



**FINAL EVALUATION OF THE “MODULAR SECOND
CHANCE EDUCATION WITH LIVELIHOOD SKILLS AND
GENDER EMPOWERMENT – PHASE V”
A PROGRAMME IMPLEMENTED BY THE CENTRE FOR
MASS EDUCATION IN SCIENCE (CMES)**

Draft Report

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List of Acronyms

AAO	Advanced Adolescent Organization
AAYWO	Advanced Adolescent and Young Women Organization (since 2013)
ABS	Advanced Basic School
ABST	Advanced Basic School Teacher
A/C	Accountant / Controller
ADB	Asian Development Bank
AGP	Adolescent Gender Program
AGPT	AGP Teacher
AIDS	Acquired Immune Deficiency Syndrome
AIS	Accounting Information System
AT	Assistant Teacher
ATT	Adolescent Travelling Troupe
BARI	Bangladesh Agriculture Research Institute
BBM	Basic Business Management
BBS	Bangladesh Bureau of Statistics
BDT	Bangladesh Taka
BEF	Bangladesh's Employer Federation
BEPP	Birth and Emergency Preparedness Plan
BNFE	Bureau of Non-Formal Education
BNWLA	Bangladesh National Women Lawyers Association
BRAC	Bangladesh Rural Advancement Committee
BS	Basic School
BSS	Basic School System
BST	Basic School Teacher
BSTI	Bangladesh Standard and Testing Institution
BTEB	Bangladesh Technical Education Board
CBA	Competence-Based Assessment
CBCPS	Community-Based Child Protection Program
CBT	Competence-Based Training
CEBE	Competency for Effective Basic Education

CEDAW	Convention for Elimination of Discrimination Against Women
CIPRB	Centre for Injury Prevention and Research Bangladesh
CMES	Centre of Mass Education in Science
CO	Computer Operator
CP	Coordination and Planning Meeting
CRR	Cumulative/Current Repayment Rate
CS	Core Secretariat
CSI	Community Swimming Instructor
CSLT	Competency and Skills in Livelihood Technology
CT/NG	Care Taker / Night Guard
CTC	Central Training Center
CWC	Community Working Committee
DA	Daily Allowance
DAM	Dhaka Ashsania Mission (NGO)
D&E	Dissemination and Extension Department (of CMES)
DPC	Deputy Project Coordinator
DRR	Disaster Risk Management
DTE	Directorate of Technical Education
DWA	Department of Women Affairs (see MOWCA)
EC	European Commission
ED	Executive Director
EDM	Enfants du Monde
EFA	Education for All
ES	Education Supervisor
E&T	Education & TVET Department (of CMES)
FAM	Finance and Accounts Management Department (of CMES)
FGD	Focus Group Discussion
FI	Field Investigator
FS	Field Supervisor
FS	Financial Statements
FTC	Field Training Centre
FY	Fiscal Year
GA	General Assistant
GDP	Gross Domestic Product
GEI	Gender Empowerment Index
GNI	Gross National Income

GoB	Government of Bangladesh
GPM	General Production and Marketing Department (of CMES)
HRD	Human Resource Development Department (of CMES)
HT	Head Teacher
ICS	Improved Cooks Stove
IDCOL	Infrastructure Development Company Limited (solar mini grid projects)
ILO	International Labour Organization
ISC	Industry Skills Council
IT	Information Technology
KA	Kishori Abhiyan (UNICEF)
KPI	Key Performance Indicator
LCE	Loan Collection Efficiency
LED	Local Economic Development
LSBE	Life Skill Based Education
LSG	Local Support Group
M&E	Monitoring and Evaluation
MC	Micro Credit
MDG	Millennium Development Goals
ME	Micro Enterprise
MIS	Management Information System
MOWCA	Ministry of Women and Children Affairs
MRA	Microcredit Regulatory Authority
MT	Master Trainer
NER	Net enrolment ratio
NFE	Non-Formal Education
NG	Night Guard
NGO	Non-Government Organization
NSDC	National Skills Development Council
NSDP	National Skills Development Policy
ODA	Official Development Assistance
OG	Organizer Gender
ORC	Outreach Centre (Gender Empowerment)
OT	Organizer Trade
PA	Program Assistant
PARI	Participatory Action for Rural Innovation
PBCTIR	Personnel, Budget, Component, Target, Indicator, Reporting

PC	Program Coordinator
PCE	Primary Completion Examination
PEC	Primary Education Completion
PIACT	Program for the Introduction and Adaptation of Contraceptive Technology
PKSF	Palli Karma Sahayak Foundation
PL	Peer Leader
PM	Program Manager
PO	Program Organizer
PoT	Pedagogy of Text
PRS	Poverty Reduction Strategy
PSC	Primary School Certificate (= Advanced II level CMES)
RBM	Results-Based Management Framework
RC	Resource Centre
R&D	Research and Development
RED	Research, Evaluation and Development Department (of CMES)
RERD	Rural Electrification and Renewable Development Program
RMC	Rural Micro Credit
RPL	Recognition of Prior Learning
RTC	Rural Technology Centre
RTO	Registered Training Organization
SC	Service Centre of CMES
SCA	Save the Children Australia
SDC	Swiss Agency for Development and Cooperation
SDP	Skills Development Project (ADB and SDC funded)
SERE	Solar Extension and Renewable Energy Department (of CMES)
SEREP	Solar Extension and Renewable Energy Program
SES	Senior Education Supervisor
SEY-WO-SE	Self-Employed Youth and Women's Social Enterprise (product brand)
SGP	School Gender Program
SHS	Solar Home System
Sida	Swedish International Development Cooperation Agency
SMC	Social Marketing Company
SSC	Secondary School Certificate
ST	Senior Teacher
STC	Short-Term Course
TA	Travel Allowance

TA	Technical Assistant
TF	Training Facilitation
TIG	Technology and Income Generation Department (of CMES)
TMC	Technology Management Centres
ToR	Terms of Reference
TSS	Technical Support Staff (.g. drivers)
TRTC	Technology and Training Resource Centre (for skills enhancement of teachers)
TVET	Technical Vocational Education and Training
TWC	Theme Working Committee
UC	Union Council
UCEP	Underprivileged Children's Education Program
UMA	Unit Management Associate
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nation Children Emergency Fund
UO	Unit Organizer
VAT	Value Added Tax
WHO	World Health Organization
YSES	Young Social Entrepreneurs for Sustainable Development

Executive Summary

1. On 16th July 2015 the Swedish consulting firm Indevelop AB was contracted by the Swedish International Development Cooperation Agency for the independent, final evaluation of the fifth phase of the “Modular Second Chance Education with Livelihood Skills and Gender Empowerment Programme” (hereinafter: the Programme) which has been implemented since June 2011 by the NGO “Centre for Mass Education in Science” (CMES) in Bangladesh.
2. The specific objective of the evaluation is to assess the efficiency, effectiveness and relevance of the Programme and to assess effectiveness of policies and strategies for institutional and organisational strengthening and management, and to provide recommendations for its next phase based on the results of the evaluation.
3. The evaluation team consisted of four international expert including the team leader, who is the lead author of this report, an education expert, a TVET expert and a finance expert. The evaluation team had field missions to Bangladesh in July and August 2015 with a total of 61 man-days.
4. Bangladesh aspires to be a middle-income country by 2021 and has maintained an impressive record on growth and development. In the past decade, the economy has grown at nearly 6 per cent per year. UNDP reports that significant progress has been made in primary education increasing equitable access and achieving a net enrolment ratio of 98.7 per cent. Millennium development goals (MDG) in need of greater attention are (among others), hunger and poverty reduction, increases in primary school completion and adult literacy rates, and the creation of decent wage employment for women.
5. The Programme started in July 1997 and has been implemented in five phases. The fifth phase started in May 2011 and should have been terminated by May 2015. However, the Programme has been extended until November 2015 (cost-neutral prolongation). SDC has funded the Programme since the beginning and since May 2004 Sida has co-funded the latter. The total budget of phase V of the Programme is approximately 900 million Bangladesh Taka (BDT)¹ of which 99.4 per cent is from the Swiss Agency for Development and Cooperation (SDC) and from Sida. The planned contribution of Sida was approximately 203.280 million BDT².
6. The overall objective (goal) of the Programme is “to provide alternative and diverse options for the life and livelihood of the young people, especially the disadvantaged adolescents”. The Programme has five outcomes of which are focused on (self-) employment and income

¹ This equals approximately 95 million SEK

² This equals approximately 21.439 million SEK

generation, on gender mainstreaming, on the development of replicable models and on capacity building of the implementing NGO CMES. A detailed definition of objectives, expected outcomes and outputs are given in Annex 2.

7. The target group of the Programme are adolescents and young women of 12 years and above. Indirect beneficiaries are the parents and employers of the targeted adolescents and young women as well as the community leaders where the Programme is implemented.
8. The Programme is implemented in 23 so-called CMES Units (19 existing and 4 new ones) and in cross-cutting service centres. The evaluation team learnt that the Programme did not open units in Khulna division, which is one of the poorest (out of seven) divisions in Bangladesh and that the unconditional provision of land and transfer of property from committed private land owners to the NGO CMES was the critical and decisive criterion for the eventual selection and development of Units.
9. The Programme provided literacy and pre-vocational skills development services through Basic Schools, Advanced Basic Schools and Rural Technology Centres. Technology Management Centres facilitate employment and income generation of the literacy and skills development programmes.
10. The Programme is only partly relevant for Sida's new development cooperation strategy (2014 – 2020) in Bangladesh and has only a very limited relevance for the target group since it neglected providing support to improve access of the target groups to national and international labour markets.
11. The effectiveness of the Programme has been assessed with mixed results. The field mission revealed that 63 per cent of the CMES graduates find income in different forms of self-employment, whereas 17 per cent continue their education and ten per cent are unemployed.³ None of the CMES graduates has found employment on foreign labour markets. The evaluation mission revealed weaknesses in preparing CMES graduates for their role as entrepreneurs and a limited amount of skills/trades offered in the pre-vocational skills programmes.
12. A Gender Empowerment Index was developed by the Programme to measure the effectiveness of the gender-related Outcome of the Programme. It appears that the approach to and the design of the Adolescents Gender Programme (AGP) is rather scholarly with marks (A, B, C and Failed) while neglecting economic empowerment of the female youths and women.
13. The Programme's resource use efficiency is good (85 per cent). The production efficiency is in general satisfactory. 90 per cent of all Unit staff are teachers/trainers. However, the

³ The remaining ten per cent fall in the category „others“.

uncompetitive low salaries of CMES teachers are an important reason for high staff turnover. The allocation efficiency of the Programme is rated adequate by the evaluation team.

14. The sustainability of the Programme is questioned by the evaluation team. There is no exit-strategy in place and it appears that the future provision of literacy and skills development programmes will entirely depend on the continuation of donor funding.
15. The evaluation team recommends the development of a theory of change model and an exit-strategy before the start of a new phase. Other important recommendations include the alignment of skills programmes with the national vocational framework (at least on skills level 1) and the certification of skills programmes, the development of a more sustainable funding scheme and the use of external training providers for the capacity development of CMES. Furthermore, the evaluation team recommends closer and more systematic cooperation with the industry and especially the industrial skills councils in Bangladesh, similar non-formal education and skills development projects and relevant Government authorities for stronger alignment and harmonisation of the Programme with existing structures, programmes and efforts.

1. Introduction

1.1 Purpose and specific objectives of the evaluation

This evaluation of the fifth phase of the programme of the “Centre for Mass Education in Science” (CMES) serves a number of purposes. The first is to review the progress constraints, opportunities and challenges within the present development context. The second is to make recommendations for the programme’s future and the third is to provide the two agencies that have co-financed the fifth phase of the programme, Sida (Swedish International Development Cooperation Agency) and SDC (Swiss Agency for Development and Cooperation), with evidence and information to support decision making on possible future support of the programme.

The **specific objectives** of the evaluation, the full definition of which is given in the Terms of Reference of this evaluation in Annex 1, in short read as follows:

- To assess the efficiency, effectiveness and relevance of the project.
- To assess effectiveness of policies and strategies for institutional and organizational strengthening and management.
- To review CMES’s outline (programmatic and financial) for its next phase and provide recommendations based on the results of the evaluation.

1.2 Evaluation team and mission dates

The consulting firm Indevelop AB from Stockholm Sweden received a request on 12th July 2015 from Sida for the final evaluation of the fifth phase of the Modular Second Chance Education with Livelihood Skills and Gender Empowerment Programme (hereinafter: the Programme) which has been implemented since 2011 by the non-governmental organisation (NGO) Centre for Mass Education in Science (CMES) in Bangladesh. On 16th July 2015 the contract was signed and the first field mission started on 27th July 2015. The evaluation team consisted of four members as shows in the table below. The team leader had a second mission to Bangladesh in late August 2015 to present to Sida, SDC, and other donors in Bangladesh funding the Programme and to the top management of the Programme including the Founder and the Executive Director of CMES the first findings of the first field mission and the recommendations offered by the evaluation team.

Table 1: Evaluation team members and dates of field missions

Name	Function	Dates of Field Mission(s)
Andreas Dernbach	Team Leader	1.) 27 th July – 6 th August 2015 2.) 25 th – 30 th August 2015
Bianca Jänecke	TVET expert	27 th July – 11 th August 2015
Julian Watson	Education sector expert	2 nd - 7 th August 2015
An Singh Bhandari	Finance expert	6 th – 12 th August 2015

2. Framework Conditions, Concept and Implementation

2.1 Framework Conditions and Context

Bangladesh is the world's eighth-most populous country, with over 160 million people and by far the most densely populated of any country whose population exceeds 10 million. According to the World Bank, the number of people per square kilometre in Bangladesh increased from 1,161 in the year 2010 to 1,218 in 2014. In Sweden, these figures were 23 and 24, respectively, and in Switzerland 198 and 207, respectively.⁴

The country is prone to flooding, tornados and cyclones and is now widely recognised to be one of the countries most vulnerable to climate change. In September 1998, Bangladesh saw the most severe flooding in modern world history; two-thirds of the country was under water and approximately 1,000 people were killed with 30 million made homeless.

Bangladesh has met several of the MDG targets. It has reduced the poverty gap ratio, attained gender parity at primary and secondary education, reduced the under-five mortality rate, contained HIV infection, increased the number of children under five sleeping under insecticide treated bed nets, increased the detection and cure rates of tuberculosis. In addition, Bangladesh has made remarkable progress in the areas of poverty reduction by reducing the prevalence of underweight children, increasing enrolment at primary schools, lowering the infant mortality rate and maternal mortality ratio, improving immunization coverage and reducing the incidence of communicable diseases. In the context of this evaluation, two specific MDG targets have been assessed in Bangladesh, namely access to basic education and gender equality.

UNDP reports, that significant progress has been made in primary education increasing equitable access and achieving a net enrolment ratio⁵ of 98.7% (girls: 99.4%, boys: 97.2 %) There has also been

⁴ Source: World Bank website, <http://data.worldbank.org/indicator/EN.POP.DNST>, visited on 21st August 2015.

⁵ Net primary school enrolment ratio is defined by UNICEF as "The number of children enrolled in primary school who belong to the age group that officially corresponds to primary schooling, divided by the total population of the same age group".

a reduction of dropouts, improvement in completion rates, and the implementation of a number of quality enhancement measures in primary education. According to UNDP, Bangladesh has achieved gender parity in primary and secondary enrolment.

The government is in the process of implementing a comprehensive National Education Policy Plan (2010) to achieve its objectives. The Constitution of Bangladesh has provision for free and compulsory primary education. The challenge under MDG 2 includes attaining the targets of primary education completion rate and the adult literacy rate. A large part of physically and mentally challenged children remain excluded from the schooling system. The quality of education is also a challenge at all levels of education.⁶

Regarding the promotion of gender equality, Bangladesh has achieved gender parity in primary and secondary education at the national level. This positive development has occurred due to some specific public interventions focusing on girl students at the secondary level, such as the exemption of tuition fees for girls in rural areas, and the introduction of a stipend scheme for girls.⁷

MDGs in need of greater attention are (among others) hunger-poverty reduction and employment generation, increases in primary school completion and adult literacy rates, and the creation of decent wage employment for women.⁸

Bangladesh is a next eleven developing nation with a per capita income of US\$1,190.⁹ The service sector counts for 51 per cent of GDP, the industrial sector 30 per cent and agriculture 18 per cent. Major industries include textiles, pharmaceuticals, shipbuilding, steel, electronics, telecommunications, energy, fertilizer, cement, leather, food processing and ceramics¹⁰. The last export report from June 2015 shows, that 80 per cent of export earnings came from the textile industry.¹¹ Remittances from the Bangladeshi diaspora and overseas workers provide vital foreign exchange earnings, accounting for US\$14 billion in FY 2013-14.¹²

Bangladesh has maintained an impressive track record on growth and development. In the past decade, the economy has grown at nearly 6 per cent per year, and human development went hand-in-hand with economic growth. Poverty dropped by nearly a third, coupled with increased life expectancy, literacy, and per capita food intake. More than 15 million Bangladeshis have moved out of poverty since 1992.¹³ While poverty reduction in both urban and rural areas has been remarkable,

⁶ Source: UNDP website: <http://www.bd.undp.org/content/bangladesh/en/home/mdgoverview.html>, visited on 21st August 2015

⁷ ibid

⁸ ibid

⁹ Source: bdnews24.com/economy/2014/05/21/bangladesh-s-per-capita-income-1190)

¹⁰ Source: www.eia.gov/countries/country-data.cfm?fips=bg), retrieved on 27th April 2015

¹¹ Source: <http://www.tradingeconomics.com/bangladesh/exports>, visited on 21st August 2015

¹² Source: www.dhakatribune.com/economy/2014/apr/12/bangladesh-among-top-remittance-recipients, visited on 12th April 2014

¹³ Source: World Bank Info (<http://www.worldbank.org/en/country/bangladesh/overview#1>), visited on 21st August 2015

the absolute number of people living below the poverty line remains significant. Despite this strong track record, around 47 million people are still below the poverty line.¹⁴

While the population growth rate has declined, the labour force is growing rapidly. This can be turned into a significant demographic dividend in the coming years, if more and better jobs can be created for the growing number of job-seekers. Moreover, improving labour force participation and productivity will help to release the potential of the economy.

Bangladesh aspires to be a **middle-income country by 2021**. This will require increasing GDP growth to 7.5 to 8 per cent per year based on accelerated export and remittance growth. Growth will need to be more inclusive through creation of productive employment opportunities in the domestic economy. Becoming a middle-income country will require substantial efforts on many fronts. These include (among others) strengthening revenue mobilization and improving labour skills.¹⁵

2.2 The Programme Concept

2.2.1 Programme Phases and Budgets

The Programme started in July 1997 and since then has been implemented in five phases. SDC has funded the Programme since July 1997 and the latter has then be co-funded by Sida since May 2004. The planned budget of the Programme has developed progressively, starting from BDT 125,792,474 in Phase I (07/1997 – 12/2000) and reaching a much increased budget of BDT 767,409,585 in Phase V (06/2011 – 05/2015). The Table 2 displays the planned and the used budget for each Programme phase.

Table 2: Programme Budget and Budget Use by Phase

Description	Phase-wise Budget (Amount in BDT)				
	Phase-I	Phase-II	Phase-III	Phase-IV	Phase-V
	(July 1997 – December 2000)	(January 2001 – April 2004)	(May 2004 – August 2007)	(September 2007 – May 2011)	(June 2011- May 2015)
Total planned budget	134,850,005	145,108,933	254,147,165	364,110,664	900,711,916
Total expenditure	125,792,474	145,108,933	218,466,808	361,807,303	767,409,585
Budget use efficiency (Burn Rate)	93.28%	100.00%	85.96%	99.37%	85.20%

¹⁴ ibid

¹⁵ ibid

Phase V of the Programme was nearly completely funded by donors, namely Sida and SDC. Only 0.5 of the total budget came from own sources, as the following table displays:

Table 3: Budget Phase V (in BDT)

	Cost Sharing	As of Pro Doc	Annual Project funding - Project Income (BDT)				
			May 2012	May 2013	May 2014	May 2015	
A	Donor and Funding Agencies						
	Sida	240,000,000			146,406,702	56,874,086	203,280,788
	% Sida	26.6	-	-	27.6	26.4	26.49
	SDC	660,711,916	143,977,282	202,712,333	56,478,391	156,617,228	559,785,234
	% SDC	73.4	99.7	99.6	71.7	72.8	72.94
	Sub-Total	900,711,943	143,977,282	202,712,333	202,885,165	213,491,340	763,066,048
	% donor funding	100	99.7	99.6	99.3	99.3	99.4

Table 3: Budget Phase V (in BDT)

	Cost Sharing	As of Pro Doc	Annual Project funding - Project Income (BDT)				
			May 2012	May 2013	May 2014	May 2015	Total
B	Bank interest						
	Interest earned from project fund		50,180	163,307	203,189	244,081	660,757
	Sub-Total	-	50,180	163,307	203,189	244,081	660,757
C	CMES 's Own Sources						
	Fee from non-CMES trainees (STC)		252,106	327,600	367,727	386,121	1,333,554
	Student contributions		174,418	284,458	552,462	658,905	1,670,243
	Contribution from production			49,551	319,360	310,098	679,009
	Sub-Total	-	426,524	661,609	1,239,549	1,355,124	3,682,806
	% Own sources	-	0.3	0.3	0.6	0.6	0.5
	Total (A+B+C) (rounded)	900.7m	144.45m	203.54m	204.33m	215.1m	767.41m

2.2.2 Overall Objective (Goal), Outcomes and Outputs of the Programme

The Programme started in the 1997 with a focus on basic education. The focus then shifted to pre-vocational skills development for income generation with basic education services as a tool aiming to enable the target groups to participate in skills development programmes. Accordingly the logical framework of Phase V of the Programmes prioritises access to employment and self-employment and income generation.

In detail, **the overall objective (goal) and the outcomes of the Programme Phase V** are defined in the logical framework as shown below. A full presentation of overall objective, outcomes, outputs and indicators is provided in Annex 2.

Overall objective (goal)

To provide alternative and diverse options for the life and livelihood of the young people, especially the disadvantaged adolescents.

Outcome 1

CMES graduates have access to gainful and decent jobs (on national and external job markets) or to opportunities for self-employment (based on the BSS, which is in line with national standards for skills development).

Outcome 2

CMES graduates have improved their performance as entrepreneurs providing products of competitive quality in local and national markets.

Outcome 3

CMES graduates and rural adolescents are equally participating in social and economic development processes in their communities (AGP).

Outcome 4 (Component 4: Expansion, Replication and Partnership)

CMES skills development model (its philosophy of empowering disadvantaged adolescents) is successfully replicated by other key actors of Bangladesh's education system.

Outcome 5 (Component 5 - Organizational Development)

CMES is further strengthened as a professional NFE organization; its management performs efficiently and results-oriented.

2.2.3 Target Groups and Location

Direct Target Group

The Programme targeted 118,205 adolescents and young women of 12 years and above (direct target group) of which 24,322 were planned to be Phase IV adolescents continuing in Phase V and 93,883 new intakes during Phase V. The targeted girl-boy ratio was 3 : 2.

The evaluators learnt that CMES uses socio-economic, age and school enrolment indicators to identify children and adolescents from families in the target group: i) students must be 12 years or older¹⁶ and have either dropped out or never been enrolled in a mainstream government school¹⁷; ii) the family income per person should not exceed 2 USD per day; iii) preference is given to members of families that live in remote villages and where parents have had little or no education, lack

¹⁶If children are younger than 12, CMES tries according to their own statement to convince the parents to enrol their children in primary school.

¹⁷The dropout rate from mainstream school is not being researched by CMES which raises questions as to the rigor with which they are enforcing their own criteria.

information and understanding of the purpose of education, and commonly do not send their girls to school at all.

The definition of the target group as given by the staff of the CMES SC and the definition received from the unit staff in the field corresponded with that of the Programme document. According to the statements of the CMES Service Centre (SC) management, the selection of locations for the CMES units is based on the poverty map of the World Bank. No other third party reference document was mentioned.

Indirect Beneficiaries

The indirect beneficiaries of the Programme are parents and employers of the targeted adolescents and young women as well as the community leaders where the Programme is implemented. The participants and staff of non-SDC/Sida supported units and projects are also understood as being indirect beneficiaries. Furthermore the assumption was that the graduates of CMES, as providers of products and services, benefit quite a number of local people in their basic needs – some of which are concerned with health and environment. Thus, for example, the graduates' provision of sanitary latrines as well as the installation of solar home systems positively changes many households in the community.

The secondary target group of the Programme consisting of many other adolescent girls and boys and the women is served by upholding their rights and empowering them.

Location

The Programme was implemented in 23 so-called units (19 existing units plus four new units included in Phase V) and in cross-cutting service centres covering a total of 40 sub-districts (upazila) in 20 districts. A map showing the Programme locations is given in Annex 3.

The evaluation team learnt that the Programme did not open units in Khulna division, which is one of the poorest (out of seven) divisions in Bangladesh and that the unconditional provision of land and transfer of property from committed private land owners to the NGO CMES was the critical and decisive criterion for the eventual selection and development of units, (i.e. locations where the Programme offers its services in what it designates as Basic and Advanced Schools). The explanations and justifications of this selection criteria presented by CMES remained incomprehensible to the evaluation mission. Since the investments in infrastructure have been very limited, this approach may need to be revised.

2.2.4 Institutionalisation of Concept

The overall objective of the CMES Programme is to provide alternative and diverse options for the life and livelihood of the poor and disadvantaged adolescents in rural Bangladesh. These are the

direct beneficiaries targeted by the Programme. The fifth phase of the Programme has been strategically aimed to address technological development, production and marketing in order to bridge the gap between the world of education and the world of work through human resource development as a contributor to poverty reduction.

CMES' Basic School System (BSS)

The CMES/BSS is a network of community-based education and training centres that provides general education to junior secondary level and vocational skills at national standard Basic Trade level. It consists of three types of schools: Basic School (BS), Advanced Basic School (ABS), and Rural Technology Centre (RTC). It emphasizes self-motivation, useful and effective general education and the overlap of education and the work market.

Each of the 23 units within the BSS has a cluster of 15-20 Basic Schools, 3-4 Advanced Basic Schools and one Rural Technology Centre in its working area which usually has a radius of about 10 kilometres.

Basic Schools (BS)

A BS functions as community-based learning centre providing general elementary and pre-vocational skills that prepare the target adolescents to learn and earn. The BS is a simple one room two grades learning centre for the basic competencies staffed by one teacher and one assistant teacher. These include literacy and basic education to the level of government grades 1 and 2. In general BS have work-sheds and rudimentary facilities and equipment for a very limited range of skill training (primarily because there is a single teacher). The Basic Schools in CMES BSS are supervised by 1 Senior Education Supervisor and 3 Education Supervisors.

Advanced Basic Schools (ABS)

An ABS is a rural general education and training centre providing education up to junior secondary level and vocational skills to national standard Basic Trade. As in the BS the emphasis is on learning and earning. ABS graduates acquire competencies equivalent to junior secondary class 8 and pre-vocational skills. The ABSs are larger and more senior schools that have three higher grades. Each of these is approximately similar to two formal school grades in the two semesters – so the 3 BSS grades cover grades 3 to 8 in the formal government system. The ABS curriculum is designed to match the immediate needs of the life and livelihood of the learners, and not designed for them to re-join mainstream schooling. The focus is on equipping the students with effective education and skills to take up employment or self-employment. Teaching is done by resource persons in various skills with their Teaching Assistants. TAs are usually recent graduates of BSS. Three teachers (one in charge as Head Teacher) and the TAs take care of general education as well as the skill trainings in ABS.

Rural Technology Centres (RTC)

The RTC is an enhanced ABS that functions as an autonomous education, vocational training and technical service institution in a community setting. It provides education to junior secondary level and vocational skills of national standard Basic Trade. RTC also acts as the cluster centre for the whole unit as well as being a school in itself. It provides technical services to other organs of Basic School System. The unit, including the RTC, is administered by a Unit Organizer (UO) assisted by two Senior Teachers (ST) and several Assistant Teachers. The UO reports to the CMES Support Centre in Dhaka.

Technology Management Centres (TMC)

TMCs are production and marketing consortia that aim to facilitate employment and income generation support to graduates of the Basic School System (BS, ABS, and RTC). This they do by research and negotiation with potential customers for the supply of goods to order and providing a small retail outlet with sample products for inspection. Goods identified are then given as orders to suppliers working as small businesses or by employing graduates as individuals on a piece work basis. The production is often decentralized but quality control is maintained by the TMC. Thus they provide further internship support to the BSS graduates enabling them to improve their business skills and quality of production. In future TMC will provide technical support to the Self-Employed Youth and Women's Social Enterprise (SEY-WO-SE) for quality production as per market demand. SEY-WO-SE uses a business partnership model and promotes 'industrial employment' of the BSS graduates at the appropriate level locally in the towns, cities and business areas near their homes.

There is no enrolment in TMCs, as the TMCs are considered to be business incubators offering free support services for CMES graduates in employment. CMES graduates who engage with the TMCs are not hired; they sign contracts for work and labour with the TMCs to supply a specific number of products at a specific price and time. The orders are collected and marketed by the TMCs. The CMES graduates engaged in order fulfilment get paid a previously agreed fee on completion of the order.

While they share the same main functions, there is no consistent business model for the TMCs. They offer counselling for self-employed - so far free of charge and also collect orders from the market and place them with the graduates to produce. The graduates are encouraged to attract additional orders from the market and become less dependent on the TMCs to find work. CMES is developing and implementing a strategy to encourage the phasing out graduates from the TMCs services within one year.

2.2.5 Programme's M&E System

The evaluation team was informed by CMES that there are two levels of monitoring: unit level monitoring and Service Centre (SC) level monitoring.

The unit level monitoring is done by the unit senior team comprising of the Unit Organiser (UO), Senior Education Supervisor (SES), Senior Teachers (ST) and Organiser-Gender (OG). All of them take time to visit the schools, gender sessions, and graduates' businesses on a regular basis to collect monitoring data. Most of the Programme components are thus monitored at least twice a month.

The central level monitoring is done by the members of various departments of the SC who visit the units at least once a month for several days. The monitoring exercise follows a standard monitoring matrix.

In assessing the applied monitoring system, the evaluation team identified a number of weaknesses which need to be addressed in the future:

Quality of definition of outcomes, outputs and indicators

The quality of some of the outcomes, outputs and indicators are not SMART¹⁸ and therefore they do not support the design and implementation of an evidence-based monitoring system. The following four examples are presented for demonstration purposes only:

- Outcome 3: CMES graduates and rural adolescents (girls and boys) are equally participating in social and economic development processes of their communities.
- Outcome 3 indicator: leadership capacities have been increased
- Outcome 4: CMES is further strengthened
- Output 5.2: CMES management capacities are improved

Focus on activities and outputs

The monitoring data presented by CMES to the evaluation team are mostly activity and output related and do not easily translate into a better understanding of progress made in terms of Programme outcomes. While CMES spends considerable resources to collect monitoring data it was not clear, whether the data are used for a consistent Management Information System. It appears that the organisation of the monitoring system on two levels (unit level and central level) is not effective and probably could be avoided if a consistent IT-based monitoring system was introduced. This would allow the CMES headquarter management real-time access to monitoring data collected on unit levels.

Lack of alignment

The NFE Policy from 2005 defines monitoring & evaluation as one of the key functions of the NFE agency on national level. While the evaluation team was not able to assess the quality of the national

¹⁸ SMART stands for **s**pecific, **m**easurable, **a**chievable, **r**ealistic and **t**ime-related.

NFE M&E system, it was observed that the CMES monitoring system is not linked with the national NFE monitoring system.

3. Focus of Evaluation

It was agreed with Sida, that the evaluation of the Programme was to be elaborated within the five standard evaluation criteria, namely relevance, effectiveness, efficiency, impact and sustainability. Observations made during the short field missions in Bangladesh and monitoring data made available by the Programme mainly allowed for a detailed assessment of the relevance, effectiveness and efficiency of the Programme. That is why these sub-chapters are of greater length than the assessments of the impact and the sustainability of the Programme.

In a nutshell, the five evaluation criteria address the following guiding questions:

- Relevance: Has the Programme done the right things?
- Effectiveness: Has the Programme achieved the expected outcomes?
- Efficiency: Has the Programme achieved the outcomes cost effectively?
- Impact: Has the Programme contributed to the achievement of the overall objective?
- Sustainability: Are the positive results of the Programme durable? Assessment of Relevance

Given the limited time of the evaluation team and in line with the ToR of the evaluation, the consultants focussed on the evaluation of three out of five outcomes of the Programme, namely Outcome 1 (access to gainful and decent jobs), Outcome 2 (CMES graduates have improved their performance as entrepreneurs) and Outcome 4 (CMES' skills development model is successfully replicated).

The very limited number of days available for field visits allowed access to two out of 23 CMES units. The two visited units were selected by the CMES Central Support Office and are both located in the North-West of the country (Damkura and Ranirbandar district). The evaluation team did not have the opportunity to visit any of the four new units established under Phase V of the Programme.

4. Assessment

In the following the evaluation team presents their findings and evaluation results for each of the five standard evaluation criteria, namely relevance, effectiveness, efficiency, impact and sustainability.

4.1 Relevance

4.1.1 Introduction

The relevance of the Programme is mainly assessed towards three aspects: relevance of the Programme for (1) the Government of Bangladesh (GoB), for (2) Sida and for (3) the target groups of the Programme.

4.1.2 Relevance for the Government of Bangladesh

The GoB recognizes that illiteracy and lack of skills are major factors contributing to rural poverty. About 80 per cent of the population live in rural areas and over 75 per cent of the labour force works in agriculture. Agriculture's share in GDP fell from 36 per cent in 1979 to about 13 per cent in 2014.¹⁹ With virtually no room for increased agricultural employment²⁰, new employment opportunities will have to be found in non-agriculture sectors to avoid rising unemployment and underemployment in rural areas. Education and skills levels largely determine the specific occupational opportunities that are open to the poor and the poor of Bangladesh have little access to educational skills training or skills enhancement opportunities. This places special demands on the education sector in general and on non-formal education (NFE) in particular. The correlation between education and poverty is well established. The GoB promotes NFE as an important means of poverty reduction. There was a continuous decline in the number of poor people—from nearly 63 million in 2000, to 55 million in 2005, and then 47 million in 2010²¹. Despite a growing population, the quantity of poor people declined by 26 per cent in 10 years. However, with nearly 50 million Bangladeshi citizens still living in poverty, continued investment and efforts to introduce quality in the formal and non-formal education sectors are needed.

A comprehensive policy framework for NFE was prepared and approved by the GoB in September 2005 and massive investment has been made aiming to reach the goal of the NFE policy which reads: “To contribute to fulfilling [Education for All] EFA goals and alleviating poverty as spelled out in the National Plan of Action II, 2004 – 2015 and the Poverty Reduction Strategy Paper (PRSP), by creating a community-based network of learning centres, aimed at reducing illiteracy by at least 50 per cent by 2015, extending opportunities for effective skills training and continuing education and creating lifelong learning opportunities.”²² The largest investments in this context are the Post Literacy and Continuing Education Projects which are mainly financed through Asian Development Bank (ADB) loans.²³

The first two (out of five) specific objectives of the NFE policy are to:

- “Provide quality and relevant NFE programmes and skill training which meet the assessed learning needs of the identifiable and potential clientele groups;

¹⁹ Cf. Bangladesh Economic Survey 2014

²⁰ It is assumed that modernisation in agriculture and especially the increased use of equipment will lead to less employment opportunities in this sector.

²¹ Source: <http://www.worldbank.org/en/news/feature/2013/06/20/bangladesh-poverty-assessment-a-decade-of-progress-in-reducing-poverty-2000-2010>. Website visited on 12th September 2015.

²² Bureau of Non-Formal Education (BNFE), Ministry of Primary and Mass Education: Non-Formal Education (NFE) Policy, p.4

²³ The Post Literacy and Continuing Education Project 2, which lasted from 2002 until 2013 and which provided similar services as compared with the ones of the Programme, had a total budget of 600 million USD

- Provide opportunities for individuals and groups of persons with learning and skills needs to develop self-reliant, productive and empowered citizens through engaging in income generating and life skills related activities.”²⁴

The third specific objectives of the NFE policy is to “establish a working mechanism of government, NGOs and broader civil society including the private sector for policy co-ordination, planning, implementing, monitoring and evaluation to reduce poverty and promote human resource development”.²⁵ In addition, the NFE policy highlights sustainability and community ownership as significant elements and the introduction of a database and monitoring and evaluation (M&E) activities. “This comprises development of [Management Information System] MIS and operation of national data base covering entire NFE sub-sector, carrying out M&E activities to ensure conformity to set national standards and monitor and evaluate programs directly supported by it.”²⁶

The overall objective (goal) and the outcomes of the **Programme** as defined in the logframe²⁷ **are in general in line with the policy and development strategies of the GoB NFE Policy**, since they focus on the provision of alternative and diverse options for life and livelihood, especially for the disadvantaged adolescents, to access gainful and decent jobs²⁸. We will see later that there is **room for improvement in aligning the Programme with some specific objectives and principles of the NFE policy**, namely the working mechanism between the GoB and NGOs (in this case: CMES), community ownership and the alignment of the Programme’s M&E system with the M&E system of the GoB.

4.1.3 Relevance for Sida

Sweden has provided development assistance to Bangladesh since the country became independent in 1971. Following Sida’s Bangladesh Cooperation Strategy 2008 – 2012 the “Results strategy for Bangladesh 2014 – 2020” has been developed. The aim of the current results strategy is “to contribute to improving the conditions for people to raise themselves out of poverty, strengthening democracy, respect for human rights and gender equality, and to contribute to sustainable development”. The choice of result areas for Swedish aid has been made on the basis of where contributions can have a strategic impact on Bangladesh’s development challenges. Account has been taken of the country’s positive economic and social development and its ambition to become a middle-income country. In the results strategy three focal areas of intervention are identified:

- Strengthened democracy and gender equality, greater respect for human rights and freedom from oppression (sub-objective 1)

²⁴ NFE Policy, p. 4f.

²⁵ ibid, p.5

²⁶ Ibid, p.10

²⁷ Project Document, p.107ff

²⁸ The Project Document does not provide a definition of „gainful and decent jobs“

- Better opportunities for people living in poverty to contribute to and benefit from economic growth and obtain a good education (sub-objective 2)
- Better environment, limited climate impact and greater resilience to environmental impact, climate change and natural disasters (sub-objective 3)

The relevance of the CMES Programme for Sida falls within the above mentioned sub-objective 2 (better opportunities for people living in poverty). “Inclusive, sustainable growth is an important condition for Bangladesh to make progress in its quest to become a middle-income country. Bangladesh’s five-year development plan states that increased growth is dependent on more jobs in manufacturing, which requires both that more jobs be created and that workers become more employable. Women are still markedly under-represented in the labour market. Swedish aid is therefore to contribute to improve the condition for women’s participation in the labour market, for example by supporting vocational education and training. In this regard, efforts geared towards environmentally sustainable activities should be pursued, so as to contribute to the shift towards a greener economy. Better dialogue between the social partners in order to improve working condition is also important for increased productivity and a safer environment for workers. Dialogue with the social partners to raise awareness of human rights, the right to join a union and corporate social responsibility is also very important. There is good potential for cooperation with the private sector, not least in the textiles sector.”²⁹

In the previous development strategy for Bangladesh (Cooperation strategy for development with Bangladesh, 2008 – 2012) the overall objective of Sweden’s development cooperation with Bangladesh was “... that the right to education, health, and a clean and healthy environment is fulfilled for women, men, girls and boys living in poverty....”³⁰ The first (out of four) sub-objectives of the 2008/12 strategy was “Increased access to and improved quality of primary education for children living in poverty, with a particular focus on girls.” The focus on the access to and quality of primary education is, as we have seen earlier, no longer a priority for Swedish development cooperation in Bangladesh.

In light of the updated strategic orientation of Sweden’s development cooperation with Bangladesh, **the Programme is**, as we will see later in more detail, **only partly relevant for Sida**. The reason for this assessment result is that the Programme has provided pre-vocational training in local settings instead of systematically preparing the target groups, especially female youths and women, for the development and income generation opportunities in the formal labour markets both in Bangladesh and abroad.

²⁹ Sida: Results strategy for Bangladesh 2014 – 2020, p.4 (Annex to Government decision 2014-08-14)

³⁰ Ministry for Foreign Affairs, Sweden: Strategy for development cooperation with Bangladesh January 2008 – December 2012, p.1

4.1.4 Relevance for target groups

Enrolment

CMES programmes are generally popular with parents and partly oversubscribed. In some but not all CMES units more students could be enrolled; nevertheless the CMES does actively recruit. Teaching staff undertake door to door visits to families known to fulfil the target group criteria. The Programme also organises Focus Group Discussions (FDGs) with parents of adolescents at risk and Community Working Committees (CWC) presenting role model graduates who explain the CMES activities and look for land donations. In addition, the Programme mobilises Local Support Groups (LSG) which are part of the Gender Empowerment Component with CMES graduates being actively engaged in LSGs as role models.

BS teachers carry out home-to-home visits in the communities to identify children who are not enrolled in mainstream school. If a child is not eligible for a CMES school because of a per capita income per day exceeding 2 USD or because of the young age of the child, the BS teachers try to convince the parents to enrol or re-enrol their child in a mainstream government school. Based on the home-to-home visits, CMES creates annual enrolment plans.

The evaluators found no evidence that the CMES fails to implement its enrolment criteria but the FGD with parents and students in the Damkura unit revealed that only one of 15 CMES students was a former dropout from the primary school; none of the others had ever been enrolled in any school before. The headmasters of two primary schools (in Damkura and Ranirbandar) said that the main factor that attracts students onto CMES programmes are the income-generating opportunities that come with the practical trade skills training at an early age, and this may well "keep children away" from the mainstream schools.

The field visits did not deliver any evidence that CMES targets anyone but the poorest. On the contrary, not one parent of 25 in an FDG at Damakura had access to water or electricity at home. However selection could be more rigorous. To definitively prove that CMES is succeeding in targeting the very poorest, the incomes of families whose children attend CMES schools should be compared to the average income of villagers in the respective districts. In the focus group discussions in both visited units, the parents stressed that it was for financial reasons - the need for the extra income from their children's skills activities – that enabled the family to afford education. They consistently stated that without these contributions they would not be able to enrol their children in any type of school. This statement slightly conflicts with the views of the GoB headmasters.

The tables overleaf display enrolment and graduation figures for Basic Schools (BS), Advanced Basic Schools (ABS), Rural Technology Centres (RTC) and fee-based short term courses (STE). The main findings are:

- **Enrolment figures** in the Basic School System (BSS)³¹ including BS, ABS and RTC **vary between 93.6 and 97.0 and 97.5 per cent**. The **enrolment ratio of female students/participants** was **94 per cent** in academic years **2011/12, 2012/13 and 2013/14**. In the following year **2014/15** this figure went up to **99 per cent**.
- **Enrolment in short-term fee-based courses**³² is **significantly behind the planned target** (between 37 and 32 per cent, with declining trend). The CMES management gives three reasons for this: i) the fact that the courses are fee-based and the targeted poor have become used to free education as offered in the BSS; ii) power cuts and shortages in electricity supply in rural areas and iii) other competing NGOs who offer similar training courses, often for free.
- **Graduation figures are mixed; some of them are low or even very low.** They vary between 61 per cent and 89 per cent in Basic Schools (2011/12 and 2014/15, respectively), 38 per cent and 70 per cent in Advanced Basic Schools (2011/12 and 2014/15, respectively), 40 per cent and 64 per cent in Regional Technology Centres (2011/12 and 2014/15, respectively). The lowest graduation rates are recorded in the short-term, fee-based training courses; they vary between 29 per cent and 37 per cent (2011/12 and 2014/15, respectively).

³¹ After successful completion of 2-years BS, which follows the curriculum of the primary schools and is a catch-up equivalent to classes 1-4 of the government schools, the students are enrolled in the ABS or in RTC - depending on the distance between the children's home and the campus and the skills trade area selected.

³² Short-term courses are fee-based trainings offered in income generating trades such as vermicomposting, mushroom cultivation, mobile servicing, garments, carpentry and welding. They target students attending government schools as well as other interested community members who are not eligible for CMES skills trade trainings in the BSS. Short-term courses are trade skills. The average duration of these courses is 3 months. The course fees vary between 500 and 1000 Taka per course.

Table 4: Number of students in BS, ABS, RTC and in short-term fee-based courses (STE)

(T = Total, M = Male, F = Female: BS=Basic School; ABS=Advanced Basic School; RTC= Rural Technology Centre; STC=Short Term Course)

Type of Education	May 31, 2012 ³³							May 31, 2013							May 31, 2014							May 31, 2015						
	Target			Achieved				Target			Achieved				Target			Achieved				Target			Achieved			
	T	M	F	T	M	F	%	T	M	F	T	M	F	%	T	M	F	T	M	F	%	T	M	F	T	M	F	%
BS	11340	5103	6237	11814	5827	5987	104	12240	5508	6732	12539	6325	6214	102	12240	5508	6732	11282	5273	6009	92	12240	5508	6732	11500	5289	6211	93.6
ABS	4225	1901	2324	3582	1384	2198	84.8	4615	2076	2359	4070	1600	2470	88	4615	2076	2359	4449	1768	2681	96.3	4615	2076	2359	4878	1854	3024	105.7
RTC	1890	850	1040	1555	718	837	82.3	2070	931	1139	1796	874	922	86.8	2070	931	1139	1985	1010	975	95.9	2070	931	1139	2075	1108	967	100
Subtotal	17455			16951			97.1	18925			18405			97.2	18925			17716			93.6	18925			18453			97.5
STC	2660	1064	1596	973	390	583	36.6	3220	1288	1932	927	324	603	28.8	3220	1282	1932	1138	455	683	35.3	3220	1282	1932	1030	360	670	31.2

Table 5: Number of graduates at the end of BS, ABS, RTC and STE programmes

(T = Total, M = Male, F = Female: BS=Basic School; ABS=Advanced Basic School; RTC= Rural Technology Centre; STC=Short Term Course)

Type of Education	May 31. 2012							May 31. 2013							May 31. 2014							May 31. 2015						
	Target			Achieved				Target			Achieved				Target			Achieved				Target			Achieved			
	T	M	F	T	M	F	%	T	M	F	T	M	F	%	T	M	F	T	M	F	%	T	M	F	T	M	F	%
BS	5670	2552	3118	3436	1740	1676	60.60%	6120	2754	3336	4755	2128	2627	77.70%	6120	2754	3336	5281	2447	2834	86.29%	6120	2754	3366	5431	2248	3183	88.74%
ABS	1340	604	736	507	167	340	37.84%	1460	657	803	616	183	433	42.19%	1460	657	803	831	273	558	56.92%	1460	657	803	1017	354	663	69.66%
RTC	630	283	347	251	118	133	39.84%	690	310	380	313	126	187	45.36%	690	310	380	342	129	213	49.57%	690	310	380	441	185	256	63.91%
Short-term (fee-based) training courses	2660	1064	1596	973	390	583	36.58%	3220	1288	1932	927	324	603	28.79%	3220	1282	1932	1138	455	683	35.34%	3220	1282	1932	1030	360	670	31.99%

³³There was a stipend programme for one year only (2012). It was a HORAGE scholarship programme for disadvantaged adolescents who were students of the CMES. HORAGE, a Swiss watch-making company, donated 1,452,500 Taka to CMES. The stipends of 3500 Taka per month were granted to 95 CMES students based on students' CEBE and CSLT scores. All scholarships were provided for students' personal development. After the end of the HORAGE engagement CMES did not continue the scholarship programme due to lack of alternative funding.

Student performance and assessment

CMES students' learning progress is assessed by two internal tests called CEBE (Competency for Effective Basic Education) and CSLT (Competency and Skills in Livelihood Technology). CEBE tests measure students' progress in general education, whilst CSLT tests measure their technical trade skills. Students pass the tests on a monthly (CEBE), quarterly (CEBE and CSLT) and annual (CEBE and CSLT) basis. The tests have been designed internally by CMES Education and TVET Monitoring and Evaluation Department. Although the general education course follows the national curricula neither the CEBE nor the CSLT tests are officially accredited because the CMES is not an officially registered training organizer (RTO). The CEBE certificate is not therefore equivalent to the Primary School Certificate (PSC) that is required for re-entering the formal education system. Similarly the CSLT is not recognized by the Bangladesh Technical Education Board (BTEB). CMES graduates may enrol in VET institutions which require JSC only (completion of grade 8 of mainstream school).

Nevertheless, in the FGDs with parents and students the respondents from both groups emphasized that the results of CEBE and CSLT tests were important to them: "to know how our children perform" (parents), "to demonstrate that we are skilled workers" (students).

CMES mentions that some students do re-enter the mainstream schools after BS but, no reliable figures were presented to the evaluators.

Table 6: Student Performance Assessment (2012 – 2015) – CEBE results (in per cent of total number of graduates)

Unit	Dec. 2011				Dec. 2012				Dec. 2013				Dec 2014			
	Grade A	Grade B	Grade C	Total	Grade A	Grade B	Grade C	Total	Grade A	Grade B	Grade C	Total	Grade A	Grade B	Grade C	Total
1. Suruj	70	18	12	100	75	23	2	100	86	10	4	100	84	11	6	100
2. Shakhipur	70	21	9	100	69	24	7	100	79	10	11	100	72	19	9	100
3. Kayetpara	75	21	4	100	80	17	3	100	79	17	4	100	79	21	0	100
4. Satbaria	53	30	17	100	54	27	19	100	58	32	11	100	58	24	18	100
5. Kuripara	50	48	2	100	46	38	16	100	61	29	10	100	52	37	12	101
6. Deuty	57	30	13	100	53	31	16	100	58	41	1	100	52	34	14	100
7. Ranirbandar	55	44	1	100	45	40	15	100	62	28	10	100	56	32	12	100
8. Vatpara	67	19	14	100	65	27	8	100	66	21	14	100	68	22	10	100
9. Damkura	70	21	10	100	68	19	13	100	68	18	15	100	78	16	6	100
10. Khasherhat	63	37	0	100	74	15	11	100	73	21	7	100	72	23	5	100
11. Amua	66	32	2	100	57	39	4	100	76	20	3	100	69	25	6	100
12. Amtali	68	22	10	100	60	35	5	100	61	25	14	100	65	35	0	100
13. Pathorghata	66	31	3	100	69	28	3	100	62	38	0	100	69	29	2	99
14. Gobratola	75	21	4	100	69	24	7	100	77	20	3	100	65	29	6	100
15. Nayadiary	61	30	10	100	59	29	12	100	62	32	6	100	69	22	9	100
16. Alinagar	71	20	9	100	69	21	10	100	75	25	0	100	76	24	0	100
17. Elaipur	50	36	13	100	53	36	10	100	58	36	5	100	55	35	9	100
18. Fulbari	58	36	6	100	57	33	10	100	54	39	7	100	51	43	6	100
19. Ulipur	55	43	2	100	51	42	7	100	60	40	0	100	50	39	11	100
20. Bokshigong	X	X	X		39	32	29	100	54	36	10	100	70	28	2	100
21. Nalitabari	X	X	X		X	X	X		62	24	15		74	22	4	99
22. Jaintapur	X	X	X		X	X	X		X	X	X		X	X	X	X
23. Haluaghat	X	X	X		X	X	X		X	X	X		85	15	0	100

Table 7: CMES Students Performance Assessment (2012 – 2015) – CSLT results (in per cent of total number of graduates)

Unit	Dec. 2011				Dec 2012				Dec. 2013				Dec. 2014			
	A-Grade	B-Grade	C-Grade	Total	A-Grade	B-Grade	C-Grade	Total	A-Grade	B-Grade	C-Grade	Total	A-Grade	B-Grade	C-Grade	Total
1. Suruj	53	25	20	98	58	30	12	100	57	34	9	100	56	34	10	100
2. Shakhipur	56	28	16	100	51	35	14	100	59	24	17	100	54	36	10	100
3. Kayetpara	56	41	3	100	53	38	9	100	82	18	0	100	81	13	6	100
4. Satbaria	58	31	12	100	59	30	11	100	61	29	11	100	50	32	18	100
5. Kuripara	51	49	0	100	54	45	1	100	53	38	9	100	52	42	6	100
6. Deuty	53	35	12	100	55	29	15	100	52	34	13	100	55	37	8	100
7. Ranirbandar	60	32	8	100	54	35	11	100	62	30	8	100	70	25	5	100
8. Vatpara	63	25	12	100	54	31	15	100	62	32	6	100	61	35	4	100
9. Damkura	65	25	10	100	61	32	7	100	65	21	14	100	64	25	11	100
10. Khasherhat	56	44	0	100	66	32	2	100	61	34	2	97	61	33	6	100
11. Amua	67	28	6	100	65	30	6	100	62	31	7	100	67	25	6	97
12. Amtali	67	33	0	100	70	27	4	100	62	28	11	100	65	35	0	100
13. Pathorghata	62	24	14	100	59	27	14	100	64	36	0	100	67	28	5	100
14. Gobratola	63	26	11	100	61	27	11	100	73	24	4	100	68	28	5	100
15. Nayadiary	67	28	6	100	65	30	6	100	62	31	7	100	67	25	6	97
16. Alinagar	57	37	6	100	64	26	10	100	60	33	7	100	61	31	8	100
17. Elaipur	63	31	6	100	58	36	6	100	61	31	8	100	65	29	2	95
18. Fulbari	52	45	3	100	54	43	3	100	50	44	6	100	55	45	0	100
19. Ulipur	51	47	2	100	53	40	7	100	51	44	5	100	49	42	9	100
20. Bokshigong	X	X	X	0	49	47	4	100	70	20	0	90	69	30	1	100
21. Nalitabari	X	X	X	0	X	X	X	0	82	12	6	100	65	35	0	100
22. Jaintapur	X	X	X	0	X	X	X	0	X	X	X	0	X	X	X	0
23. Haluaghat	X	X	X	0	X	X	X	0	X	X	X	0	80	20	0	100

CMES gives three reasons for high dropout rates (of about 70%) at transition from BS to ABS/RTC and during ABS/RTC: i) remoteness of students' homes from the ABSs/RTCs campuses; ii) the need to work, earn money and contribute to the family income and iii) family migration.

Table 8: Drop-out Rates CMES students (2012 – 2015)³⁴

KPI	Measurement	Baseline (2010)	Target size (2015)	Achieved			
				May 2012	May 2013	May 2014	May 2015
Basic School Students							
During BS	# of students	479	367	457	476	239	133
	% of enrolled students	6%	3%	3.87%	3.79%	2%	1.16%
Basic School Students on exit							
Transition from BS to ABS/RTC	# of students	2202	2142	2160	3250	3835	4065
	% of students who completed BS	54%	35%	63%	68%	71%	70%
ABS/RTC Students							
During ABS/RTC	# of students	219	200	259	228	276	202
	% of students enrolled in ABS/RTC	6%	3%	5%	4.44%	4.29%	2.91%

Training needs

CMES staff both at the SC and unit level highlighted the following training needs: additional complimentary skills in traditional trades (e.g. fashion design in garment making), and courses in new trades such as ICT, solar technology and mobile phone servicing. Furthermore they emphasized the need for additional entrepreneurship (business development) trainings - both for TMC staff in the context of their revised role as business incubators and for CMES students prior to graduation.

Students and parents, perhaps predictably given their levels of education, remained set on training in traditional businesses (carpentry for boys and garment making for girls). Some of the interviewed students also mentioned they would be interested in obtaining PC/ICT skills.

³⁴ The drop-out figures presented in this table were provided by CMES. The findings of the field mission, however, suggest, that in reality the drop-out figures are much higher (see page 21)

Interestingly, the focus of government school students, who joined the AGP gender session attended by an evaluation team member, was much broader. Besides the traditional trades they mentioned: paramedical care, beauty parlour, veterinarian, PC/ICT, mobile phone servicing, nursery and motorbike repair.

It remained unclear to the evaluators just how much research was being done by CMES into the future needs and possibilities for employment that will arise in the coming years. In the Project Document one of the general implementation strategies is, 'Assessing appropriateness of existing courses based on market need assessment and introduction of new courses'. The evaluators did not see evidence of this. It appears that CMES did not report about labour market opportunities. However, the recently established membership of CMES in the Industry Skills Council (ISC) is seen by CMES management as a first step towards stronger labour market orientation and alignment to the growing industries of Bangladesh and the trade and skills training they require. Given the overall objective of the Programme, the underdeveloped labour market orientation is regarded to be a major weakness of the Programme.

Service priorities

The evaluation team discussed with CMES the perceived relative importance of the services that it is providing (BS, ABS/RTC, TMC, AGP, etc.). It was strongly felt that all are interdependent and of equal relevance. In reality, these are not distinct services but components of a holistic concept which offers income-generating opportunities through integrated general education and skills trade training as well as through gender empowerment and business incubation support for starting-up self-employment enterprises. CMES did not think it would be possible to achieve the programme's aims if any one of these elements was pruned out. All are symbiotic.

Aspirations regarding preparation for employment

CMES students and graduates (as well as their parents) are clearly aiming at self-employment and entrepreneurship after completing the CMES schools. The definition of self-employment is however fuzzy. To some self-employment is the same as entrepreneurship, (which it is not), whereas to others it means being a piece worker or a hired hand. To some it is to start a business that employs while others are uninterested in those responsibilities. That said the general aspiration is to follow other graduates and non CMES community members who now successfully run their own businesses.

To start a rural business, support is needed to prepare for self-employment. Information about, and access to microfinance loans or alternative funding is required; network contacts and relationships with former graduates who successfully launched their own business need to be formed and advice on the selection of appropriate locations for setting up a business acquired. However none of the interviewed parents or any of the students mentioned the need for entrepreneurship skills training

or business development services. Obviously, most of the interviewees are not aware of the skills required to successfully survive in business as a self-employed or, even more, as an entrepreneur. They perceive the acquisition of a skill as a certain path to enhancing family income.

Employment strategies

No student interviewed seemed aware of any option other than informal self-employment. None of the students or their parents looked at other opportunities for income generation. Only one mother told the evaluator that she was thinking about whether to send her daughter away to a garment factory as the wages were said to be higher there. Upon specific enquiry, the fathers of some male students mentioned that labour migration might become an option for their sons in the future. Asked for potential support needs associated with labour migration, one parent suggested CMES build a national and international network of contact points where CMES labour migrants could apply to for advice in cases of emergencies or abuse.

Both CMES SC management and unit staff clearly opt for self-employment as the best and most realistic income-generating opportunity open to their graduates. They justify the strict focus on self-employment by the young age of their students and graduates. They point out that those who complete training are too young to migrate abroad for employment and even as graduates have technical trade skills that are limited to pre-voc level. (Unskilled workers are particularly vulnerable to exploitation and abuse of rights by the employers.) The traditional villagers' mentality binds girls to their homes. For these reasons CMES focuses on keeping the adolescents as long as possible in their villages where they are protected, and where they can start and subsequently grow their little businesses with the cooperation of the TMCs.

Given the high priority CMES puts on self-employment, the support it provides to successfully sustain its students and graduates in business and to earn a stable income over a prolonged period of time is inadequate. Entrepreneurship skills training is not provided; teachers lack experience as entrepreneurs. The CMES has developed an M&E checklist for monitoring graduates' businesses, and they do check graduates' financial record keeping as well as their order portfolio and level of income. In the first year after graduation CMES unit staff conducts monthly visits, later yearly monitoring visits to the graduates' businesses.

Other forms of income generation (employment in local companies, labour migration - both national and international) are not addressed by CMES services. Nor does CMES offer professional orientation or career guidance services in a systematic manner. The choice of trade and of students' further life and career paths is left to the students and their parents.

Project's relevance for target groups

Undisputedly, the CMES project is relevant for the target group. Without the CMES activities, a large number of poor and disadvantaged adolescents (and particular girls) in rural areas would probably not attend any school at all. The integration of general education and practical trade skills seems to have a tangible impact on the families. In some cases, the evaluators saw evidence that CMES graduates started training and employing their family members in their businesses. What seems to be even more important is that the CMES programme develops students' self-reliance, ambition and purposefulness. (Those who the evaluators met in the FGDs were very determined in their further plans and aspirations.)

Set against this, high dropout rates and the limited access CMES graduates have to the mainstream education system raise the question whether the CMES model is still up to date, and whether it is suitable to properly address the socio-economic challenges which Bangladesh as a middle income economy faces at the present time.

4.2 Assessment of Effectiveness

4.2.1 Introduction

The Programme pursued five outcomes which read as follows³⁵:

- (1) CMES graduates have access to gainful and decent jobs (on national and external job markets) or to opportunities of self-employment based on the [Basic School System] BSS which is in line with national standards for skills development.
- (2) CMES graduates have improved their performance as entrepreneurs providing products of adequate quality (competitive) on local and national markets.
- (3) CMES graduates and rural adolescents (girls and boys) are equally participating in social and economic development processes of their communities.
- (4) CMES' skills development model (its philosophy of empowering disadvantaged adolescents) is successfully replicated by other key actors of Bangladesh's education system.
- (5) CMES is further strengthened as a professional NFE organisation; its management performs efficiently and results oriented.

In summary, the five Programme outcomes focus on three issues: (1) employment and income generation, (2) gender and (3) replicability of CMES' models and CMES' institutional capacity

These three key issues are addressed in the following sub-chapter, in which the findings and assessment results of the evaluation team are presented.

³⁵ Cf Logframe of the Programme which is presented on page 107ff. of the Project Document

4.2.2 Findings and assessment results

4.2.2.1 *Employment and Income Generation*

Career paths of CMES graduates

All figures presented by CMES on the further life and career paths of their graduates need to be treated very carefully. They are inconsistent and in part contradictory. Nevertheless, they did allow the evaluators to identify some main trends and problems associated with the CMES model of integrated education and training for poor, disadvantaged adolescents in rural areas.

The major problem is the inordinately high dropout rates of CMES students both at transition from BS to ABS/RTC and during ABS/RTC. Assuming the data on student enrolment rates are correct, 65 per cent of CMES students³⁶ drop out before completing the full cycle of 5 years education³⁷. Even if 10-15% of CMES students re-entered the mainstream schools during their CMES studies (an assumption that has not been proven true and for which the evaluators found no evidence in the field), the dropout rate would still be more than 50% of enrolled students.

Furthermore high dropout rates seem to be more or less constant; from the data given they have not decreased significantly throughout phase V of the project. When these dropout rates were discussed by the evaluators with the CMES management it was apparent that CMES is aware of this problem. It even understands that early income generation opportunities that CMES provides sometimes trigger families to take their children out of mainstream school and yet, it did not offer any ideas on how to effectively tackle this problem. Given that the main justification for the existence of a parallel CMES training system is to effectively address the problem of high dropouts among poor disadvantaged adolescents from mainstream schools, this is surprising. The effect on the cost per graduating student must be a significant factor in assessing the value for money of the CMES programme.

The following table informs about the monthly average income of self-employed Programme beneficiaries and the options they chose after graduation from the Programme's Basic Schools System. Interestingly, only 6 per cent of the target group found employment on a national labour market and nobody got access to international labour markets. Given the ambitious outcome 1 of the Programme (access to gainful and decent jobs on national and external job markets), this result is disappointing.

³⁶³⁶ The ED of CMES confirmed this figure by E-Mail to Dr. Jänecke on 19th August 2015

³⁷³⁷ Cf. Table X in chapter 4.1.4

Table 8: CMES graduates life and career paths - by type of further life and career paths

(T = Total, M = Male, F = Female)

Career path	May 2012				May 2013				May 2014				May 2015			
	T	%	F	M	T	%	F	M	T	%	F	M	T	%	F	M
Monthly average income of self-employed (in BDT)	4,200 BDT				4,200 BDT				4,521 BDT				4,863 BDT			
Self-employment (including TMC and SEY-WO-SE)	251	33%	181	70	349	38%	229	120	494	42%	383	111	391	27%	275	116
Employment in other local businesses	97	13%	60	37	198	21%	78	120	350	30%	192	158	313	21%	179	134
Employment in other national businesses	48	6%	23	25	90	10%	37	53	171	15%	54	117	216	15%	53	163
Employment in international businesses																
Continuation of training/education	198	26%	109	89	161	17%	158	3	61	5%	57	4	243	17%	189	54
Unemployment	110	15%	65	45	73	8%	63	10	36	3%	30	6	146	10%	100	46
Others	54	7%	35	19	58	6%	55	3	61	5%	54	7	149	10%	123	26
Total	758	100%	473	285	929	100%	620	309	1173	100%	770	403	1458	100%	919	539

T = Total, M = Male, F = Female

General education component

It is important to consider how well the general education component of the BSS equips CMES graduates in their further career development. The model for providing basic education by condensing four years of learning in the government system into two years of BS is certainly possible. Internationally many such catch up systems exist particularly in post conflict situations. However they do require well qualified teachers and a rigorous equivalency framework and neither is apparent in the CMES programme. CMES BS teachers are recruited at community level and their only required qualification is to have a Secondary School Certificate (SSC). Actual formal training in teaching is not a prerequisite, however CMES is running a teacher training programme. The evaluators learnt that the Programme as provided initial teacher training capacity development opportunities to 85 CMES teachers. Furthermore the CMES's own Competency for Effective Basic Education (CEBE) is internally designed and internally validated and not an independently monitored qualification. It is not recognised by GoB as an equivalent of the state awarded Primary School Certificate (PSC). Using the same curriculum and textbook does not automatically result in the same level of students' basic competencies and, with class sizes of 25-30 students, the evaluators' question how students can achieve the level of basic education prescribed in the PSC.

Transferable skills which are increasingly of particular importance for the students' further career development - their ability to respond to changing labour market requirements and therefore to earn a sustainable income in the long run - are not emphasised in the CMES general education courses.

At an FGD held with local employers in the Ranirbandar unit the evaluators found that employers were, however, generally satisfied with the level of practical skills and particularly pleased with the work attitude of CMES graduates. The employers mentioned that sometimes they would be visited by CMES teachers to ask for internship or job opportunities for their students and graduates, but this was not systematic. At times the employers went to the ABSs or RTCs to look for appropriate workers to recruit.

The career path that is most promoted by CMES for its graduates is self-employment. The figures provided by CMES management show that, depending on the year chosen, between 27-42 **per cent** of graduates in phase V started their income-generation activities as self-employed. Conversely, this means that between 58-73 per cent of them chose other options. (This includes the 5-26 per cent who continued their education.) Between 19 and 45 per cent of graduates opted for employment in local and national businesses.

If these figures do reflect the real situation, CMES's dominating focus on self-employment does not seem rational. Again, given the CMES input data are correct, it remains unclear why it recommends self-employment as the best (if not to say the one and the only) income generation opportunity to its students. Alternative options such as employment in local or national companies or international labour migration are not being addressed by CMES and this results in a lack of alignment between the skills being taught and the real labour market outside the 'protected' environment offered by the TMC.

Self-employment and entrepreneurship

The equation of 'self-employment' and 'entrepreneurship' as practiced by CMES is a critical issue. All graduates who are self-employed are considered to be entrepreneurs (particularly those having artisanal contracts with the TMCs). Entrepreneurship skills' training seems to be very rudimentary if given at all. According to the statements of CMES SC management and unit officers, none of the graduates who have set up their own business have so far ceased their activities; yet it seems to be questionable whether the self-employed would be able to sustain in business if they have to take the full commercial risk in the future or if the market environment changes which is inevitable, particularly as most of the graduates operate their business in just two trades - garment making and carpentry. The sustainability of even these successful project outcomes is fragile.

International labour migration

International labour migration as a route to employment is ignored by CMES. The reasons the management gives for its reticence to promote labour migration are understandable: the young age of their graduates, their vulnerability to exploitation, their lack of foreign language skills and the traditional mind-set in the graduates' families. However with remittances playing such a large part in the foreign earnings of Bangladesh³⁸ international labour migration should be seen as a viable reality and the appropriate student preparation made. Instead of intensifying partnership relations with other NGOs and agencies such as the ILO and providing students and their families with quality advice and support on labour migration issues, CMES simply reduces the marketability of its graduates.

National migration

National migration is problematic (the wage level for villagers in the big cities is around 6.000 Taka which would be good in the village but is not enough to pay for basic living in Dhaka outside a nuclear family). The ILO trained for local migration but almost all graduates came back because of the low wage level in the cities.

It should be noted that CMES has as part of its policy 'giving importance to the local context'. In its Project Document it states "For certain products though the competition is too tough in the general market, the product and the trade is still profitable at the local level in some areas. Thus for example it is difficult to compete with the industrially produced washing soaps, but CMES own hand made soaps sell well in the unit areas at a very local level. This is true about some modest household wooden fixtures and furniture." If the skills imparted are only economically viable locally then there is not much encouragement for labour to migrate.

Popular trades

The main areas of income generation for graduates are carpentry and garment. Depending on the year chosen in phase V between 59 per cent and 88 per cent of all graduates start their income-generating activities in one of these two areas. However it is difficult to judge about the viability of graduates' economic activities in these two areas. On the one hand, CMES reports that none of those who started their self-employment/entrepreneurship in the last 4 years has closed down his or her businesses. On the other hand, the average income of the graduates remains behind the expected indicator of Tk 5.500 per month and the majority of CMES self-employed graduates who run their own businesses operate in their local community-based markets where demand is, by nature, very limited. A consistently growing number of self-employed garment-makers or carpenters sooner or later results in saturated local markets and thus in stagnating, or even falling, income levels.

³⁸On average, Remittance Receiving Households receive Tk 205,642 per annum in remittances—more than two times the per capita annual GDP in FY14. [World Bank: *The Bangladesh Remittance Story Reaffirmed*]

Moreover, the new market entrants also need to compete with the TMCs that support the same trades with a competitive advantage over those CMES graduates who are not engaged in TMC activities - due to donor-funded operational expenditure of the TMCs. As a consequence, self-employed CMES graduates either need to identify individual market niches, which requires more specific and higher-levelled trade and entrepreneurial skills as well as additional investment, or they need to expand the geographical scope of their activities which may result in labour migration for which CMES graduates are not prepared.

Entrepreneurial skills

In the field the evaluators found that those graduates who are engaged in the TMCs have their entrepreneurial skills simulated rather than developed. The OT-TMC manages all non-artisanal activities relevant to order acquisition and allocation, supply chain, cost and price calculation, marketing and sales etc. The contribution of the CMES graduates is limited to executing the work based on supply contracts. Their involvement in entrepreneurial decisions is marginal.

CMES management is aware of this problem and claimed that it is now working on an exit strategy for CMES graduates that assumes a reducing involvement of the TMC as their businesses mature. So far this concept has not been formalized. CMES management sees the future role of the TMCs as a combination of a centre of mass production (for fund raising) and a business incubator. However these two functions will generate a conflict of interest. Effectively subsidized mass production will tighten unfair competition in the local markets, and the TMCs would therefore be unlikely to be respected and recognized as business incubators.

4.2.2.2 Gender

Bangladesh has achieved significant progress in terms of adult literacy rates of women (88 per cent females as a per cent of males³⁹). But serious gender-related challenges remain, including child marriage (29 per cent of girls are married by the age of 15 years) and wife beating. According to UNICEF, 33 per cent of women between 15 and 49 years of age consider a husband to be justified in hitting or beating his wife⁴⁰.

The CMES approach: AGP

Adolescent Girls Programme (AGP) is a community-based gender empowerment programme which targets both CMES students and students of the government schools and other community members. The participation in the programme is voluntary. The AGP is an interface between the CMES school system and community work. Formats like Local Support Groups (LSG) and Community Working Committees (CWC) are used to address and resolve a large range of social issues, such as

³⁹ UNICEF: The State of the World's Children 2015: Executive Summary, New York, November 2014, p.76

⁴⁰ Ibid: p. 96.

problems in the families, the involvement of the communities in establishing and maintaining the basic schools and the support of CMES graduates' businesses.

The AGP develops sustainable community-based advocacy and action programmes designed by the adolescents and young women for their social and economic empowerment. Having been prepared and encouraged by AGP, Advanced Adolescent and Young Women Organization (AAYWO) is designed to become a self-help organization for promoting social and economic participation of adolescents. The AAYWO is meant to reach out to organizations and forums that are concerned with adolescents' issues at the local and national level. Within the community AGP acts as an active cadre to raise and resolve gender issues of all kinds (health, sanitation, nutrition and feeding, parenting, domestic violence, employment, gender-based privilege, religious discrimination, education, civil rights etc.). These issues may be on a very personal level, particular to the AGP itself or on a wide community scale. From the discussions interventions are designed that will, in a pragmatic manner, heighten gender issue awareness and confront and rectify gender-based problems within the communities. The AGP itself chooses the issue or problem that it might wish to address. In open forum, with both boys and girls present. Facilitated by an AGP problems are identified, issues raised and practical resolutions designed. The solutions are then implemented by the AGP. The success of implementation in terms of social impact is then discussed and conclusions drawn and lessons learnt.

The AGP is successful in increasing the number of participating adolescents from CMES schools, from government schools and the communities. It aims to promote gender empowerment activities both at local and national level through the AAYWOs. (Under the AGP these are being developed into a national umbrella organization with access to international development partners, state agencies and other partners.) Yet, it is difficult to quantify relevance, effectiveness, efficiency, impact and sustainability of the gender empowerment component. An indirect indicator of the effectiveness of AGP is that only one third of the participants (32.54 per cent) are AGP members whilst the other two thirds are AAYWO members who are not associated with AGP (19.89 per cent) and members of the School Gender Programme (47.58 per cent).

The number of social problems addressed by the AGP component is diverse: child marriage takes a top position; followed by sexual harassment; ensuring reproductive health rights and medical treatment for women; and HIV/AIDS prevention. The different formats of gender empowerment - gender sessions and conventions, local support groups, school gender programme - help to raise awareness of gender-related challenges and motivate the students to take specific actions to resolve such problems.

Table 9: Adolescent Gender Programme (AGP) - Social Actions supported by AAYWO

Type of activity	31 May, 2012	31 May, 2013	31 May, 2014	31 May, 2015
Number of social actions initiated and implemented by AAYWOs	1600	1219	1703	1313
Number of child marriage free villages	35	40	44	60
Total no. of villages in CMES areas	335	354	376	397

Social impact of Adolescent Girls Programme

Outside the CMES schools the social impact of the AGP is difficult to assess without designing rigorous indicators and undertaking large scale field research after a baseline survey. The evaluators' brief visits to only two CMES units meant that they only received anecdotal evidence but the impression was that the AGP is popular and has had a beneficial effect on a number of social issues that are gender sensitive. It seems to be a forum in which adolescents of both genders can openly discuss important gender and gender related issues.

Within the schools, CMES drafts an annual plan for attendance and engagement in AGP activities. A unit-based analysis of the planned and actual attendance numbers for AGP activities revealed quite a formal approach to programme implementation. The target attendance number is the same for all 23 units. CMES management explained that they do not have unit-specific planning, so they simply divided the annual target size by 23 units.

In a discussion with CMES management, the staff emphasized that the target numbers are defined by the workload of AGP facilitators in the CMES unit. If this is so, it is a supply-driven, input-oriented approach to planning and implementation at odds with the spirit of the programme.

Another issue that the evaluators found was that the monitoring and evaluation of the AGP produced unreliable data⁴¹. Attendance/engagement rates as reported by CMES do not differentiate between CMES students and attendants from the wider community such as students of government schools. The total number of 2700 for all units and throughout all 4 years of phase V arouses the suspicion that CMES provided target figures of attendances rather than actual ones. (Whichever way this figure is regarded it must be questionable as the units are different in terms of catchment area, population, number of ABS etc.). In the AGP gender session which the evaluation team member attended in the Ranibandar unit, the AGP facilitator did not register the participants.

Aware of the difficulty of measuring the outcomes of the AGP component, CMES has developed the Gender Empowerment Index (GEI) a tool which measures sub-indicators of individual gender empowerment. The data and charts of EMCS AGP self-monitoring are given below. (The sub-

⁴¹ The data and charts concerning the AGP are given in Appendix XX.

indicators are: attendance of, and contribution to i) weekly gender sessions; ii) monthly conventions; participation in social actions and exceptional social actions; iii) the use of the gender diary; iv) business/net income development; v) leadership activities; vi) continuation of education and training; vii), organisational and networking activities in AAYWO, LSG, School Gender Programme). It is the responsibility of the OG (AGP facilitator) to monitor and record CMES students' gender empowerment activities based on these criteria.)

Table 10: AGP Gender Empowerment Index (GEI) and Grade Scores in percentage

KPI	Measure	Baseline (2010)	Target size (2015)	Achieved			
				May 2012	May 2013	May 2014	May 2015
GEI grade	%	A-Grade - 37 B-Grade - 34 C-Grade - 20 F - 9	A-Grade - 50 B-Grade - 40 C-Grade - 10 F - 0	A-Grade - 23 B-Grade - 31 C-Grade - 30 F - 16	A-Grade - 34 B-Grade - 35 C-Grade - 27 F - 4	A-Grade - 41 B-Grade - 42 C-Grade - 17 F - 0	A-Grade - 52 B-Grade - 36 C-Grade - 12 F - 0

F failed

Target groups' opinions

Statements about the satisfaction of the target groups with the responsiveness and outcomes of the AGP are based on occasional observations made by the evaluation team during the field visits. Their validity as an evaluation of the whole must be seen in that very limited context. The AGP does seem to address the needs, expectations and interests of the target groups. Both the participants of the gender session and the students interviewed in the FGDs were self-reliant about their future plans and wishes ("build my own business"; "earn good money", "be respected in my in-laws' family because I'm a skilled worker now" etc.). In this sense, the AGP seems to have a positive impact on girls' self-esteem and self-reliance.

4.2.2.3 Replicability of CMES' Models and CMES' Institutional Capacity

Attempts to replicate CMES models and activities

The assumption made by CMES that it will always get donor funding for its activities has bred into the organization a lackadaisical attitude to duplication for sustainability. No training programmes have been replicated by other NGOs because they have assumed funds will always be available through CMES. The NGOs don't have own funds for programme implementation. CMES considers the main constraint for programme replication to be the lack of funds accessible to other NGOs.

CMES did join a curriculum design team with BTEB for poultry, mushroom cultivation, solar technology, beautician and the tailoring/dress making curricula.

The BNFE (Bureau of Non-Formal Education), CAMPE, D-net and others buy learning materials developed by CMES which they distribute to other NGOs, and the BNFE plans to involve CMES further to train the students of other NGOs under the umbrella of BNFE in technical trade skills.

The Student Government which was pioneered by CMES and introduced in the organisation in 2005 is in 2015 being implemented for all higher secondary education and can be considered a successful example of replication.

CMES cooperates with the Ministry of Women and Children Affairs (MOWCA) that runs a programme called Kishori Club which is in part comparable with AGP. CMES works together with the Programme Implementation Committee and uses the Kishori magazine. CMES has also shared experiences of the AGP with MOWCA - Maternity stipend for poor mothers - which is a supplementary social awareness programme of the GoB in reproductive health care for poor mothers.

So far, two technologies have been replicated: CMES has been a pioneer in vermicomposting since 1993 and mushroom cultivation since 1986. The observed production capacity, however, is very minuscule without having a commercial impact. Since 2005 the GoB has included vermicomposting in the programme of the Agricultural Extension Office. Former CMES trade skills teachers started using this technology in other organizations. Today it is a popular trade promoted by the Bangladesh Agriculture Research Institute (BARI). A few months ago Modern Herbal, a national manufacturer of herbal medicine applied to CMES for consultation because they wanted to launch their own vermicomposting production.

Capacity Development / Staff training

Virtually all staff training is conducted internally. It has been decentralized to 7 regional training centres. Only trainings for SC staff are delivered in Dhaka.

All newly recruited staff receive a five day induction training. BS teachers are recruited locally to the units and their entry qualification is to have completed class 9 and therefore have a Secondary School Certificate.

Every six months all teachers undertake two days refresher trainings in groups of 25-30 from 40 Service Centre staff who are experienced Training Facilitation Programme Organizers. Training is unit based and focuses on subject or trade content with little on training methodologies. The training is monitored by UMA's who travel observing lessons and, together with the UOs identifying teachers' training needs. Training needs are informally explored by the staff members themselves and the elaboration of staff development is also part of teachers' annual performance.

Twice a year all technology teachers have 5-10 days of technology training. Sometimes, external resource persons are hired to train, but most of the trainings are delivered internally. After attending

training, the units hold staff meetings to share experience and disseminate. The trained staff members report back to the team on what they have learned and how to apply it in their work.

While the CMES rightly spends considerable time and resources on training there does not appear to be a balance between content-related training and teaching methodology training particularly for the GE teachers. Enfants du Monde (EdM), however, supports at present in 4 CMES units the quality improvement efforts regarding the Basic School Programme and the vocational programmes offered there and it is planned to scale up activities in the next phase. The evaluation team acknowledges that the cooperation between EdM and CMES demonstrates the commitment of the latter to improve the methodology of teachers' training and through this the quality of the Basic School System and the pre-vocational skills training.

The largest target groups for training are the GE and TE teachers where there is a high staff turnover. For the TE teachers, the main focus is on technical knowledge transfer and practical trade skills training and yet the evaluators did not find any instances of programmes for teachers that would closer align the teacher training to industrial setting.

Despite the limited opportunity to look for detailed evidence the evaluators felt that the knowledge management system of CMES is well organized. UOs report to the UMAs about training and development needs. The UMAs, as part of the SC staff, report back to the CMES management which takes the decision about respective actions (training, consultation, work meetings etc.). Early in 2015, the procedures for knowledge transfer and dissemination of experience within the CMES were clearly regulated. According to the UOs of the two visited units, after return from training, the units hold experience sharing meetings in which the staff member who has had the training reports to the team about the trainings and their outcomes. Also, during the staff trainings, the trainees develop learning transfer plans (action plans) which are then being discussed in the team and implemented.

Given this emphasis on HR development, it is surprising that CMES does not appear to have mechanisms in place to retain trained teachers and minimize the risk that they will quit after getting trained at the expense of CMES. The assessment of training needs seemed to the evaluators to be haphazard and not to move with the times in terms of addressing upcoming future technology trends and modern teaching methodologies. The fact that nearly all training is internal may contribute to some of the conservative philosophy of the organisation.

Table 11: CMES staffing structure (as per May 31, 2015)

S N	Structural Category	No. of teaching staff			No. of non-teaching staff			Total		
		M	F	Sub- Total	M	F	Sub- Total	M	F	Total
A	Units									
	BS	49	680	729				49	680	729
	ABS	230	84	314	70		70	300	84	384
	RTC	187	20	207	69		69	256	20	276
	TMC				58	3	61	58	3	61
	AGP				47	126	173	47	126	173
	Sub-Total	466	784	1250	244	129	373	710	913	1623
B	Service Centre (HQ)									
	Senior Management				4	2	6	4	2	6
	Finance & Accounts				2	2	4	2	2	4
	Education & TVET	2	1	3				2	1	3
	Technology & Income (TIG)	11	1	12				11	1	12
	Gender				1	4	5	1	4	5
	Establishment & Computer, HRD				22	4	26	22	4	26
	Internal Audit				5		5	5		5
	Secretariat, Dissemination & Extension				5	3	8	5	3	8
	Training Facilitation				2		2	2		2
	Sub-Total	13	2	15	41	15	56	54	17	71
	Total (A+B)	479	786	1265	285	144	429	764	930	1694

The evaluators had a combined discussion with a local government Primary and a Secondary school head (both male) in Ranirbandar. Their attitude was very supportive of the work that the CMES unit was doing in their catchment area and they clearly had a good rapport at local level particularly in cooperating in the identification of dropouts and efforts to return children to education. It is impossible for the evaluators to say whether this is typical or uncommon nationally. Both heads did express the opinion that the CMES system is favoured by parents because their motivation is simply to increase family income generation and not necessarily to further their children's learning. They implied that this attitude to school was a factor in tempting poor parents to make their children drop outs in order to benefit from the particular skills based learning that CMES is offering.

The evaluators did not meet any more senior government officers on the evaluation team and therefore are unable to comment on whether GoB has a positive or negative influence on the achievement of objectives.

4.3 Assessment of Efficiency

4.3.1 Introduction

In preparing the field visits and in line with the ToR of the evaluation, the evaluation team decided to give priority to the following issues and guiding questions:

- Which resources has the Programme used?
- Production efficiency, i.e. the input-output relationships
- Allocation efficiency, i.e. the outputs-outcomes relationships
- Alignment and harmonisation with existing formal systems
- Donor coordination

The evaluation team managed to collect data and to note observations regarding these five topics, although not in equally. Most data collected provide information about the production efficiency of the Programme, whereas the topics of allocation efficiency and the degree to which the Programme managed to align and harmonise with existing formal systems could not be adequately researched due to time and logistics.

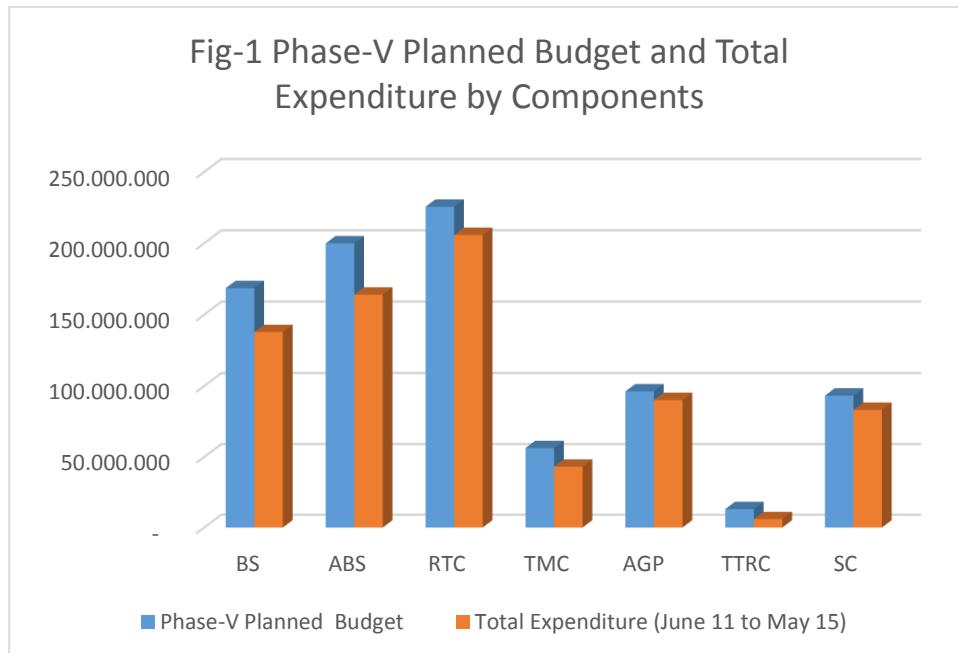
4.3.2 Programme Resources

The breakdown of the Phase V Programme funding is presented by major Programme components and organizational units of CMES, including BS, ABS, RTCs, TMCs, TTRC, AGP and the SC. Allocation and utilization of the funds for BS showed 137,753,634 Bangladesh Taka (BDT) as against the planned project budget of 168,505,451 BDT during the project period of June 2011 to May 2015. During the same period the funds allocated and used for ABS component reflected 163,942,008 BDT as against the planned budget of 199,862,498 BDT. Likewise, RTC used 205,748,983 BDT out of planned budget of 225,496,406 BDT; TMC 43,048,228 BDT out of 56,228,394 BDT as planned; and AGP used 90,103,182 BDT from a planned project budget of 96,153,145 BDT. Similarly, the allocation and utilization of the funds for TTRC and SC were minimal. The allocated fund for TTRC was only 13,037,676 BDT of which 5,917,119 BDT was spent. The expenditure of the SC for the total project duration from June 2011 to May 2015 was 83,209,435 which was nearly 10 million lower than the planned budget (see Table 12 below).

Table 12: Phase V Funding by Component by Year (June 2011 to May 2015)

SN	Components	Phase Budget	Expenditure				
			Year 1 (06/11-05/12)	Year 2 (06/12-05/13)	Year 3 (06/13-05/14)	Year 4 (06/14-05/15)	Total (06/11-05/15)
		1	2	3	4	5	6=(2+3+4+5)
1	BS	168,505,451	32,754,482	32,122,572	34,999,371	37,877,209	137,753,634
2	ABS	199,862,408	28,732,326	39,162,333	45,206,933	50,840,416	163,942,008
3	RTC	225,496,406	47,525,888	45,969,523	56,736,975	55,516,597	205,748,983
4	TMC	56,228,394	10,353,769	10,040,751	11,073,965	11,579,743	43,048,228
5	AGP	96,153,145	18,629,475	22,156,882	24,117,803	25,199,022	90,103,182
6	TTRC	13,037,696	2,500,525	1,003,805	1,157,488	1,255,301	5,917,119
7	SC	93,201,400	20,946,565	18,547,277	21,320,288	22,395,305	83,209,435
	Grand Total (1+2+3+4+5+6+7)= (X)	852,484,900	161,443,030	169,003,143	194,612,823	204,663,593	729,722,589
	Overhead (Y)	48,227,016	8,954,684	8,590,378	9,715,008	10,426,926	37,686,996
	Grand Total Project cost (Z=X+Y)	900,711,916	70,397,714	77,593,521	204,327,831	215,090,519	767,409,585

Further analysis of the budget allocation and its use during Phase V of the Programme showed that the utilization of the budget was within the allocated budget with a total **resource use efficiency of 85 per cent**. The highest budget allocation and use was for RTC followed by ABS, BS, AGP, SC, TMC and the lowest for TTRC (Fig-1).

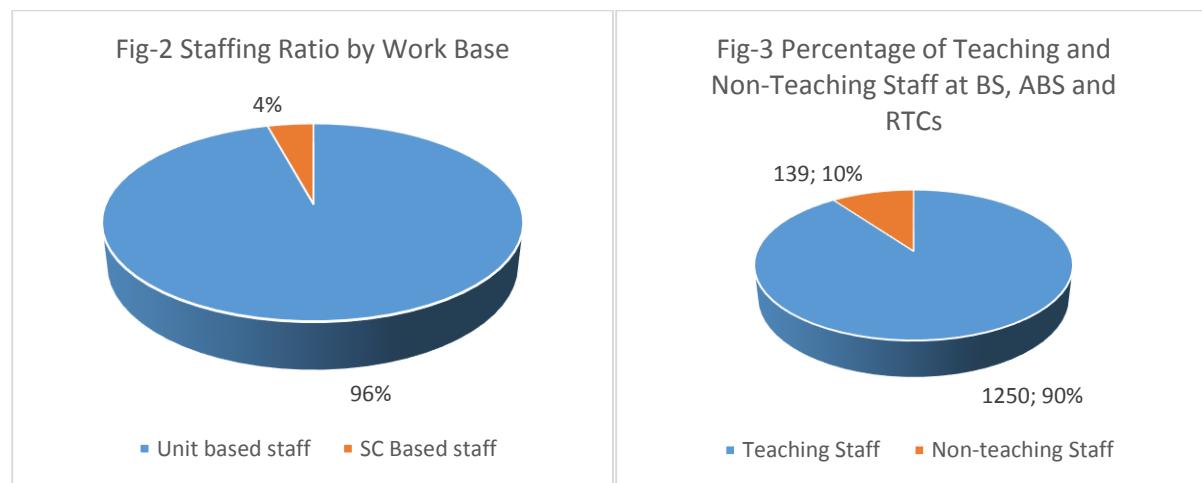


4.3.3 Production efficiency of the Programme

Staffing Ratio

This is the ratio of the field unit-based staff to the SC based senior management staff. For an education intervention such as this, the large majority of the staff required to be based at field-unit level rather than at the SC. CMES has complied with this maxim. An absolute majority of **95.8 per cent** of the project staff are **based at unit level** while only **4.2 per cent** are based at the **service centre level** (Fig-2).

Further analysis of unit level staffing disclosed that the BS, ABS and RTC had an absolute majority of **90 per cent of teaching staff** while only **10 per cent** were **non-teaching staff** which, in the opinion of the evaluators, is a fair composition (Fig-3).



Teaching to Non-Teaching Staff Ratio

Teaching to non-teaching staff ratio shows that the CMES has engaged one non-teaching staff for every nine teaching staff on an average reflecting a **teaching to non-teaching staff ratio of 1:9**. It is important to note that the BS, ABS, and RTCs have teachers based at unit level whereas the TMCs and AGP have facilitators (Table-5).

Table 13: Component-wise Teaching and Non-Teaching Staff in CMES Units (as per May 31, 2015)

SN	Units	Teaching Staff	Non-teaching Staff	Total
1	BS	729	0	729
2	ABS	314	70	384
3	RTC	207	69	276
	Sub-Total	1250	139	1389
	Teaching : Non-teaching Staff ratio = 1: 9			
4	TMC	0	61	61
5	AGP	0	173	173
	Sub-Total	0	234	234
	Total	1250	373	1623
	Teaching : Non-teaching Staff ratio = 1: 3			

4.3.4 Allocation efficiency of the Programme

The allocation efficiency analysis, (the auditing of resources allocated for the production of outputs and the eventual generation of defined outcomes) is adequate in terms of the achievement of the overall objective of a programme.

The evaluation team has therefore clustered the Programme budget (cf. Chapter 4.3.2 above) and then assessed the sub-totals of each cluster against the logical framework of the Programme. The following table displays sub-total budgets for (1) the Basic School System as well as the skills development related budget components, (2) the gender component, (3) the capacity development component (teacher training) and (5) the admin costs including costs for CMES' Service Centre and the overhead costs of the Programme.

Table X: Phase V Budget Sub-Totals (clustered)

No	Cluster	Total in BDT	Per cent of Phase V Total Budget
1	BS, ABS, RTC, TMC	550,492,853	71.73 %
2	AGP	90,103,182	11.74 %
3	TTRC	5,917,119	0.77 %
4	SC, Overhead	120,896,431	15.75 %
Total		767,409,585	100.00 %

It appears that the allocation efficiency of the Programme is adequate and balanced. The first sub-total which reflects the allocation of resources for literacy and skills development activities represents by far the largest portion of the Phase V budget. Given the overall objective of the Programme (to provide alternative and diverse options for the life and livelihood of the young people, especially the disadvantaged adolescents) this approach is regarded as being reasonable. The Gender component is disproportionately underfinanced (11.74 per cent whereas at least a linear distribution of budget resources would have rather suggested a figure around 20 per cent), however given the pursued impact of the Programme, the budget allocation for AGP is understandable. The SC costs and the overheads total nearly 16 per cent which, given that the budgets for BS, ABS, RTC and TMCs include admin and overheads of the CMES Units, appears to be disproportionately high.

4.3.5 Alignment and harmonisation with existing formal systems

As elaborated in Chapter 4.2.2.3, the evaluation team was not able to trace CMES strategies, operational plans or any other effort to coordinate BSS and skills development activities with the formal primary and lower secondary education system, nor did the evaluation team learn about the Programme's collaboration or at least coordination with major non-formal and skills development programmes like the ADB-funded Post Literacy and Continuing Education Projects. This appears to be one of most problematic weaknesses and challenges that need to be rigorously addressed in the future.

4.4 Assessment of Impact

4.4.1 Introduction

Assessing the impact of a programme poses the question, whether it is contributing to the achievement of overarching development result, which is defined in the logical framework of this Programme as follows: "To provide alternative and diverse options for the life and livelihood of the young people, especially the disadvantaged adolescents". So, the evaluation team has assessed the extent to which the Programme is contributing to achieving the intended overarching results.

4.4.2 Findings and evaluation results

The evaluation team learnt that Bangladesh has achieved significant progress in a number of socio-economic indicators, including education and the gross national income (GNI) per capita. The primary net enrolment ratio went up to 96 per cent in the period 2009-2013⁴² and the GNI more than doubled - from 420 US\$ in 2010 to 1,040 US\$ in the year 2014.⁴³

The significant economic growth in Bangladesh and the dynamically increasing number of labourers who look for better employment and income generation opportunities abroad, especially in the middle east, but also in south-east Asian countries, indicate that the number of alternative and diverse options for life and livelihood of the young, especially the disadvantaged adolescents in rural areas, has been growing in potential.

However, the evaluation team did not find substantial evidence that the Programme embarked on a strategy of how to prepare the target groups in a systematic manner for existing domestic and international labour market opportunities. It is argued, that this would have required a broader vision of the Programme taking into consideration existing opportunities given on domestic and

⁴² UNICEF: p.36

⁴³ Cf. Website: <http://data.worldbank.org/indicator/NY.GNP.PCAP.CD>; visited on 17th September 2015

international labour markets and a systematic counselling and assessments of skills, knowledge and aspirations of the target groups members.

It appears that the Programme pursued a more conservative approach under which the target groups were prepared for improved informal income generation opportunities through pre-vocational skills development projects that would deliver an improved life only within the confines of their local subsistence economy.

The Programme argued that the comparative advantage of higher income opportunities in the formal labour market are not real as the increased costs for accommodation and in urban centres, where the factories of the formal labour market are typically located, would nearly completely absorb the gains.

In summary, the evaluation team concludes, that the Programme largely failed to contribute to its overarching development result.

4.5 Assessment of Sustainability

4.5.1 Introduction

In preparing the assessment of the Programme's sustainability, the evaluation team identified the following three guiding questions and issues:

- (1) Can it be expected that the achieved outcomes of the Programme will last or will they required continued funding in the future (Phase VI and beyond)?
- (2) Is there an exit-strategy in place and if so, does the exit strategy support the sustainability of the Programme?
- (3) To what extent are human and financial resources and capacities available for CMES for maintaining the results achieved?

The findings of the evaluation team flow into the assessment of the Programme's sustainability in three (out of four) aspects⁴⁴: economic, political and social sustainability.

4.5.2 Sustainability of Outcomes

Outcome 1: CMES graduates have access to gainful and decent jobs (on national and external job markets) or to opportunities of self-employment based on the BSS which is in line with national standards for skills development

⁴⁴ The fourth dimension of sustainability, namely the ecological sustainability, is not addressed since this aspect is only partly relevant given the scope of activities of the Programme.

While the evaluation team learnt that the CMES beneficiaries earned in 2011 an average 76 per cent of the targeted monthly income of BDT 5,500 and later 88 per cent (2015) the overall observation was, that the beneficiaries were mainly generating income in local subsistence economies, but not in national or external job markets. The evaluation team did however learn that one CMES RTC in Kayet-para in Gazipur District, Dhaka Division, has already been recognised by NSDC as a Centre for the recognition of prior learning (RPL). This is an important move since all skills development provided by CMES is still informal and therefore not recognised, not in Bangladesh nor abroad.

The sustainability of outcome 1 is difficult to assess, due to the fact, that access to gainful and decent jobs on national and external job markets could not be observed. Achievement an improved and sustainable outcome will require initiatives and systematic efforts to collaborate with industry skills councils beyond those that cover informal industry, (e.g. IT, RMG, shipbuilding, construction, leather and leather goods, pharmaceutical and furniture industry skills councils). Furthermore, progress in achieving this outcome needs systematic labour market analysis at district level in close cooperation with the District Administrations. The evaluation team concludes that little has been achieved in this respect and that much is left to be done.

Outcome 2: CMES graduates have improved their performance as entrepreneurs providing products of adequate quality (competitive) on local and national markets

Both, CMES SC management and unit staff clearly opted for self-employment as the best and most realistic income-generating opportunity open to their graduates. As elaborated in sub-chapter 4.2.2 above, CMES beneficiaries remained set on training in traditional businesses, mainly carpentry for boys and garment making for girls. Interestingly, the focus of government school students, who joined the AGP gender session attended by an evaluation team member, was much broader. Besides the traditional trades they mentioned paramedical care, veterinarian, IT/PC, mobile phone servicing, and nursery.

Obviously, most of the interviewees were not aware of the skills required to successfully survive in business when self-employed or, even more necessary as an entrepreneur. Given the high priority CMES puts on self-employment, the support it provides to successfully sustain its students and graduates in business and to earn a stable income over a prolonged period of time is inadequate. The entrepreneurship skills' training that was observed by the evaluators appeared to be non-integrative because the teachers themselves lack experience as entrepreneurs.

Furthermore, the evaluation team came to the conclusion that there is no consistent business model for the TMCs. They offer counselling for self-employed – so far free of charge – and also collect orders from the market and place them with the graduates to produce. The graduates are encouraged to attract additional orders to the market and become less dependent on the TMCs to

find work. This model inherently implies a potential conflict of interests, in so far as counselling of beneficiaries must not be provided by a centre which at the same time pursues its own commercial interests. Other options for linking the provision of skills development with the labour market exist, e.g. industrial internships and other forms of dual vocational training.

Outcome 3: CMES graduates and rural adolescents (girls and boys) are equally participating in social and economic development processes of their communities.

While it is challenging to assess the effectiveness of this outcome, mainly because of the weak quality of the outcome definition, it is even more difficult to assess the sustainability of this outcome. Obviously, Bangladesh still faces serious gender-related issues, e.g. early child marriage and domestic violence, and therefore gender mainstreaming efforts are and will be necessary for some time to come.

However, the evaluation team assumes, that the AGP will discontinue if and when the funding comes to an end. If the development partners decide to continue funding Phase VI of the Programme, a sustainability strategy for the gender-related interventions, if included, would need to be developed including analyses of underlying cause-effect relationships and a clear description of expected, verifiable results.

Outcome 4: CMES' skills development model is successfully replicated by other key actors of Bangladesh's education system.

The evaluation team was hardly able to observe successful replications of the CMES' skills development model and therefore it is difficult to assess the sustainability of this outcome.

Outcome 5: CMES is further strengthened as a professional NFE organisation; its management performs efficiently and results-oriented.

The definition of this outcome is very vague and therefore the evaluation team finds it difficult to assess the sustainability of this outcome. All in all, the overall impression is not, that the CMES management performs results-oriented, since very limited progress has been achieved towards the overall objective.

The evaluation team learnt that about 0.77 per cent of the total budget (or nearly 6 million BDT) was allocated to CMES teacher training. These capacity development activities were all designed and implemented internally without making use of external expertise and experience in teacher training. The evaluation team observed a high staff turn-over of teachers most likely because of the completely uncompetitive salaries (about one third of salaries in the formal education sector). Furthermore, the evaluation team was not in the position to trace a consistent HR development strategy which could show how successful participation in pre-service and in-service teacher training

activities impact on career development. The qualitative assessment of successful teacher training, on the other hand, requires external, independent monitoring and evaluation exercises to avoid a situation in which the provider of teacher training assesses the quality of the teacher training.

4.5.3 Exit Strategy of the Programme

It is arguably one of the most significant weaknesses of the Programme that an exit strategy has not been developed. While it appears that the CMES staff assumed indefinite extension of development partner funding key questions remain unaddressed:

- How can the support provided by development partners most effectively contribute to the development of sustainable, human and institutional capacities? And what is the expected time-line of a sustainable capacity development model?
- How can a sustainable ownership of the BSS and the skills development services be created?
- Is the CMES Programme and the services provided thereunder an experimental laboratory for the development of ‘best practices’ or is it a service provider to reach disadvantaged target groups in rural areas which are still not reached by government services?
- How long will it take, until the GoB effectively assumes responsibility for the provision of at least the basic education and vocational training services?
- What would the GoB and the local authorities need to do and how could CMES run a programme that systemically contributes to strengthened ownership by GoB authorities and Bangladeshi industry?

These and numerous other questions which are typically covered by an exit strategy still await thorough discussion and at least preliminary answers.

5. Recommendations

5.1 Introduction

In this Chapter, the evaluation team offers recommendations to the NGO CMES as well as to the Development Partners who funded the Programme. The recommendations are presented along the clustered outcomes of the Programme, namely (self-) employment and income generation; gender; replication of the CMES model and CMES capacity building / teacher training.

5.2 Cross-cutting recommendations

5.2.1 Theory of Change Model

The Programme was designed with the help of a logical framework. As discussed in Chapter 2.2, the quality of the logical framework is mixed and especially a number of indicators are not SMART. Furthermore, the logical framework is based on a number of assumptions which if rigorously assessed may turn out to be invalid. In order to improve the quality of the Programme design, it is recommended

- CMES should develop a 'Theory of Change Model' which needs to include a clear definition of expected results on the level of activities, outputs, outcomes and the overall objective, and to demonstrate a sound understanding of plausible cause-effect relationships between the various results.
- Development Partners should mobilise senior experts to provide technical assistance to CMES for the development of a rational theory of change model.

The evaluation team is of the opinion that the development of a theory of change model can be regarded as the first and most important prerequisite for the preparation of a new phase of the Programme and the possibility of extending the funding of the Programme.

5.2.2 Monitoring and Evaluation

During interviews with the management and the senior staff of CMES the evaluation team also observed limited knowledge and understanding of monitoring and evaluation concepts and quality criteria. The evaluation team thus recommends:

- Relevant CMES executive and line management to develop critical capacities in monitoring & evaluation through external, certified training providers.

- To revise the current M&E system of the Programme and to give it a clearer focus on Outcome level.
- To pro-actively seek opportunities to align the CMES M&E system with the M&E system of BNFE and/or other government managed M&E systems in basic education and skills development.
- To increase the transparency of the CMES M&E system and to regularly publish monitoring results for relevant stakeholders.

5.2.3 Funding and Exit Strategy

The Programme is nearly completely funded by two development partners, Sida (since 2004) and SDC (since 1997). It appears that there is no exit strategy in place and that the NGO CMES and its staff assume that the funding will continue indefinitely. Given the overall approach of development aid (help for self-help), it is recommended,

- That the NGO and the sponsoring development partners – probably with technical assistance support - develop a detailed mid-term and long-term exit strategy and a transparent concept on the expected future, role, responsibilities and accountabilities of all key Programme stakeholders.
- To review the budget and to look for diverse sources of funding. The review should outline a strategy, with targets and a timeline for increasing the proportion of self-funding.
- To fundamentally review the concept of the TMCs to make business development services and entrepreneurship training a future source of income generation for CMES (rather than revenue from production activities).
- To continue and to finalize licensing formalities in order to become a Registered Training Organizer (RTO) and to develop replicable and viable business models.
- To rigorously look for opportunities to re-engineer processes aiming to reduce overheads (cf. chapter 4.3.4 on allocation efficiency)

The evaluation team learnt that the NGO CMES has only opened new Units if private land owners had unconditionally transferred land title to CMES. Given the nature of the Programme and the infrastructure used for the provision of basic school services and skills development activities, the evaluation team wonders, why the selection of location for Units is dependent on the unconditional transfer of land rights to the NGO CMES. It is therefore recommended:

- To open new Units with first priority in those divisions and districts which are the poorest in Bangladesh⁴⁵ and
- To encourage local ownership at community level instead of accumulating a property portfolio in the hands of a single NGO.

⁴⁵ Cf. Poverty Map from the World Bank

5.3 Outcome related recommendations

5.3.1 Recommendations related to the creation of (self-) employment opportunities and income generation

- To proactively and systematically explore current and future trends and opportunities in the national and international labour markets.
- To offer services which facilitate the target groups' access to formal national and international labour markets, e.g. the registration of those who wish to become labour migrants in one of the three existing national registers (Malaysia, women, rest of the world).
- To start systematic collaboration with relevant national or foreign-owned industries (or Joint-Ventures) in Bangladesh e.g. through organising industrial internship.
- To offer capacity assessment services and customized counselling and career guidance services taking into account the potentials and the aspirations of individual, disadvantaged adolescents and other members of the target groups covered by the Programme.
- To facilitate access of the target groups to relevant state agencies (Ministry of Labour, national employment service), international organizations (e.g. ILO) and other NGOs which may provide information about alternative and diverse options for the life and livelihood.
- To systematically build cooperation with national and international employers and their associations and councils for ensuring industrial alignment of trade skills training.

5.4 Recommendations related to the empowerment of women (gender)

Many development cooperation programmes try to achieve different ambitious goals at the same time whereas in reality a focus on fewer, but more achievable outcomes and objectives may create more effective and sustainable results. The evaluation team wondered whether a combination of basic education, non-formal skills development and gender empowerment plus the systemic alignment of formal and non-formal general education and (pre-) vocational training streams is not overloading the Programme and as a consequence leaving it with sub-optimal results in each single intervention area. However, the recommended development of a theory of change model (see above sub-chapter 5.2.1) will provide new answers regarding the design of the new phase of the Programme. If the gender empowerment component does remain a conceptual part of the Programme, it is recommended:

- To revise the overall design of this component and to shift from a scholastic/academic approach (under which marks are given to participants similar to practices in schools, where pupils receive A, B and C grades or are classified as "failed") to a more demand-oriented approach.

- To pay more attention to economic empowerment of female adolescents and women as opposed to giving priority to awareness raising.
- To develop and apply SMART indicators.
- To offer services to vulnerable girls and women that are of immediate benefit, e.g. shelter, health services, legal support and other measures that are likely to protect and encourage girls and women.

5.5 Recommendations regarding the replication of CMES' skills development models

- To intensify negotiations with GoB ministries and bodies, including MoE, BTEB, and DTE on establishing dynamic linkages between the CMES concept and both the formal education and vocational training and the informal skills development streams. CMES should establish corridors of permeability between NGO (private) education and training services and the Government run formal and non-formal education and training streams. The aim is to achieve equivalence of certification and full accessibility to the formal system for CMES students/graduates.
- CMES needs to develop and align their vocational training programmes with national standards as set by BTEB at least on skills level 1 to make sure that the CMES certificates are being recognised in Bangladesh and abroad through mutual recognition arrangements with those countries which host most of the Bangladeshi labour migrants.
- To systematically discuss best practices and to exchange lessons learnt with like-minded NGOs and the civil society - especially the employers and industry associations in Bangladesh - to identify replicable skills development models and to create synergies between similar programmes.

5.6 Recommendations regarding institutional capacity development of CMES

- To develop and implement a staff retention programme (which should include both monetary and non-monetary incentives). Effectiveness and efficiency of this staff retention program should be monitored.
- To monitor teacher turnover and relate it to a) investment made in in-service teacher trainings (particularly in the induction training) and b) cost of staff recruitment in order to identify potential for cost optimization.
- To optimize staff deployment by increasing the teacher-student ratio up to the targeted number of 25-30 children per BS class and by introducing part-time teachers for trade classes which are not fully loaded.

- To develop partnership relations with teacher training institutes and faculties that train teachers for TVET institutions in order to gain access to external expertise on modern training methodologies and adult learning.
- To define and implement qualification requirements for BSS teachers that meet the changing demand of the national and international labour markets (both as regards market entrants' basic, transferable and occupational/trade skills).

Annex 1 – Terms of Reference

Terms of reference

Case No	Date
UF/2015/XXXX/XXXX	2015-07-09

The Phase End Final Evaluation of CMES (Centre for Mass Education in Science) 5th Phase

1 BACKGROUND

1.1 The cooperation partner: Centre for Mass Education in Science (CMES)

About 40 million adolescents and young adults in Bangladesh are an untapped resource, which if properly invested in, could contribute substantially to accelerate the economic and social development of the country. However, limited literacy and inadequate skills training opportunities (lack of orientation to labour demand and to relevant market sectors) often hinder their access to decent and gainful jobs or to successful self-employment.

Since its inception in 1978, the Centre for Mass Education in Sciences (CMES) has been working for strengthening the potential of rural youth through appropriate skills development offers, especially for disadvantaged adolescents who have never enrolled or have dropped out of primary and secondary schools. Sida has been a supporter of CMES since the third phase of the abovementioned project, from 2004.

Over the years, CMES has developed and validated a diversified school system which integrates general education (official basic curriculum) and the development of technical skills for employment or self-employment. CMES also distinguishes itself through its in-built and systemic gender focus. Through its specific Adolescent Gender Programme (AGP), CMES addresses relevant issues of young rural women with the aim to promote their empowerment and to strengthen their socio-economic potentials - an important step towards gender equality and poverty reduction. Rather than only focusing on its training program, CMES is reaching out to rural communities as a whole, and has the additional commitment to make adolescents and young adults respected and involved in their communities, and active in rural development processes.

1.2 Intervention/Project description

In Bangladesh, one third of the children who complete the primary education cycle (5 years) are reported to be without functional literacy and numeracy skills due to the poor quality of Education. Another 40%, the majority of whom are girls, drop out of the secondary education system or do not continue after Primary Education due to various socio-economic and cultural reasons. Thus a significant number of adolescents remain without basic quality education, adding to the high rate of adult illiterates who cannot effectively contribute to individual income or the national economy.

Linking education and vocational training to the world of work for sustainable poverty reduction in a gender empowered context is a vital national need and challenge. It is in this socio economic scenario that the Centre of Mass Education in Science (CMES) has been playing a role since 1978. The principle aim of CMES is to bring about sustainable human resource development through the

empowerment of the rural children and youth, especially girls, by providing appropriate basic education combined with life skills through a non-formal mode that has a strong pro-poor and gender empowerment dimension.

The Centre for Mass Education in Science (CMES) was established in 1978 with an aim to take science and technology to the grassroots people through appropriate mass education. CMES focuses its attention on the disadvantaged rural adolescents and youth- arranging an appropriate education for those who are never enrolled or have dropped out of schools.

The overall goal of the project is to enable disadvantaged rural adolescents to pursue alternative and diverse options to improve their life and livelihood, by providing a combination of basic educational, technical and life skills, and making them appreciated members of their communities.

To accomplish this the CMES developed the Basic School System (BSS) with an integrated approach emphasizing livelihood skills and gender empowerment. The latter aspect was further enhanced by the start of the adolescent girls program (AGP) in 1991. The combined BSS and AGP have now developed into a replicable model working in 25 units at different rural areas of the country in 15 districts.

Integrated in the continued development of these programmes CMES has given utmost importance to innovative approaches in education, appropriate technology and empowerment. For this CMES has developed a strong Research & Development (R&D) intervention not only to develop methods, materials, and products, but also to commercialize the technology through micro enterprises undertaken by the rural youth who are appropriately trained and empowered. CMES has thus concentrated on bringing the world of education closer to the world of work.

As the 5th phase of the CMES is coming to an end there is on-going work on a proposal for a possible 6th phase, the findings and recommendations of this proposed evaluation will be essential for the proposal and will provide SDC and Sida respectively with critical input for assessments on potential continued support or discontinuation of the support.

As a prequel to this Phase End evaluation a separate evaluation has been conducted on the Technology Management Centres (TMC) of the CMES programme that will feed into the main evolution.

As background information it may be mentioned that SDC supported CMES from July 1996 to March 2004 in two phases. SDC and Sida have been jointly supporting CMES in its 3rd Phase from April 2004 to August 2007, in its 4th Phase from September 2007 to August 2010, and in its 5th phase from June 2011 to May 2015.

2 Purpose and objectives of the final evaluation

2.1 General information

It was planned and agreed by Sida, SDC and CMES that an External Phase End Evaluation will be conducted at the end of the 5th Phase (June 2011 – May 2015). The findings of this evaluation will provide directions for future strategies and project interventions that will be integrated into the design of the next project.

The **purpose** of the Phase End Evaluation is to assess the progress and constraints of CMES's program, review the opportunities and challenges with regard to the present development context

and provide recommendations for its future program and provide SDC and Sida with input for decision making on possible future support.

The **specific objectives** are as follows:

A. To assess the efficiency, effectiveness and relevance of the project.

- The Evaluation should measure results achieved against the goals and outcomes of CMES annual reports and analyse the degree of results achieved in relation the programme documents and agreements
- The Evaluation should analyse the cost effectiveness of the training in terms of costs of per trainee
- The Evaluation should look at whether current the structure of the unit, BS, ABS, TMC and RTC, is optimal in terms of finance and personnel.
- The Evaluation should look at to what extend CMES has been able to make a lasting impact on the non-formal sector in Bangladesh in terms of employability and graduate opportunities, especially for girls and young women.
- Through a sample of two or three units of CMES the mission should evaluate how and to what extent the environment or the local society has benefitted from CMES being in the vicinity and provided skills training to neighbouring children.
- The Evaluation should look into whether the CMES does adapt to changing circumstances in enrolment and operation as certain regions prosper
- The Evaluation should briefly take stock of the overall achievement of CMES since 1978 to 2015

B. To assess effectiveness of policies and strategies for institutional and organizational strengthening and management.

- The Evaluation should look at the management structure of the CMES and its effectiveness including overall staff management process
- The effective use of relevant policies and strategies (administrative / HRD, financial, gender, communication / IT etc.) to manage the project.
- Result based management (monitoring system, learning mechanisms etc.) including the CEBE, CSLT, GEI and Poverty Monitoring Matrix.
- Efforts for ensuring:
 - sustainability (programmatic and financial), scaling-up, education mainstreaming and replicability specially in a national context;
 - synergies and interlinkages with other programmes;
 - labour market integration, strengthening market and self-employment. The final evaluation findings should further expand, capitalize and elaborate on the TMC Review.

C. To review CMES's outline (programmatic and financial) for its next phase and provide recommendations based on the results of the evaluation.

- The Final Evaluation should put forward recommendations on possibilities to:
 - streamline and cut costs for CMES in the 6th phase, which is proposed to consist of only three years scaling up and replicabilities as well as synergies and interlinkages with other programmes

- increase impact on employability, labour market integration, including self-employment and entrepreneurship, especially for women
- The evaluation should also analyse to what degree the CMES can be sustainably funded through the TMC and provide recommendations on actions to ensure that.
- Requirement of additional external technical expertise for TMCs to be sustainable and link the graduates with markets and industries.

3 SCOPE OF WORK

The evaluation team will take into consideration the objectives of the on-going project document, the progress reports, and the audit reports (including the management notes) of the ongoing phase, the previous review recommendations from the MTR and the evaluation of the 4th phase of CMES and the future project phase outline.

4 Methodology, time schedule, reporting and team composition

A. The methodology and the detailed programme of the evaluation will be proposed by the evaluation team and agreed by CMES, Sida and SDC.

4.1 Budget

Total budget for the evaluation is SEK

4.2 Schedule

The evaluation should be conducted in July and August 2015. The methodology of the evaluation should include amongst other issues:

- Review existing literature (including previous reviews etc.)
- CMES board and senior management
- Representatives of all levels of the staff from the various departments and working groups
- Representatives of the present beneficiaries of the project, graduates and community members (unit staff, teachers, students, girls participation in AGP, parents, community members, ex-students and ex-participants etc)
- Workshop with relevant government representatives and DPs
- Workshop with relevant government representatives and DPs
- Field visits to CMES and its units, preferably from various regions

4.3 Time Frame

The evaluation will be completed in 24 working days within August 15, 2015.

4.4 Team Composition

Overall competencies:

- Strong analytical, leadership and team-work skills

- Knowledge of the private sector and NGO work, especially those working in the area of education, skills and enterprise development
- Relevant experience in macro policies
- Experience of working in Bangladesh and / or other countries in South Asia.

The evaluation team will be formed of:

- A private sector development / enterprise development specialist, preferably holding an advanced degree in economics and with at least 7 years of experience working in the field of rural based private sector / enterprise development, and with experiences in Asian countries, especially with regard to the private sector, NGOs and policy reforms.
- A technical vocational education specialist, preferably holding an advanced degree in TVET or closely related area and with at least 7 years of experience working in the field of TVET in rural areas and for disadvantaged communities, and with experiences in Asian countries, especially with regard to NGOs and policy reforms.
- An **education specialist**, preferably with at least 7 years' experience of working with education, specially non-formal education in the context of Bangladesh and other regional countries, with a focus on quality, relevance, and linkage to employment. Experience with NGOs and policy reforms is essential.
- A **finance management specialist**, preferably holding an advanced degree in accounting and with at least 5 years of experience working in the field of finances, and with experiences in Asian countries, especially with regard to NGOs.

The consultants will collaborate as a team and detail out specific tasks as per the ToR, specially taking into consideration the objectives and scope of the assignment.

The private sector development / enterprise development specialist will lead the team in addition to specific tasks as per the ToR. This responsibility will include being responsible for coordination, planning and timely implementation of tasks with the team members, synchronization of the different parts of the review, maintaining task and report submission timelines. He/she will also ensure that the team functions constructively and is efficient in regard to deliverables.

The financial management specialist and the education specialist will work for 10 days and submit his/her draft report to the team leader within 7 days. The draft will be reviewed by CMES and its development partners before being finalized. It is the responsibility of the team leader to ensure this and to integrate the financial and education reports into the main final report.

The team leader will be responsible for the distribution of responsibilities within the team and the timely and proper completion of the overall evaluation

4.5 Reporting

A final report of maximum 30 pages will be provided at the end of the reporting period. A two/three page executive summary will be provided with the final report.

Reporting will be in three stages:

- An Inception report with a Presentation to CMES, Sida and SDC on the main findings of the evaluation. This meeting will take place immediately after the completion of the analysis and before the team prepares its draft report. **By August 17, 2015**
- Submission of a first Draft Report after the presentation meeting. CMES, Sida and SDC will provide feedback. Draft report should be provided by August 20, 2015 both in electronic and hard copy. Comments from CMES, Sida and SDC should be provided in no more than one week of the draft report. The evaluation team should be able to do one more additional week of research/presentation/meetings based on the comments of the draft report. The consultants will have to complete all activities within August 25, 2015.
- Submission of the Final Report should incorporate all the comments made by CMES, Sida and SDC and the report from the TMC evaluation. This report, like the Draft Report, should be prepared in MS Word and an electronic copy of the Final Report should also be made available. **This report should be submitted by 28 August 2015**
- All reports should clearly distinguish between **findings, analysis and recommendations**.

Administration and Coordination

CMES will assist the evaluation team in:

- Briefing, planning and debriefing discussions and developing plans for field trips and review of activities
- Providing relevant written materials/documents/reports
- Providing necessary logistic support, i.e. transport, food, accommodation, as necessary
- Making necessary contacts with stakeholders
- Arrange necessary meetings.

Sida will provide financial support and other support for this evaluation as per its policies and agreement with the consultants.

CONDITIONS AND RISKS

Conditions for the performance of the assignment

The consultant for the review will be contracted to Sida and the fees will be defined as per Sida's norms and criteria. The budget has to be submitted by the consultants according to this ToR

Annex 2: Overall Objective, Outcomes, Outputs and Indicators of the Programme

Overall objective (goal)

To provide alternative and diverse options for the life and livelihood of the young people, especially the disadvantaged adolescents.

Outcome 1

CMES graduates have access to gainful and decent jobs (on national and external job markets) or to opportunities for self-employment (based on the BSS, which is in line with national standards for skills development).

Indicators:

- 1.1 CMES graduates have access to gainful jobs (national/international)
- 1.2 CMES graduates (at least 40%) are engaged in self-employment.
- 1.3 Income per graduate is 5.500 Taka per months (in 2015) as compared to young adults of the same region.

Output 1.1

CMES graduates increasingly attained work skills for national and international job market standards.

Indicators:

- 1.1.1 Equivalence in competencies with national education system of general education and VET.
- 1.1.2 Increasing number (?) of graduates are hired in qualified jobs (national and international).
- 1.1.3 50% of students obtained grade A in CEBE

Output 1.2:

CMES graduates attained skills for successful options in self-employment.

Indicators

- 1.2.1. 50% students will obtain Grade A in Competency in Skills livelihood Technology (CSLT) test.
- 1.2.2 Graduates in self-employment show entrepreneurial behaviours.
- 1.2.3 Graduates' microenterprises are visibly working in a market-oriented way.

Outcome 2

CMES graduates have improved their performance as entrepreneurs providing products of competitive quality in local and national markets.

Indicators:

- 2.1 At least 3 products developed and promoted through TMCs and SEY-WO-SEs become branded as per national standards.
- 2.2. Outreach and sales of quality products of self-employed graduates increased at least by 30%.

Output 2.1

CMES graduates attained capacities to produce quality products as per market demand and complying with national standards.

Indicators:

- 2.1.1 Increasing number of products generated by CMES graduates become branded as per BSTI.
- 2.1.2 Increasing access to, and retention in internships of BSS graduates in TMC (Target: at least 50% of BSS graduates become engaged in TMC).
- 2.1.3 Rate of participation of CMES graduates in economic activities through SEY-WO-SE

Output 2.2

CMES graduates adopted adequate technology solutions for quality production.

Indicators:

2.2.1 Number of CEY-WO-SE products branded as per BSTI.

2.2.2 Products of CMES' enterprises are competitive in the markets (sustainable sales results of selected products on defined market)

Outcome 3

CMES graduates and rural adolescents are equally participating in social and economic development processes in their communities (AGP).

Indicators:

3.1 Leadership capacities of AAYWOs has been increased; they are visible.

3.2 Increased number of AAYWO members in Local Economic Development Processes (at least 30%).

3.3 Reduced (30%) number of early marriage, dowry and exploitation of girls in AAYWO working areas.

Output 3.1

AAYWOs successfully promoted and supported a visible and effective participation of adolescents in social health care support and economic activities within their communities.

Indicators:

3.1.1 Increasing number of adopted (by communities) social or economic actions or projects initiated by adolescents, supported by AAYWOs.

3.1.2 Gender Empowerment Index (GEI) grade score - 50% (in 2015, compared to 37% in 2010)

3.1.3 Number of challenging social actions initiated by AYYWOs.

3.1.4 Access to reproductive health care support at local level.

Output 3.2

AAYWO proactively and productively cooperate with other relevant organizations and forums, which are active in promoting adolescent activities at community level.

Indicators:

3.2.1 Evidence of regular AAYWO contacts and exchanges with relevant organizations and platforms.

3.2.2 Evidence of joint actions or projects of AAYWO and other organizations in community youth promotion.

Outcome 4 (Component 4: Expansion, Replication and Partnership)

CMES' skills development model (its philosophy of empowering disadvantaged adolescents) is successfully replicated by other key actors of Bangladesh's education system.

Indicators:

4.1. National Skills Development Council (NSDC) or Directorate of Technical Education (DTE) recognize CMES model as a replicable instrument.

4.2. At least one other actor of Bangladesh's education system replicates CMES' education and skills development model (application of validated good practices).

Output 4.1

CMES' good practices (generally combined with technical education, gender program, technology and business development) are replicated by other organizations working in adolescents' support at community level.

Indicators:

- 4.1.1 Number of CMES training modules replicated by other relevant organizations.
- 4.1.2 Number of practices of gender promotion replicated by other relevant organizations.
- 4.1.3 Number of technology and business measures replicated by other relevant organizations.

Output 4.2

CMES expanded its partnership network with key actors of the public education and skills development sector; it successfully provided validated policy dialogue.

Indicators:

- 4.2.1 Increasing number of regular contacts with key actors of the education, skills and gender development sector.
- 4.2.2 Evidence of increasing inclusion of validated CMES experiences in policy dialogue and development events of the skills and gender development sector.

Outcome 5 (Component 5 - Organizational Development)

CMES is further strengthened as a professional NFE organization; its management performs efficiently and results-oriented.

Indicators:

- 5.1 Increased efficiency in decision making
- 5.2 Delegation of authority increased
- 5.3 Structured personnel policy and financial manual are in place
- 5.4 CMES' planning and monitoring system delivers clear results

Output 5.1

Roles and functions of CMES departments, wings and staff are revisited and redefined based on the organization's strategic plan.

Indicators:

- 5.1.1 Simplified organogram defined and introduced (functional), based on clear strategic plan.
- 5.1.2. Roles and functions (ToR) of staff redefined and introduced.

Output 5.2

CMES management capacities are improved (result-oriented).

Indicators:

- 5.2.1 OD tool developed and implemented; staff members' proficiency developed.
- 5.2.2.Increasing rate of effectiveness and efficiency in management (results-oriented).

Annex 3: Location of the proposed new 4 units and 19 old units

