, analysed and shared; this is especially significant because of the paucity of data in the country in general.

Identifying country specific gaps, whether in programming or the knowledge base, and addressing them is a productive use of EEPCT programme funds and can lead to innovation through the exploration of information that did not exist prior to UNICEF involvement.

UNICEF's participation in policy development, with the support of EEPCT programme funds, is an important area for involvement, but also a new one. The section's role in policy development is vital and while it is less tangible than more routine programming, it is appropriate for the context. Choosing to use the EEPCT programme's relatively flexible funds to focus on participation in policy development and the concurrent solidification of relationships with government is an innovative use of this type of funding. It is a valuable use of funds in a country where many policies literally do not exist and therefore participation in their prioritization and conceptualization could have a lasting impact. During the process of conceiving what these policies should entail, UNICEF expertise and interest in directing policy and funding towards the best interests of children are worthwhile priorities.

Despite a lack of precedence for in-depth involvement of civil society in policy development in Angola, members of such organizations are eager to participate in the process and can provide valuable contributions. The process followed thus far in the development of an Early Childhood Development policy, including beginning with a situation analysis, and creating a framework for data collection and monitoring, as well as the participation of civil society from the outset of the project are all happening for the first time in Angola.

Gaps

UNICEF's lack of involvement in disaster risk reduction (DRR) appears to be a gap in current programming, given the ongoing occurrence of floods, drought, famine and conflict in various parts of the country. The lack of focus on DRR is due to the Government of Angola's lack of prioritization of DRR when creating a plan with UNICEF. Many participants in data collection expressed an eagerness to learn more about DRR and incorporate it into their organization/school/classroom. UNICEF's choice to discontinue funding the existing DRR programme after development of a curriculum and guidebooks is understandable given the lack of interest expressed by the Ministry of Education, but this now appears as a gap in programming given that the office receives EEPCT funding. Further focus on developing and piloting a DRR curriculum, forming a working group around the Inter-Agency Network for Education in Emergencies and integration of the minimum standards into policy and practice are ways to help fill this gap.

UNICEF can use its expertise in education systems development in post-conflict and fragile States even if this is not a focus or concern of partners. The absence of attention to Angola's post-conflict status may have more to do with the acceptability of such a strategy in the country than with UNICEF de-prioritization. While most programme plans and reports detail the conflict and the toll it took on education in the country, there is no further discussion. While moving on from the conflict is important, and Angola has made an extraordinary recovery, reflecting on the weaknesses of the education system during the conflict period is an important part of designing and restructuring the system to ensure that it will not collapse should another complex emergency ever occur.

Progress towards anticipated outcomes and impact

Without objectives and indicators that are driven by data, it is extremely difficult to measure progress on EEPCT goals or the Millennium Development Goals. Without such hard evidence, anecdotally it does appear that progress is being made, albeit slowly in some cases, particularly with Child Friendly Schools. All indicators, including those for policy development and advocacy work, should be monitored against indicators that are specific, measurable, realistic, relevant to the country context and time-bound.¹³ Progress towards policies being accepted and approved by the Government is very strong. However, unless those policies are of high quality, and there are indicators to define what a well-crafted policy will look like, it is difficult to define progress towards that goal. While it is understood that policy development produces results more slowly than direct programme implementation that does not mean it is free from expectations related to cost, expediency and quality.

Before the UNICEF Education Section in Angola can consider restructuring and redefining any of its EEPCT programming, it must have clear guidelines and expectations from the programme at the global level. The Regional Office should also increase its involvement in the Angola programme, to ensure that policies and programmes are being designed according to UNICEF and international standards and guidelines. Given that Angola is no longer experiencing conflict this should include ensuring that all programmes begin with situation assessments and/or baselines, have specific action plans with assignment of responsibility and reasonable time frames. Creation of feasible monitoring and evaluation frameworks with sufficient time and funding to complete those activities is also essential.

The UNICEF Education Section in Angola is currently well positioned to continue its participation in policy development as well as the ongoing creation of a knowledge base. Strong relationships with partners can continue to guide the process, as can incorporation of international experts as all parties become familiar with the processes involved in all elements of this new and essential work.

4.2 Recommendations

UNICEF Country Office:

RECOMMENDATION: The Education Section should redouble its efforts to create monitoring and evaluation protocols for all its programmes in consultation with the UNICEF Planning, Monitoring and Evaluation Section. These must include realistic timelines, budgeting, consultation with trained personnel and space in programme design to shift priorities and practices based on the outcomes of data collection.

It is essential that specific indicators for all objectives be formulated and that monitoring and evaluation strategies are designed to provide information about these. All policy development work, inputs, outputs and progress should be measured regularly. This will increase accountability within the country programme, as currently the monitoring and evaluation framework is insufficient. Given that staff members must perform monitoring for the programmes they oversee, capacity development to create and implement monitoring and evaluation schemes is necessary for all personnel.

RECOMMENDATION: The creation of indicators that are specific, measurable, achievable, relevant and time-bound to guide programme planning and implementation is vital, not only to ensure that progress is measurable, but also to show that the process of creating these indicators helps in understanding whether planned activities will actually contribute to the achievement of programme objectives.

¹³ SMART objectives: Specific, Measurable, Achievable, Relevant and Time-bound.

RECOMMENDATION: Provide support to the Government in the implementation phase of policies, in conjunction with the design of a monitoring system, the information from which can then be fed back into policy work. Participation in this entire cycle of policy work is essential to ensure that policies created make a difference on the ground. While none of the policies are at full-scale implementation yet, preparation to participate in these processes and to ensure that this entire cycle of policy development is incorporated into any action plan can begin now.

RECOMMENDATION: The UNICEF Education Section, in conjunction with the Planning Section, should create a framework for tracking and measuring their participation in policy development. Good practices in policy development exist and can be incorporated into this framework, which can then be shared with the Government. Relevant questions include: Is policy development based on consultation with those who will have to implement it, or who will be directly affected by it? Is the policy known to its beneficiaries or only to those creating it? Does a detailed plan exist for implementation, including assignment of responsibility and adequate budgeting? Is implementation taking place as planned? Are there mechanisms for policy to be adjusted to reflect lessons from implementation and ongoing monitoring?

RECOMMENDATION: UNICEF should focus on identifying and addressing the needs of many stakeholders in the Angolan education arena, in addition to those of the Government. There are many stakeholders, particularly in civil society, that could benefit from UNICEF's participation in their activities. This could include more active coordination of an education sector working group and continuing to advocate for its participation in Government-led activities.

The formation of a group of non-governmental organizations involved in education in Angola is an excellent start to what could be an avenue to participation. Given that UNICEF is the *only* international player at the table during policy development, the burden falls on UNICEF to work with government to encourage engagement with civil society, and to work with civil society to develop capacity. Interaction of civil society and government is currently limited, but with time UNICEF could encourage progress towards cooperation.

RECOMMENDATION: Ongoing capacity-building within the Education Section would serve to strengthen all programmes. This capacity-building could include ongoing in-service exercises, as well as group-based learning, perhaps with civil society or government actors, to encourage continuing knowledge building among all partners.

Leadership capacity could also be enhanced to ensure that all Education Section staff members maintain productive and effective relationships with partners and are able to successfully convey their priorities. Capacity related to topical issues such as international best practices for Early Childhood Development, Education for All, or Child Friendly Schools would be invaluable, as would hands-on lessons about creating monitoring and evaluation plans and even logframes to guide programming.

RECOMMENDATION: UNICEF should continue to focus the Education Section on a limited number of areas, with an emphasis on increasing technical capacity of staff to address these specialized areas and learning the new skills that they require.

RECOMMENDATION: Awareness-raising about the existence of INEE minimum standards for Education in Emergencies should be a priority of the Education Section. These can be incorporated into ongoing policy development as well as activities of various government ministries, all of whom expressed interest in the concept of such standards but were unfamiliar with them. This process could be led by the formation of an education cluster, the members of which could then prioritize INEE. The current existence of the cluster only at the regional level limits usefulness at the national and provincial levels.

Government:

RECOMMENDATION: The Government, as the lead actor in almost all EEPCT-funded programming, should ensure that detailed terms of reference are signed for each programme. These should outline responsible parties for each element of the action plan, where authority for decision-making lies, and what deliverables each party should expect from the other. The terms of reference should also outline ongoing communication requirements between the two parties including information sharing and regular meetings so all partners are abreast of progress or setbacks in programming.

RECOMMENDATION: Implementation should be consistent, operating on essentially the same goals and activities wherever possible, so that comparison across project sites is possible. Guidelines about implementation, particularly related to programmes based on international frameworks, exist and can serve as helpful guides. Additionally, support can be provided to government ministries and other partners in implementation, where UNICEF has experience and technical expertise.

RECOMMENDATION: The use and sharing of data collected and research conducted should be a priority. Data should be utilized to inform policy and programme development so it is based in evidence derived from the local context. In addition, data should be shared with stakeholders so that they can proceed in their work in the most informed fashion possible.

UNICEF regional and global:

RECOMMENDATION: Significant support should be provided to personnel in EEPCT countries with the goal of clarifying expectations and providing support in implementing programme concepts and activities. This would help ensure universal application of objectives and the logical framework, as well as dispel the current sentiment that country programmes are being evaluated using criteria with which staff members are unfamiliar.

RECOMMENDATION: Accountability of country offices for use of EEPCT programme funds should be increased. Increasing accountability could involve more in-depth reporting and monitoring on the part of country offices, including setting objectives and then measuring progress towards them. Part of this process would necessarily include supporting the monitoring and evaluation capacity in a country office, both within the Planning office and the Education Section. To establish success of either standard post-conflict or innovative interventions, measurement of that programming is absolutely essential.

The Education Section of the Angola Country Office has an influential role in creating a reliable knowledge base, creating entirely new education policies and action plans to implement them, and guiding government priorities related to children and education. UNICEF recently began its involvement in policy work and therefore, as expected, there is room for growth. However, this should not discourage involvement, as progress is apparent in the majority of work being undertaken.

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ANGOLA COUNTRY OFFICE MANAGEMENT RESPONSE

Evaluation title: *Progress Evaluation of the UNICEF Education in Emergencies and Post-Crisis Transition Programme (EEPCT): Angola Case Study*

Year: 2010

Office and person in charge for management response: *UNICEF Angola, Dra. Amélia Russo de Sá, Deputy Representative*

Overall response to the evaluation:

The Angola Case Study in the Progress Evaluation (PREV) of the UNICEF Education in Emergencies and Post-Crisis Transition Programme (EEPCT) provides useful analysis and recommendations that will support UNICEF Angola programme planning in Education. The recommendations are taken seriously, in some cases reflecting shifts the programme was already making, and in some cases inspiring useful reflection about future directions. Some of the recommendations, such as that suggesting a focusing of the education programmes on just a few key areas, cannot be addressed by an immediate action plan, but will contribute to programme review and revision with partners and counterparts in the upcoming UNDAF and MTR processes.

Importantly, the evaluation report acknowledges that Angola is a post-conflict society, although that has made great strides since the end of the war in 2002 particularly thanks to the income of oil but limited by capacity gaps. UNICEF Angola has utilized EEPCT funding in ways that promote the reconstruction and system building that are such critical needs based on Angola's history, without forcing a post-conflict or emergency framework for these activities. Yet a critical flaw in this evaluation is that it assumed that a specific EEPCT programme should have been developed and branded as separate from – rather than integrated in - the Education programme, and with high visibility specifically for the name EEPCT. This assumption has a clear and resulting impact on the relevance of analysis and findings in Angola, where an explicit Emergency/Post-Conflict frame would not be appropriate and where instead, an integrated approach with targeted support to key initiatives has been adopted with the goal of supporting this post-conflict society build its education system, yet without waving the “post-conflict banner.” Importantly, the evaluation recognizes that the UNICEF Angola programme activities funded under EEPCT do align with the funding goals.

In terms of process, the EEPCT progress evaluation suffered from a lack of high-level guidance from the evaluation team, with junior-level consultants appearing to lead the evidence collection, analysis and writing. Future evaluations would benefit from a more seasoned team and more in-depth analysis befitting the specific context of each country, rather than a generic emergency-prone or post-conflict society.

Planned use of evaluation:

The Angola Case Study in the Progress Evaluation of the UNICEF Education in Emergencies and Post-Crisis Transition Programme (EEPCT) is already being used to guide internal reflection as well as some already-ongoing processes to strengthen UNICEF support to education, and will contribute to our programme review and revision with partners and counterparts in the upcoming UNDAF and MTR processes.

Evaluation Recommendation or Issue 1: Education Section M&E Planning

The education section should redouble its efforts to create monitoring and evaluation protocols for all its programmes in consultation with UNICEF's Planning, Monitoring and Evaluation section.

The creation of indicators that are specific, measurable, achievable, relevant and time-bound to guide programme planning and implementation is vital

Provide support to the government in the implementation phase of policies, in conjunction with the design of a monitoring system, the information from which can then be fed back into policy work

The UNICEF education section, in conjunction with the planning section, should create a framework for tracking and measuring their participation in policy development.

Management Response: (Agree, Partially Agree, Disagree): *Partially agree*

If recommendation is rejected or partially accepted, report reasons: *UNICEF Angola recognizes the need for SMART indicators and effective monitoring mechanisms for the Education Programme, including in upstream policy processes. However the lack of data – both demographic and system – in Angola is a key barrier to effective monitoring and evaluation plans, and government capacity needs strengthening in this area, particularly as related to the National Plan of Action for Children (the 11 commitments). However, addressing these gaps in data collection and management systems, in an effort to drive evidence based policymaking and monitoring extends far beyond the scope and capacity of UNICEF Angola.*

Actions planned	Responsible Office/Person	Expected completion date	Implementation stage: Not Started Underway Completed Cancelled	Actions taken	Supporting documents
<i>Develop a basic set of SMART indicators for the education programme</i>	<i>Education section with support from PM&E</i>	<i>31 July 2011, after the MTR</i>	<i>Underway</i>	<i>Preliminary planning between Education and PM&E on developing evaluation plans.</i>	
<i>Develop and implement indicators for measuring policy development processes.</i>	<i>Education section in partnership with MED and other counterparts, with support from PM&E</i>	<i>Ongoing</i>	<i>Underway</i>	<i>Preliminary planning between Education and PM&E on developing evaluation plans, including on upstream policy work.</i>	

Evaluation Recommendation or Issue 2: *Engaging Civil Society*
UNICEF should focus on identifying and addressing the needs of many stakeholders in the Angolan education arena, in addition to those of the government. There are many stakeholders, particularly in civil society, which could benefit from UNICEF's participation in their activities.

Management Response: (Agree, Partially Agree, Disagree): *Partially agree*

If recommendation is rejected or partially accepted, report reasons: *UNICEF has long worked in partnership with civil society, and acknowledges that barriers to an expanded role for civil society exist, often due to Government resistance to promotion of NGO implementation of education initiatives. UNICEF has supported the Accelerated Learning Programme, which is unique in that it is a national, Ministry-led programme largely implemented by civil society and churches. Through the sector coordination group, PADEA, which restarted last year, UNICEF is also leading a mapping of existing education initiatives – many of which are led by civil society - that align with each component of the Child-Friendly Schools framework. Yet ultimately, UNICEF partnerships with civil society need to be seen in the context of the National Plan of Action for children and promoting partnerships for children, beyond the UNICEF programme.*

Actions planned	Responsible Office/Person	Expected completion date	Implementation stage: Not Started Underway Completed Cancelled	Actions taken	Supporting documents
Revitalize PADEA, the Education sector coordination mechanism composed largely of civil society.	Education section in partnership with MED	Ongoing	Underway	PADEA reconvened, with regular meetings and a new TOR	TOR
Encourage government to engage civil society in policy development processes	Education section in partnership with counterparts	Ongoing	Underway	Active promotion at all levels of MoE and other bodies (e.g. CNAC) to engage invaluable inputs from civil society	CNAC member list; ECD Policy Workshop list

Evaluation Recommendation or Issue 3: *Target Education Support to Select Areas and Build Staff Capacity in these Areas*
Ongoing capacity building within the education section would serve to strengthen all programmes.
UNICEF should continue to focus the education section on a limited number of areas, with an emphasis on increasing technical capacity of staff to address these specialized areas and the new skills that they require

Management Response: (Agree, Partially Agree, Disagree): *Agree*

If recommendation is rejected or partially accepted, report reasons:

Actions planned	Responsible Office/Person	Expected completion date	Implementation stage: Not Started Underway Completed Cancelled	Actions taken	Supporting documents
<i>Continue to identify learning needs of staff through PERs and support staff to achieve these</i>	<i>Education Section</i>	<i>Ongoing</i>	<i>Completed (2011)</i>	<i>2011 PERs include staff capacity building needs and are integrated in Office Learning Plan</i>	<i>2011 PERs</i>

Evaluation Recommendation or Issue 4: <i>Prioritise INEE Standards</i> <i>Awareness-raising about the existence of INEE Minimum Standards for Education in Emergencies should be a priority of the education section.</i>					
Management Response: (Agree, Partially Agree, Disagree): <i>Partially agree</i>					
If recommendation is rejected or partially accepted, report reasons: <i>UNICEF is supporting government and sector emergency planning and preparedness, with efforts in this area being much broader than just INEE standards. The UN Disaster Management Team (DMT) will receive support from OCHA in this aspect during 2011.</i>					
Actions planned	Responsible Office/Person	Expected completion date	Implementation stage: Not Started Underway Completed Cancelled	Actions taken	Supporting documents
<i>Revise the Education sector plans and EPRP in the context of DMT</i>	<i>Emergency focal point in Education</i>	<i>Ongoing</i>	<i>Not Started</i>	<i>Review of cluster approach in context of DMT with support of OCHA</i>	<i>EPRP</i>
<i>Ensure basic Education in Emergency stock in alignment with EPRP is on hand</i>	<i>Education section</i>	<i>Completed</i>	<i>Completed</i>	<i>Education in emergency stock per current EPRP on order</i>	<i>PGMs</i>

ANNEXES

Annex I: Interviews Conducted: National, Subnational and Community Levels

Sector	Level	Total Interviews	Total People Interviewed
United Nations (UNICEF, UNESCO)	National	7	5
Ministry of Education	National	4	7
Ministry of Education	Regional	3	4
Ministry of Education	Local	3	3
Ministry of Social Affairs and Reintegration	National	1	2
Ministry of the Interior – Civil Protection	National	1	2
Implementing Partners	National	1	2
Implementing Partners	Regional	2	2
Funders	National	2	2
Total People Interviewed			29

Annex II: Group-based data collection activities

Level	Sector	Activity	Gender	# Participants
National	United Nations	EE-DAC	N/A	7
National	Government	EE-DAC	N/A	6
National	Government	EE-DAC	N/A	3
National	Government	EE-DAC	N/A	7
Regional	Government	EE-DAC	N/A	8
Community	Youth	PRM + FGD	Female	8
Community	Youth	PRM + FGD	Male	8
Community	Youth	PRM + FGD	Female	8
Community	Youth	PRM	Male	8
Community	Youth	PRM + FGD	Female	4
Community	Youth	PRM + FGD	Male	8
Community	Youth	PRM + FGD	Female	8
Community	Parents	PRM + FGD	N/A	9
Community	Parents	PRM + FGD	N/A	10
Community	Teachers	PRM + FGD	N/A	10
Community	Teachers	PRM + FGD	N/A	13
Community	Teachers	EE-DAC	N/A	9
Total				134

Annex III: Evaluation Tools (English version): EE-DAC Score Card

The EE-DAC Score Card included in the Inception Report, is one of the tools to be used in the country case studies undertaken in the EEPCT evaluation. It is based on EEPCT Goals consisting of (1) Improved quality of education response in emergencies and post crisis transition, (2) Increased resilience of education service delivery, (3) Increased education sector contribution to better prediction, prevention and preparedness for emergencies caused by natural disaster and conflict and (4) Evidenced-based policies, efficient operational strategies and fit-for-purpose financing instruments which are reflected in the form of evaluation questions. The OECD / Development Assistance Criteria (DAC) is applied for the assessment of the achievement of such Objectives as defined below:

1. Relevance / Appropriateness

Whether project is in line with local needs and priorities (as well as donor policies). Appropriateness is the tailoring of humanitarian activities to local needs, increasing ownership, accountability and cost-effectiveness accordingly

2. Effectiveness

The extent to which an activity achieves its purpose or whether this can be expected to happen on the basis of outcomes. Implicit within the criterion is timeliness

3. Efficiency

The outcomes- qualitative and quantitative – as a result of the inputs. This generally requires comparing alternative approaches to achieving an output, to see whether the most efficient approach has been used

4. Coherence and Coordination

The need to assess security, developmental, trade and military policies as well as humanitarian policies, to ensure that there is consistency and, in particular, that all policies take into account humanitarian and human-rights considerations

5. Sustainability / Connectedness

Connectedness refers to the need to ensure that activities of a short term emergency nature are carried out in a context that takes longer term and interconnected problems into account.

The tool is to be used at **Focus Group Discussions (FGDs) with the different stakeholder categories to assess EEPCT** based on key selected elements stated as evaluation questions in the format provided. The different stakeholder groups will analyze in their own respective groups and come up with a collective ranking using the scores 1 to 5, with **1 being the lowest and 5 being the highest score for the achievement of the specific objectives**. A score of 8 can be assigned if respondents collectively agree they do not know the answer, or a 9 if they choose not to respond at all. Following the scoring, the interviewees / focus group participants would be asked **the reasons** for their assessment with a (+) or (-) indicative of positive or negative reasoning. This would be followed up by qualitative recommendations or comments for improvement of programme success / delivery as perceived by the stakeholder groups. The format appearing in the following page should be used for the assessment and the process steps are outlined below:

- Identify the different stakeholder categories at the different levels as follows and organize 3 different meetings at each level lasting 1 hour per group.
 - i. National level – *Policy / decisions makers on education: Government, UN and NGOs*
 - ii. Sub National / District level – *Education Supervisors-Implementers: Government, UN and NGOs*
 - iii. Community level – *Teacher-Programme staff (only)*

- The above meetings will bring together Government, UN, and INGO-National NGOs and educators-programme staff who would for their own groups, discuss the questions and agree on a collective ranking (1-5, 8 or 9 for each) and indicate the score by a “√” on the respective box in the format.
- Facilitate discussions in the groups to probe into the causal factors / reasons (+ positive or - negative) for the ranking and to come up with recommendations for improvement to be followed up. Ask groups to site 3 reasons for their rankings. Write down answers exactly as stated (do not interpret or summarize comments).
- The role of the facilitators (2 facilitators per meeting—1 to facilitate and 1 to support and record) is considered very significant in moderating / focusing the discussions and maintaining objectivity. They should be prepared in advance as follows:
 - Make it clear to the participants that this **evaluation is a learning process** so that it lends itself for capacity building and self assessment.
 - Be familiar with the detailed programme activities related to EEPCT so that the group facilitation could be done effectively.
 - It may be helpful to **display on flip chart papers the four Goals** and sub components so that when the assessment is done the participants could refer to them or else could be distributed as handouts.
 - Be familiar with the definitions of DAC to be able to explain to the participants.
 - It would be useful to **display the definitions of DAC** for reference by the participants or else could be distributed as handout.
 - Have the formats for each group prepared on large sheets of paper as working document which could be self documented by the participants.
 - If time permit group presentations for plenary consensus may be done.

It is envisioned that **this tool will be used for field studies and key informant interviews at the global and regional levels**. In each group scenario, **a participatory approach** will be adopted using the EE-DAC Score Card as a framework to collect the necessary qualitative data based on stakeholder perceptions. The scoring component of the score card will yield quantitative results as well.

The EE-DAC Score Card forms filled by the different groups should be later consolidated into a single format with the summary of reasons and recommendations for each level. The consolidated formats for each level in the different countries can be taken up for comparative analysis for assessing the status in the overall analysis.

An excel data entry programme will be used to enter data. Data should be entered daily. The initial pilot should be shared with NY team to verify data is being consistently collected and coded. Final results will be sent to NY as soon as completed. Data analysis results will be returned to the field team within 2 weeks to be incorporated into country case studies. Data will also be examined across countries for the synthesis report.

Questions	Score							Reasons for the Score (+ Positive / - Negative)	Key Recommendations / Strategic Focus (based on gaps identified)
	1 Much Worse	2 Worse	3 Same	4 Better	5 Much Better	8 Don't Know	9 No Resp		
Relevance/Appropriateness									
1. Has access to education in emergencies or post crisis transition changed since the programme began?								+ -	▪
2. Has the quality of education in emergencies or post crisis transition changed since the Programme began?								+ -	▪
3. Has girls' enrolment in schools changed since the Programme began?								+ -	▪
Effectiveness									
4. Have education system's ability to recover from emergencies changed since the Programme began?								+ -	▪
5. Has government preparedness and early warning knowledge changed since the Programme began?								+ -	▪
Efficiency									

Questions	Score							Reasons for the Score (+ Positive / - Negative)	Key Recommendations / Strategic Focus (based on gaps identified)
	1 Much Worse	2 Worse	3 Same	4 Better	5 Much Better	8 Don't Know	9 No Resp		
6. How well does the Programme perform activities compared to other similar programmes?								+ -	▪
7. Has child safety in schools changed since the Programme began?								+ -	▪
Coherence and Coordination									
8. Has implementation of INEE minimum standards changed since the Programme began?								+ -	▪
9. Has education cluster support of the Ministry of Education coordination role changed since the Programme began?								+ -	▪
Sustainability/Connectedness									
10. Has education sector's ability to prepare for and respond to emergencies changed since the Programme began?								+ -	▪
11. Has government capacity to support education in emergencies and-or post crisis transitions changed since the Programme began?								+ -	▪

Questions	Score							Reasons for the Score (+ Positive / - Negative)	Key Recommendations / Strategic Focus (based on gaps identified)
	1 Much Worse	2 Worse	3 Same	4 Better	5 Much Better	8 Don't Know	9 No Resp		
12. Has monitoring and evaluation of the education system changed since the Programme began								+ -	▪

Annex IV: Evaluation Tools (English version): PRM and FGD Data Collection Forms

FGD DATA COLLECTION FORM (CHILDREN, YOUTH)

Question: What are the strengths of the programme?

Date: _____ Group: Children / Youth
Community: _____ Gender: Girls / Boys
Moderator: _____ Number of Children in Group: _____
Note taker: _____ Age Range: _____

Key Strengths Identified:

Free list:

Rank Order:

_____	1.	_____
_____	2.	_____
_____	3.	_____
_____	4.	_____
_____	5.	_____
_____	6.	_____
_____	7.	_____
_____	8.	_____
_____	9.	_____
_____	10.	_____

COMMENTS:

(Write down what the children say using their exact words.)

FGD DATA COLLECTION FORM (CHILDREN, YOUTH)

Question: What are the weaknesses of the programme?

Date: _____
Community: _____
Moderator: _____
Note taker: _____

Group: Children / Youth
Gender: Girls / Boys
Number of Children in Group: _____
Age Range: _____

Key Weaknesses Identified:

Free list:

Rank Order:

_____	1.	_____
_____	2.	_____
_____	3.	_____
_____	4.	_____
_____	5.	_____
_____	6.	_____
_____	7.	_____
_____	8.	_____
_____	9.	_____
_____	10.	_____

COMMENTS:

(Write down what the children say using their exact words.)

FGD DATA COLLECTION FORM (PARENTS, EDUCATORS)

Question: What are the strengths of the programme?

Date: _____
Community: _____
Moderator: _____
Note taker: _____

Group: Parents / Educators
Gender: Men / Women / Mixed
Number of Participants: _____

Key Strengths Identified:

Free list:

Rank Order:

1. _____
2. _____
3. _____
4. _____
5. _____
6. _____
7. _____
8. _____
9. _____
10. _____

COMMENTS:

(Write down what the participants say using their exact words.)

FGD DATA COLLECTION FORM (PARENTS, EDUCATORS)

Question: What are the weaknesses of the programme?

Date: _____
Community: _____
Moderator: _____
Note taker: _____

Group: Parents / Educators
Gender: Men / Women / Mixed
Number of Participants: _____

Key Weaknesses Identified:

Free list:

Rank Order:

1. _____
2. _____
3. _____
4. _____
5. _____
6. _____
7. _____
8. _____
9. _____
10. _____

COMMENTS:

(Write down what the participants say using their exact words.)

FGD DATA COLLECTION FORM (PARENTS, EDUCATORS)

Question: What makes an education system resilient?

Date: _____
Community: _____
Moderator: _____
Note taker: _____

Group: Parents / Educators
Gender: Men / Women / Mixed
Number of Participants: _____

Key Qualities Identified:

Free list:

Rank Order:

1. _____
2. _____
3. _____
4. _____
5. _____
6. _____
7. _____
8. _____
9. _____
10. _____

COMMENTS:

(Write down what the participants say using their exact words.)

FGD DATA COLLECTION FORM (YOUTH)

Question: What makes an education system resilient?

Date: _____ Group: Youth
Community: _____ Gender: Girls / Boys
Moderator: _____ Number of Children in Group: _____
Note taker: _____ Age Range: _____

Key Qualities Identified:

Free list:

Rank Order:

_____	1.	_____
_____	2.	_____
_____	3.	_____
_____	4.	_____
_____	5.	_____
_____	6.	_____
_____	7.	_____
_____	8.	_____
_____	9.	_____
_____	10.	_____

COMMENTS:

(Write down what the youth say using their exact words.)

FGD DATA COLLECTION FORM (CHILDREN)

Date:		Group:	Children
Community:		Gender:	Girls / Boys
Moderator:		Number of Children in Group:	
Note taker:		Age Range:	

Note establish a common time reference for both programme and control groups which could be “since the emergency” or another commonly shared event.

	Much worse	Worse	No change	Better	Much Better	Don't know	N/A-NR
For Children	1	2	3	4	5	8	9
How much have your feelings about school changed since the programme began, if at all?							
How much has your attendance changed, if at all?							
How much has girls' participation changed, if at all?							
How much has boys' participation changed, if at all?							
How much has your sense of safety and security changed, if at all?							
How much has your ability to protect yourself if there is another emergency changed, if at all?							
How much has the amount students help each other changed, if at all?							
How much has students' involvement in problem solving at school							

changed, if at all?							
How much has the use of fighting to resolve interpersonal differences changed, if at all?							

COMMENTS:

(Write down what the children say using their exact words.)

FGD DATA COLLECTION FORM (YOUTH)

Date: _____ Group: Youth
 Community: _____ Gender: Girls / Boys _____
 Moderator: _____ Number of Youth in Group: _____
 Note taker: _____ Age Range: _____

Note establish a common time reference for both programme and control groups which could be “since the emergency” or another commonly shared event.

	Much worse	Worse	No change	Better	Much Better	Don't know	N/A-NR
Youth	1	2	3	4	5	8	9
How much have your feelings about school changed since the programme began, if at all?							
How much has your attendance changed, if at all?							
How much has girls' participation changed, if at all?							
How much has boys' participation changed, if at all?							
How much has your sense of safety and security changed, if at all?							
How much has your ability to protect yourself if there is another emergency changed, if at all?							
How much has the amount students help each other changed, if at all?							
How much has students' involvement in problem solving at school changed, if at all?							

How much has the use of fighting to resolve interpersonal differences changed, if at all?

--	--	--	--	--	--	--	--

COMMENTS:

(Write down what the youth say using their exact words.)

FGD DATA COLLECTION FORM (EDUCATORS)

Date: _____
 Community: _____
 Moderator: _____
 Note taker: _____

Group: Educators
 Gender: Men / Women / Mixed
 Number of Participants: _____

Note establish a common time reference for both programme and control groups which could be “since the emergency” or another commonly shared event.

	Much worse	Worse	No change	Better	Much better	Don't know	N/A-NR
Educators	1	2	3	4	5	8	9
How much has your ability to teach changed, if at all?							
How has the provision of teaching and learning materials changed, if at all?							
How has the quality of the training changed, if at all?							
How has the interaction between children and youth of different groups changed, if at all?							
How have reporting and monitoring procedures changed, if at all?							
How has the quality of education at the school changed, if at all?							
How has the retention rate for girls changed, if at all?							
How has the usefulness of the revised Teaching Kits changed, if at all?							
How has the usefulness of the revised School in a Box changed, if at all?							

How has the usefulness of the revised Early Childhood Kits changed, if at all?							
How has the school's ability to respond to future emergencies changed, if at all?							
How much has the amount students help each other changed, if at all?							
How much has students' involvement in problem solving at school changed, if at all?							
How much has the use of fighting to resolve interpersonal differences changed, if at all?							
How much have your feelings about school changed since the programme began, if at all?							

COMMENTS:

(Write down what the participants say using their exact words.)

**FGD DATA COLLECTION FORM
(PARENTS/SCHOOL MANAGEMENT COMMITTEES/ PARENT TEACHERS ASSOCIATIONS)**

Date: _____
 Community: _____
 Moderator: _____
 Note taker: _____

School Management
 Committees/Parent Teacher
 Associations
 Group: _____
 Gender: Men / Women / Mixed
 Number of Participants in Group: _____

Note establish a common time reference for both programme and control groups which could be “since the emergency” or another commonly shared event.

	Much worse	Worse	No change	Better	Much Better	Don't know	N/A-NR
Parents/ School Management Committees/Parent Teachers Associations	1	2	3	4	5	8	9
How has community involvement in school emergency planning changed, if at all?							
How has the community's ability to address safety and abuse in the school changed, if at all?							
How your confidence in the quality of education at the school changed, if at all?							
How has community ownership over school construction changed, if at all?							
How much has the amount students help each other changed, if at all?							
How much has students' involvement in problem solving at school changed, if at all?							
How much has the use of fighting to resolve interpersonal differences changed, if at all?							

How much have your feelings about school changed since the programme began, if at all?

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COMMENTS:

(Write down what the participants say using their exact words.)

Annex V: Evaluation Tools (English version): Adequacy Survey

Adequacy Survey Checklist

These questions should be completed in each country. The research team may use various sources to answer them, should confirm answers with programme staff whenever possible, and should cite sources of information when possible.

Programme Design

1. Before the programme began, was there a situation assessment?
2. Was there a baseline assessment?
3. Was gender considered when planning and implementing programmes? How so?
4. Are gender-related indicators included in the monitoring plan?
5. Were programme indicators and evaluations structured to look only at outputs or also impact?
6. Does the programme have a plan for discontinuation, phase-out or handover?

Programme Implementation

1. Did replenishment kits arrive within programme established time frames?
2. Did educators receive a minimum of quarterly training?
3. Can youth enrolled in ALP programmes pass a basic literacy and numeracy test?
4. Can children/schools/educational institutions demonstrate knowledge of an emergency response plan for their school or educational institutions?
5. Does the country have radio programming and/or other remote educational programmes?
6. Does the country demonstrate a direct contribution to the EFA/MDG indicators?
7. Has technical support has been provided?
 - a. What?
 - b. By whom? - HQ:
 - RO:
 - Other:

Programme Learning

1. Has the government adopted the CFS model as a government programme?
2. Were good practice reports/trainings issued to partners at the country level?
3. For each programme implemented in this country, have evaluations been done? List dates of evaluations for each programme.
4. Were the results of the evaluation shared? How? With whom?

5. Have the results and recommendations of the evaluations been integrated into programming? How so?
6. How is programme progress and learning from the field level shared with regional and country level? Is this sharing useful and productive?
7. Do donor or government initiatives reference EEPCT?

Financial

1. Is the EEPCT programme delineated in financial and/or programme documents?
2. Has there been an increase in government financial support for EEPCT programmes?
3. Are donor funds transferred to the field office as per project-established time frames?
4. Are CAF funds transferred to field offices per project-established time frames?
5. How much of the 2009 allocation of funds was spent (allocation v. expenditures)?
6. Has EEPCT support reached an appropriate number of beneficiaries, given programme costs (needs vs. coverage)?

Best Practices/Standards

1. Do partner agreements reference INEE minimum standards?
2. Do peace education programmes use UNHCR/INEE/UNESCO programme materials?
3. Has the country achieved compliance with the Minimum Operating Security Standards?
4. Do government preparedness plans incorporate UNICEF methods and approaches?
5. Was a SWOT analysis done in country?
 - a. If so, did the programme address at least one SWOT recommendation?

Annex VI: Millennium Development Goals in Angola

All information below comes from the 2010 Angolan census (Ministerio do Planeamento e Instituto Nacional de Estatística, 2010). Only MDGs about which information is available from the IBEP are included in this table. Definition of each goal is translated verbatim from the IBEP and therefore may not exactly reflect the MDGs.

Indicator	National	Urban	Rural
MDG 1 Eradicate extreme poverty and hunger			
1.3 Poverty gap ratio	0.43	0.39	0.38
MDG 2 Achieve universal primary education			
2.1 Net enrolment ratio in primary education	77.2%	85.6%	68.5%
2.3 Literacy rate of 15-24 year olds	76%	88.5%	56.3%
MDG 3 Promote gender equality and empower women			
3.1 Ratio of girls to boys in primary/secondary/tertiary	0.98	0.98	0.95
MDG 4 Reduce child mortality			
4.1 Under 5 Mortality Rate	115.7	94.8	138.0
4.2 Infant Mortality Rate	193.5	154.3	233.0
4.3 Proportion of 1 year old children immunized against measles	29.1%	43.3%	12.4%
MDG 5 Improve maternal health			
5.2 Proportion of women 12-49 years with children born alive in the last 12 months who were attended by qualified personnel during their last birth	49.4%	73.1%	23.5%
5.3b Proportion of women 12-49, married legally or through common-law, who use any method of contraception	17.7%	26.9%	6.6%

5.3	Proportion of women 12-49, married legally or through common-law, who use a condom for contraception	4.5%	7.0%	1.4%
5.5	Proportion of women 12-49 years with children born alive in the last 12 months who had 4 or more pre-natal consultations during pregnancy	47.1%	60.9%	31.7%
5.5	Proportion of women 12-49 years with children born alive in the last 12 months who were attended by qualified personnel during prenatal visits	67.6%	81.8%	51.7%
MDG 6 Combat HIV/AIDS, malaria and other diseases				
6.3	Proportion of the population 15-24 with sufficient knowledge about HIV/AIDS	28.5%	39.0%	12.1%
6.4	Ratio of school attendance of orphans to school attendance of non-orphans aged 10-14 years	0.85	0.78	0.94
6.7	Proportion of children 0-4 years who slept under an insecticide treated bed net last night	16.4%	19.1%	13.3%
6.8	Proportion of children 0-4 years who had a fever in the last 30 day	36.5%	39.6%	33.5%
MDG 7 Ensure environmental sustainability				
7.8	Proportion of the population with access to potable water	42%	57.9%	22.8%
7.9	Proportion of the population with access to appropriate sanitation facilities	59.6%	84.6%	31.1%
7.10	Proportion of the population living urban areas under inappropriate condition		90.9%	
MDG 8 Develop a global partnership for development				
8.14	Proportion of the population with access to a telephone landline	0.7%	1.0%	0.3%
8.15	Proportion of the population with access to a cell phone	32.6%	52.8%	6.3%
8.16A	Proportion of the population with access to a computer	4.1%	7.6%	0.2%
8.16	Proportion of the population with access to the internet	0.3%	0.4%	0.0%

