

Evaluation of Tahderiyyah Programme (2010 – 2017)

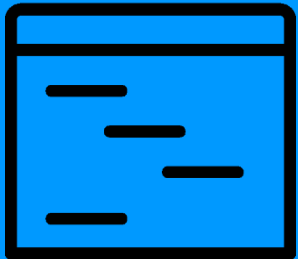


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Summative-Formative Evaluation

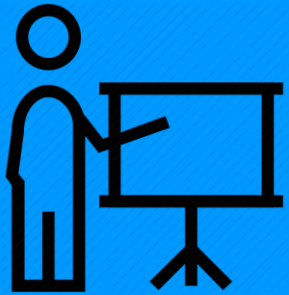
June 2018

Outline/ Layout of the Presentation



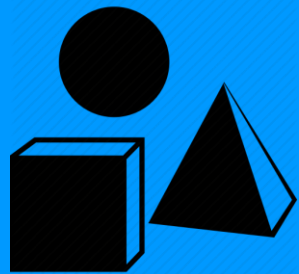
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Context: Mindanao Conflict & ECCD Regulation



- Peace Agreement signed in 1996 between GoP & MNLF (later becoming MILF) led to the creation of ‘Bangsamoro Development Agency’ (BDA)
- BDA Mandate: To lead relief, rehab, and development activities in conflict affected areas in Mindanao
- BDA – Implements the Tahderiyyah Programme
- Regulatory Environment: 2000 ECCD Act, subsequently superseded by 2013 Kindergarten Act (mandatory kinder education)
- ECCD services: Day care centres; Home-based ECCD; School-based ECCD; and Others

Tahderiyyah Programme: Object of the Evaluation



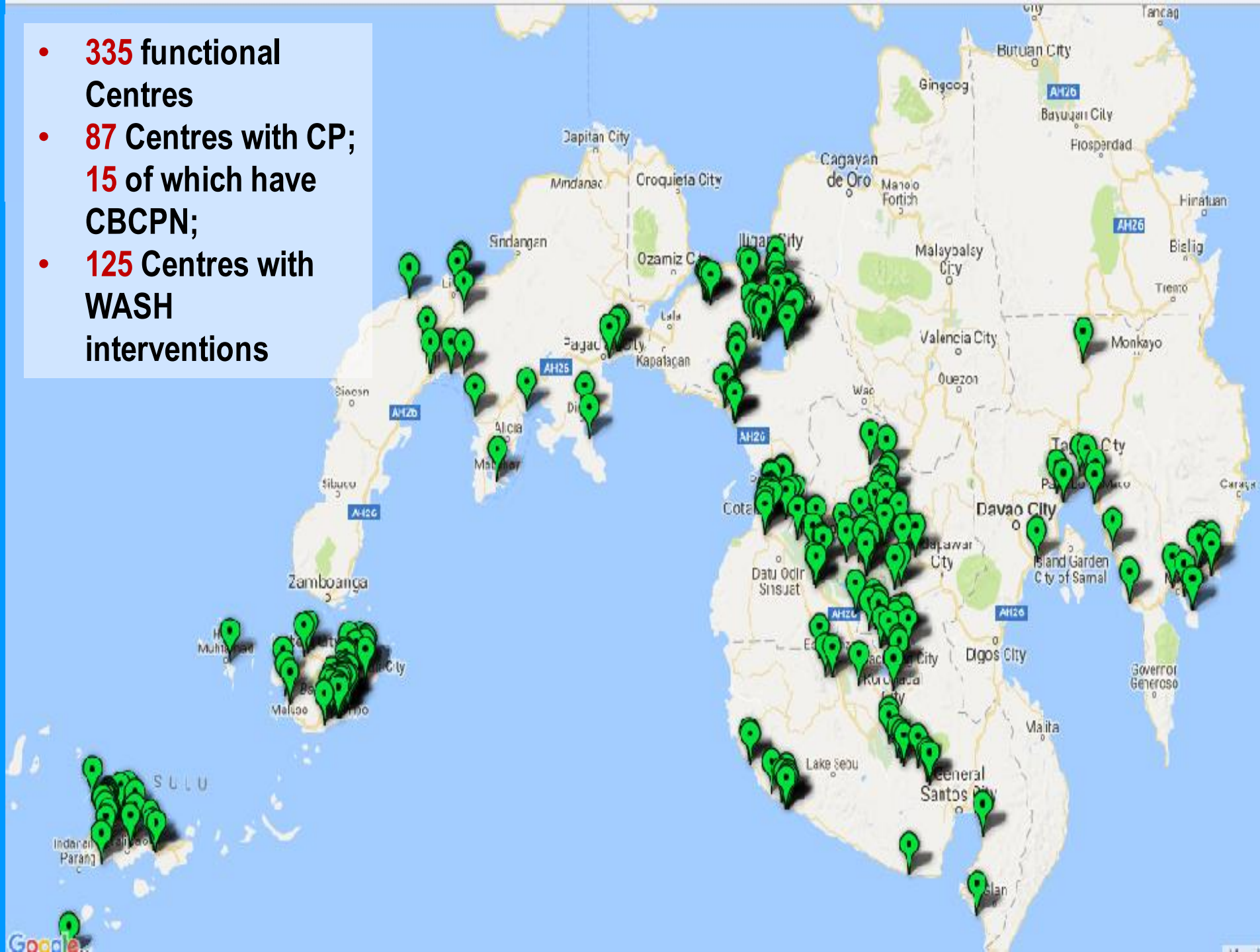
- UNICEF and MILF Joint Communiqué (2007) led to Campaign ‘The Days of Peace’ (DoP)
- Pilot Phase in 2008: Developed Tahderiyyah Programme (with Islam-responsive kindergarten curriculum integrating national ECCD standards, Islamic values, and Arabic language) and implemented it in 17 centres
- After Pilot Phase, DepEd requested UNICEF to expand the implementation of the ‘Tahderiyyah Programme’ to 300 Tahderiyyah Centres (Madrassah) in 2010 and to another 500 centers in 2013
- Complete Programme: 3 Phases’ June 2010-June 2017.

Intended Impact

‘Tahderiyyah completers from the conflict-affected Mindanao region have equal opportunity, and access, as do children from registered kindergartens, to attend public schools or accredited Madaris’

Geographic Footprint of the Tahderiyyah Programme – Phase 3 only

- **335** functional Centres
- **87** Centres with CP; **15** of which have CBCPN;
- **125** Centres with WASH interventions



Tahderiyyah Programme: Objectives

The Programme had the following three objectives:

- **Universal Access to Primary Education:** *To contribute to the achievement of Millennium Development Goal (MDG) 2 on universal access to primary education.*
- **Gender Equality and Empowerment:** *To contribute towards achieving the MDG 3 on the promotion of gender equality and empowerment of women, especially in education and in the disadvantaged, conflict-affected areas populated by Filipino Muslims.*
- **Early Childhood Education:** *To expand access to and improve the quality of early childhood education services for Filipino Muslim children, so they are motivated and prepared to enter primary school.*

Key Stakeholders: BDA, DSWD, DepEd, Tahderiyyah Centers, Communities (parents and children), COLF, UOP, UNICEF, DFAT, and others

Impact

Tahderiyyah Completers from the conflict-affected Mindanao region have equal opportunity, and access, and transition to (Grade 01) as do children from registered kindergartens, to attend public schools or accredited Madaris.

Outcome 1

Established Tahderiyyah Centres meet all required government standards for kindergartens, are registered and are thus able to promote and sustain enrolment.

Established Tahderiyyah Centre meet official requirements and are certified by GoPH

Increased enrollment of children in established Tahderiyyah Centre

GOVERNANCE

- (a) Developmentally-appropriate and culture-responsive curriculum support materials and applied;
- (b) GoPH recognized Islamized ECCD curriculum;
- (c) UN MILF Action Plan implementation supported;
- (d) BDA's program management, coordination and M&E strengthened;
- (e) Established mechanisms to facilitate transition of Tahderiyyah completers to elementary schools;
- (f) Increased support for Tahderiyyah from MILF, communities, and parents

Outcome 2

Children aged 3-5 years, Tahderiyyah Completers, are school-ready and are therefore easily accepted into regular DepED/ARMM public schools or accredited madaris.

Early education for 3-5 y/o Bangsamoro Children enriched

Protective, safe and healthy environment in Tahderiyyah Centers established

CAPACITY

- (a) Curriculum support materials developed and applied;
- (b) Strengthened capacities of teachers and caregivers to deliver Tahderiyyah curriculum;
- (c) Centre management trained and enabled to transition and effectively manage Tahderiyyah Centre;
- (d) Management and caregivers trained and enabled to implement & support CP/WASH interventions

SAFETY

- (a) Increased awareness of child protection, social and emotional development in ECD and positive parenting practices;
- (b) Strengthened protective environment for children;
- (c) Improved access to WASH facilities
Improved access to WASH consumable;
- (d) Improved awareness of safe hygiene and deworming practices

Assumptions and Risks

State and Non-State actors continue to cooperate for the betterment of children;
Security and economic conditions stabilise/improve

Communities, families and children are able and willing to participate fully in the opportunities provided.
Volunteer capacity, availability and turnover remain at a sustainable level.
Required funding and resources are available.

Funding commitments are met on time as expected and support from the GoPH remains in place.
Established Tahderiyyah centers are updated to the required standards, maintained and kept safe as per defined SOPs.

Outputs

DESIGNED ACTIVITIES

Beneficiaries

All children aged 3-5 years, in the conflict-affected region of Mindanao, their parents, early-childhood caregivers/teachers, and administration/management of Tahderiyyah Centers

Problem

Children aged 3-5 years in the conflict-affected Mindanao region have limited or no access to quality pre-school/ECCD opportunities

Evaluation Purpose, Objective, Scope



Evaluation Purpose:

‘Learning’ & ‘Accountability’

Specific Purpose: *‘To generate evidence of programme achievements, to demonstrate accountability to the stakeholders, draw upon lessons learnt, and offer recommendations around continuity and scale-up of the Programme’.*

Objectives:

- I. Assessment of Programme relevance; effectiveness; efficiency; impact; and sustainability, and non-DAC criteria – gender equality, equity, and Human Rights Based Approaches (HRBA)
- II. Distil and document lessons learned and;
- III. Outline recommendations for replication and scale-up of Tahderiyah Programme.

Scope of the Evaluation, Criteria & Evaluation Hypothesis

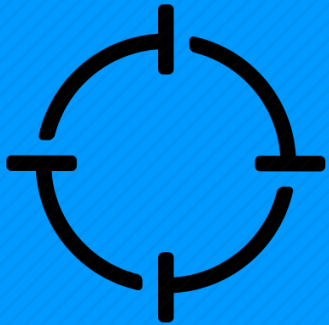
Scope: All interventions implemented through three phases.

Criteria: Standard OECD-DAC (Relevance, Efficiency, Effectiveness, Impact, Sustainability)

Non-DAC Criteria: Gender Equality, Equity, and HRBA

Hypothesis

“The mainstreaming of balanced/inclusive curricula (for early educators) through the Tahderiyyah Programme for conflict-affected Bangsamoro children (aged 3-5 years), has increased the child readiness and consequently the transition of 'Tahderiyyah completers' into the regular public education system (including accredited Madaris)”.



Evaluation Design & Methodology



- Overarching '*Theory Based*' evaluation approach
- Evaluation design '*Descriptive*' & Sub-design '*Cross-sectional*'
- '*Mixed method*' and '*participatory*' approaches
 - I. Secondary Sources Review – 211 Documents
 - II. Key Informant Interviews (KIIs) – 76 KIIs covering 130 people from key stakeholders
 - III. Focus Group Discussions (FGDs) – 75 FGDs with 993 people interacted in 24 tahderiyyah centers/communities
 - IV. Rapid Facility Review /Assessment (Interview an Observations based) – 39 tahderiyyah centers, 10 day care centers, public elem schools
 - V. Checklist-based Teacher Assessment – 37
 - VI. Validation Workshop (with key stakeholders in February 2018)

Quality Assurance: Established ERG, validation workshop, compliance to UNEG Norms & Standards.

Key Findings: Relevance

EQ 1: To what extent were the Tahderiyyah Programme objectives, approaches, and implementation modalities relevant to the context in which it was implemented?



- Overall, relevant and appropriate *vis a vis* problem it sought to address (needs on the ground) and approach taken to address the problem
- Programme objectives found relevant to the context
- The Multi-pronged approach was relevant to comprehensively address the problem – ECCD governance, capacity development, child safety and protection, and community support.
- ‘Balanced’ curricula featuring entailing ‘developmentally appropriate’ and ‘Islam-responsive’ education.
- WASH and CP strengthened design
- Choice of partners; capable, willing and rightly positioned
- PAC (Project Advisory Committee) – Participatory oversight relevant to sensitive context

Key Findings: Relevance

EQ 1: To what extent were the Tahderiyyah Programme objectives, approaches, and implementation modalities relevant to the context in which it was implemented?



- Outreach to mostly under-developed, poor, remotely placed, and conflict affected communities makes it ‘inclusive’
- WASH - Mixed approach featuring ‘hardware’ and ‘soft’ components, assessed as relevant and appropriate
- The use of community-based child protection model (CPCs and CBCPNs) added relevance to the context.
- Coupling of ‘curriculum support materials’ (manuals, standards, checklists, assessment sheets, etc.) with capacity development (training) of teachers and Mudirs, assessed appropriate for quality teaching-learning environment. Helped address shortage of qualified teachers.
- M&E and smooth transition appear to be the weakest design links.

Key Findings: Effectiveness

EQ 2: To what extent has Tahderiyyah Programme (strategy, partnerships, structure, curricula, and processes) achieved, and maintained, the intended outputs and outcomes?



- Largely effective especially in terms of implementation of strategies, interventions, partnerships, and structures.
- The multi-pronged approach proved effective and enabled leveraging crosses/overlaps between approaches/strategies i.e. ECCD governance, capacity development, and others
- Most outputs achieved (except for Phase 3) – however delivery of outcomes and impact was partial.
- Partnership choices and management proved effective, leveraged comparative advantages e.g MILF, GOP, COLF, UOP and others.
- WASH (with soft and hard components) proved effective. Although appropriate, CB approach to CP did not produce intended results (CPCs were found partially active and CBCPNs became defunct overtime).
- Weak monitoring system struggled to track outputs/outcome delivery and social impact.

Key Findings: Effectiveness

EQ 2: To what extent has Tahderiyyah Programme (strategy, partnerships, structure, curricula, and processes) achieved, and maintained, the intended outputs and outcomes?



- Coupling of materials and training proved effective to create quality teaching-learning environment, and address availability of qualified teachers.
- BDA capacities improved, though not sufficiently to operate on its own.
- The ToC or logic model is assessed to be valid/plausible.
- Smooth transition of TC completers remained challenging.
- Results of teachers assessment (through checklists) appeared encouraging and underline the success with regards to teachers' capacity development component.
- Despite efforts, the Programme remained less effective in facilitating smooth transition of Tahderiyyah completers (to Grade 01).

Key Findings: Effectiveness

Examples of effective WASH related interventions – **Organised, clean, sanitary child-friendly facilities**



Examples of ineffective WASH related interventions – **Unsanitary and disorganised facilities**



Key Findings: Efficiency

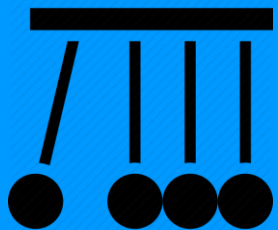
EQ3: How efficient in terms of cost and time has the Tahderiyyah Programme been in comparison to alternative approaches (government/private sector operated kindergartens/pre-school/Madaris), and similar global best practices?



- Lack of reliable and comparable data diminished the possibility of a meaningful efficiency analysis.
- Complexities (of context) merit a dedicated efficiency assessment.
- The set-up cost related comparison was not possible.
- The Programme delivery is rated efficient in terms of completion of planned activities (as per PCA) and financial consumption.

Key Findings: Impact

EQ4: What is the degree of influence (positive, negative, intended, unintended) of the Tahderiyah Programme in enabling regular integration in public education for the conflict-affected children of Mindanao?



- Improved access to kinder education.
- Limited success around enabling smooth transition i.e. PTO, reassessment at schools
- Parents believe children are better informed about religion (Islam) and their identity as Bangsamoro Muslims, and are likely to become better Muslims and Humans.
- Cultivated some trust and good-will between MILF and GoP (perception).
- Madrassah has established its relevance to enable access to secular education.
- Children observed to pick up healthy habits.

Key Findings: Sustainability

EQ 5: How likely is the Tahderiyyah Programme to continue to deliver benefits without external support?



- Demonstrated benefits for children, however model may need external support to continue to extend services.
- Although faced with resource-constraints, most TCs were found operating through charity and volunteerism.
- The approval of Tahderiyyah curricula and its adoption/replication by other Programmes like ALIVE, bodes well for Sustainability.
- BDA capacities improved, yet not to the extent to support TCs on its own.
- BDA could not retain Tahderiyyah trained staff which negatively affected Sustainability.

Key Findings: Gender, Equity & HRBA

EQ6. What key approaches and strategies were adopted in the design and management of the Tahderiyyah Programme to adequately target and take into account gender, equity and HRBA considerations of vulnerable groups (the poorest quintile, remote populations, ethnic/religious groups, boys and girls and the differently abled)?

- Programme reached out to all children irrespective of their sex.
- Representation of women as Mudirs, teachers, and BDA work force bodes well for gender-integration.
- Engagement with parents and in particular mothers (including representation in CPCs and CBCPNs) was prioritised.
- Monitoring system lacked gender lens.
- Equity focused for offering contents for minority group, not available in mainstream system.
- Equitable and inclusive for reaching out to remotely placed, poor and conflict affected communities.
- Free of charge/fee options for poor adhered to Equity Principle.
- Contents & WASH activities were found to be gender-neutral.
- Limited focus and success with regards to disability integration.
- HRBA compliant and aligned with Convention on the Rights of Child (CRC), 1989.

Conclusion



- Highly relevant and largely effective. No basis to assess efficiency. Some elements are sustaining.
- The development and approval of a 'Balanced Curricula' stands out as the most profound achievement (enabling mainstreaming Madrassah education).
- Coupling of training (teachers and Mudirs) with curriculum support materials worked well, strengthening the case for replication.
- Monitoring system exhibited design and operational deficiencies.
- Successful demonstration of 'workable model' for joint GoP-MILF working.
- The long-term peace hinges on promulgation of 'Basic Bangsmoro Law (BBL).
- Programme certainly merits continuity albeit design and operational changes (as recommended).

Lesson Learned



1. Underscoring the need to evolve participatory mechanisms for greater involvement and fostering ownership.
2. Coupling of training with curriculum packages and manuals/guidelines to enable quality teaching-learning environment.
3. Prioritisation of play-based learning contents and teaching models to seek attention and interest (including retention) of children 3-5 years old.
4. Underlying significance of enabling M&E systems for tracking of results and information to enable evidence-based decision making and,
5. Underpinning the organizational capacity development with that of structured assessments to maximise investments, especially when the partnership choices are limited.

Recommendations for UNICEF

Priority:
Immediate/Medium Term

Other Relevant Stakeholders: DepEd, BDA, DSWD, DFAT, and others.



Review, Revision and Greater Acceptance of Tahderiyyah Curricula and Centres

- Discuss with DepEd to explore possibility to split the current Tahderiyyah curriculum for two distinct age groups. If approved, coordinate with ECCD Council, DWSD and DepEd by seeking approvals in the form of MOUs/notifications).
- Secure 2nd track of regulations for TC recognition.
- Explore (with DSWD) to integrate their complementary feeding programme with TCs and explore options of cash grants for TCs.
- Explore linking up TCs with nearest schools – model in use for Indigenous people's learning centres.

Visibility & Alignment to Donors Agenda:

- Evolve and implement Tahderiyyah Communication Strategy and highlight contributions to peace building for fundraising.

Recommendations for UNICEF

Priority:
Immediate/Medium Term

Other Relevant Stakeholders: DepEd, BDA, DSWD, DFAT, LGUs and others.



BDA Capacity Development & Sustainability

- Continue to provide technical and financial support to Tahderiyah Programme and BDA to strengthen capacities
- Support a tailored efficiency study for Tahderiyah model and use the results for advocacy.
- Comprehensively review BDA's M&E system and use the results to strengthen the system for future implementation.
- Support BDA to advocate the linking of TCs with LGUs for future support.

Recommendations for BDA

Priority: Medium Term

Other Relevant Stakeholders: DepEd, Tarbiyyah Committee, Ittihadul Madaris Bil Philippines, DSWD, LGUs, UNICEF, DFAT and others.



Strengthening of BDA Capacities to Support Programme

- Coordinate with relevant stakeholders (DepEd, UNICEF and Ittihadul Madaris bil Phillippines - NGO representing Tarbiyyah) to conduct an assessment of centres' locations and functionality, use results to plan expansion in underserved areas.

Research & Evidence Generation

- BDA to explore (with DepEd) the tracking of those transitioned (children) and assessment of performance at schools.

Note: Others overlap with those for UNICEF regarding capacity development, M&E and communication.

Recommendations for DepEd (National and DepEd ARMM) & DSWD

Priority: Immediate to Medium-Term

Other Relevant Stakeholders: UNICEF, DSWD, BDA, Tarbiyyah Committee, BLMI, and Others.



Review, Revision and Greater Acceptance of Tahderiyyah Curricula and Centres

- Support UNICEF/BDA to develop Tahderiyyah curriculum for two distinct age groups i.e. 3-4 and 5 years old children.
- Offer requisite relaxation for smooth transition by reviewing PTO/LRN requirements.
- Consider adoption of current or new Tahderiyyah curricula (for 5 years old) for ALIVE Kindergarten.
- Regional Secretary DSWD- ARMM to support BDA/UNICEF explore the possibility of linking Tahderiyyah centres with DSWD's 'Complementary Feeding Programme' and 'Cash Grants Programme'.

Thank you

