

**United Nations Development Programme and the Government of Fiji
Fiji Good Governance Programme**

**THE FIJI IN-SCHOOL CITIZENSHIP EDUCATION PROJECT
FINAL EVALUATION**

FINAL EVALUATION REPORT

**Ministry of Education, Science and Technology
New Zealand Aid
United Nations Development Program**

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Suva, Fiji

DISCLAIMER

The views, opinions and analyses contained in this evaluation report are those of the key informants' and the evaluator's and do not necessarily reflect the views and opinions of the United Nations Development Programme, New Zealand Aid and the Government of Fiji.

EXECUTIVE SUMMARY

I. OUTLINE OF THE PROJECT

Project Title: FIJI IN-SCHOOL CITIZENSHIP EDUCATION (CEP) PROJECT

Background of the Project:

CEP is an NZAid supported, broad-based project implemented by the Fiji Ministry of Education under the auspices of UNDP. It was designed to facilitate the inclusion of human rights and civic values topics in both primary and secondary school curricula and support the teaching of such topics widely and thoroughly through their infusion into assessed or examinable subjects. The project supported: the development of relevant citizenship education curricula; the production of related resources; the design, development and testing of instructional materials; the training of teachers; and the introduction of civics education or CE into the formal school system.

The Project commenced in October 2006 and ended in December 2010.

Project Overview

Goal. Increased awareness of civic and human rights including the role of parliament, the rights of citizens and democratic processes in Fiji.

Purpose. Commence compulsory teaching of a comprehensive human rights and civic education curricula (Citizenship Education) at all levels in schools.

Components/ Outputs. CEP had six components: curriculum design; curricular materials development; training of trainers and capacity development in teacher training institutions; the design, testing and utilization of learning resources; formation of an active learning/advocacy network for the teaching and advancement of HR and CE; and project management and monitoring.

The intended outputs for CEP are:

- Output 1: HR&CE themes identified for teaching; A framework and schedule of HR&CE curricula developed.
- Output 2: Draft Curricula, teaching and learning resources developed, trialed and evaluated
- Output 3: Training-the-trainer training provided for training current teachers in the teaching of HR&CE curricula. Capacity developed in teacher training institutions to train future teachers.
- Output 4: Teaching and learning resources published and distributed.
- Output 5: An active learning/advocacy network for teaching and advancement of HR&CE formed.

Inputs. A total of USD 1.5 million was earmarked for the project by the donor, NZAid, to finance: the services of six project staff (a Project Manager, three CD Writers, a Project Assistant and a Secretary); the fielding of a CD Consultant and other experts; the development of curricular materials; the conduct of training courses and workshops; implementation, management, monitoring and evaluation activities; as well as administrative costs and contingencies.

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II. EVALUATOR

Evaluation Consultant	Dr. Alexander G. Flor	
Period of Evaluation	17 January to 27 February 2011	Type of Evaluation Final

III. RESULTS OF EVALUATION

Findings

Project Inputs. Drawdown was roughly two thirds of the total project budget. Clearly CEP suffered from project input utilization issues.

Project Activities. Implementation of project activities has not been faithful to the original timeframe. The original project design underestimated the amount of work involved in the curriculum development and teaching learning materials development processes.

Project Outputs. In spite of delays in the planned activities and in the utilization of inputs, CEP's outputs are quite impressive. Outputs 1 and 2 were fully achieved while Outputs 3, 4 and 5 were partially achieved.

Project Outcomes

Positive. The project positively contributed to four Millennium Development Goals: MDG 2, achieve universal primary education; MDG 4, promote gender equality and empower women; MDG 7, ensure environmental sustainability; and MDG 8, a global partnership for development. Furthermore, documents analysis, focus group discussion, key informant interviews and site visits generally confirm that CEP has contributed to the RRF goal of *increased awareness of civic and human rights including the role of parliament, the rights of citizens and democratic processes in Fiji.*

Additionally, there were observations among the teacher FGD respondents and the key interviewees that the CEP learning resources made such a profound impression among the children that their knowledge on citizenship education has been passed on to their families. In other words, the ideas and values contained in the CE materials were viral, infectious memes that can potentially spread on its own. If indeed such is the case then CEP will have higher order positive impacts that would extend beyond project lifetime.

Negative. There were no negative outcomes discovered or documented.

Unintended. Four unintended outcomes have been observed in this project: increased capacity of teachers to design, develop and utilize instructional materials; increased capacity of teachers to facilitate learner centered sessions and participatory teaching methods; interdenominational or interreligious collaboration; and an educational model that effectively addresses the need for integration.

Key Influential Factors

There were a number of factors that influenced project successes and limitation. These were: the nature of CE itself; shifts in the political environment; the project design; financial procedures; non-implementation of the MTR; changes in personnel; and workplace dynamics.

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Evaluation Parameters

Effectiveness. The final evaluation forwards that the CE primary and secondary curriculum frameworks are effective in guiding Citizenship Education in the Fiji basic education system. Although the activities were not implemented in accordance with the project timeframe, the five projected outputs have been fully or partially achieved. The curriculum perspective approach was effective in delivering the desired outputs but may also have been responsible in part for the delays as stated earlier and explained in the section on key factors. The GoF-NZAid-UNDP partnership structure worked effectively in addressing project issues enabling CEP to achieve its objectives.

Efficiency. Although the available technical and financial resources were adequate to fulfill the project plans, the funds were not spent efficiently within the given timeframe. This puts into question some of the budgeting procedures employed by the project, which may have resulted in unforeseen problems such as delays in disbursements due to insufficient acquittals. The capacities of the partners in carrying out the project were adequate, although there may have been some lapses in the routing of funds. Finally, in terms of efficiency, the CEP's QPR-APR system provides a built-in self-monitoring and assessment process. However, it may not adequately capture all of the project's outcomes through reflection.

Relevance. The final evaluation found that the project design and approach are relevant in addressing the identified needs, issues and challenges. The design and approach were flexible enough to accommodate the changes in the political landscape that transpired a few months after its implementation.

Sustainability. It is evident that the project brought about desired changes in the knowledge, attitudes and behavior of teachers and students. All but a few key stakeholders were sufficiently and effectively involved. Expectations among the beneficiaries were met and sometimes exceeded. Most were satisfied with their level of participation.

Conclusions

Overall Assessment of Project Accomplishments. The evaluation found that the project accomplished its five planned outputs at varying levels. The project has achieved its purpose of commencing compulsory teaching of a comprehensive human rights and civic education curricula at all levels in schools. It has contributed towards the goal of increased awareness of civic and human rights including the role of parliament, the rights of citizens and democratic processes in Fiji.

Unintended outcomes of this project were: increased capacities of teachers to design, develop and utilize instructional materials; increased capacities of teachers to facilitate learner centered sessions and participatory teaching methods; interdenominational or interreligious collaboration; and an educational model that effectively addresses the need for integration.

Overall Assessment of Direct and Indirect Effects. The direct and indirect effects of the project on intended beneficiaries include: participation in a social learning process on citizenship education; improved teaching skills and approaches; increased tolerance and mutual understanding among learners; increased participation of students and parents in the teaching-learning process.

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The project has contributed towards MDGs 2, 4, 7 and 8. It has addressed the gender dimension adequately by: including gender concerns in its universal CE themes; the use of gender sensitive language in the content of the CE material; the depiction of both female and male subjects in the resources; and gender parity in the identification of CE materials pre-test respondents, reviewers and evaluators.

Overall Assessment of Project Design. The final evaluation found that the project design was relevant in addressing the identified needs, issues and challenges. The approaches were flexible enough to accommodate the changes in the political landscape that transpired a few months after its implementation.

As the project progressed, it also became evident that CE can have a significant role in contributing to the strategic policies and programs of the new government and in addressing the identified needs of the Fiji basic education system.

However, the project design did not differentiate between curriculum writing per se and the curriculum perspective approach. Additionally, adequate time allowances for the bureaucracies inherent in the routing of funds have not been provided. Furthermore, the cumbersome nature of the instructional materials development process has been underestimated. Thus, the delays experienced by the project.

Overall Assessment of Management and Implementation Arrangements. The critical finding regarding management and implementation arrangements is that there may have been some lapses in the routing of funds. Project financing flows from the donor NZAid to UNDP to the Reserve Bank of Fiji and the Ministry of Finance and National Planning's Centrally Managed Trust Fund Account (CMTFA) to the Ministry of Education's Accounts Section prior to its utilization by the CEP. Financial management processes adopted by the different agencies involved may have impinged upon the timely release of funds.

During the implementation of the project, a decision was made for UNDP to administer the funds directly to CEP instead of having it coursed through the Reserve Bank, the Ministry of Finance, the National Planning Office and the MoE Accounts Section. Adjustments were thus adequately made and the roles of the partners were partly changed by this decision.

Identification of Key Factors. To identify key factors which have contributed to the program's successes and failures include: the nature of CE itself; shifts in the political environment; the project design; financial procedures; non-implementation of the MTR; changes in personnel; and workplace dynamics.

Recommendations

For UNDP. Given the project outcomes and its global coverage, the United Nations Development Program should consider refining the Fiji CE Model, documenting best practice along this line and sharing these to the global community as an educational strategy that may address the need for integration attendant to globalization. This can form part of UNDPs forward looking strategy.

The project may have inadvertently stumbled upon an educational model that can address cultural, religious and ethnic conflicts that are prevalent in many societies. Initially, the CE

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model can be shared subregionally through the conduct of a Pacific Islands Citizenship Education Conference on Best Practices and Lessons Learned. Eventually, it can be shared with other regions as a global educational program in collaboration with UNESCO that offers education solutions in specific conflict areas or regions.

For the GoF. The following recommendations are addressed to the Government of Fiji:

1. The MoE should embark upon the national implementation of CE in earnest beginning School Year 2011-2012. CE should now be mainstreamed into basic education. All basic education teachers should be trained in CE teaching and learning techniques as well as the utilization of CE materials.
2. A CE materials program should be put in place for the production, nationwide distribution and regular updating of instructional materials.
3. Along with the mainstreaming of CE, a CEP Phase II should be considered incorporating the design elements previously described to ensure sustainability.
4. The Fiji Higher Education Commission should include citizenship education as part of their minimum standards for teacher education curriculum to be complied with by all teacher training institutions.
5. The GoF may want to consider revising its financial procedures and processes to further minimize bureaucratic delays and red tape.

For the Donor. Given the successes of CEP including its unintended positive outcomes, NZAid may consider continuing its initiatives along this line with a follow-up project. This evaluation submits that the investment in CEP would generate substantive returns in governance over a sustained period of time, measured in generations

Lessons Learned

The CEP experience has taught us the importance of the provision of realistic timeframes for the following:

The Curriculum Perspective or Infusion Approaches. The curriculum perspective or infusion approach is much more time consuming and cumbersome than the curriculum writing approach in the curriculum development process. Thus adequate timeframes should be provided in similar projects that infuse themes such as education for sustainable development, environmental education instead of introducing new subject matter areas.

The Teaching-Learning Materials Design, Development, Testing & Production Process. More often than not the development of teaching-learning materials has been underestimated in terms of costs and time in education development projects. Adequate time should be given to accommodate the conceptualization, validation and revisions that are required in every step as well as the creative process that cannot be easily rushed.

Financial Procedures and the Project Budget Cycle. Project finances go through a process of requisition, disbursement, expenditure, liquidation and auditing. These steps cannot be circumvented or shortened due to the imperatives of financial control. And yet, projects have a budget cycle that is based on project activities. These two must be synchronized through appropriate time adjustment. Should a second phase of the project be contemplated, these considerations should be factored into the design and planning process.

LIST OF ACRONYMS & ABBREVIATIONS

APR	Annual Project Report
CAS	Curriculum Advisory Section
CBO	Community Based Organization
CD	Curriculum Development
CDU	Curriculum Development Unit
CE	Civic Education
CEP	Citizenship Education Project
DS	Deputy Secretary
FGD	Focus Group Discussion
FHEC	Fiji Higher Education Commission
FHRC	Fiji Human Rights Commission
GoF	Government of Fiji
HR	Human Rights
HRCE	Human Rights & Civic Education
HRE	Human Rights Education
KII	Key Informant Interviews
MDG	Millennium Development Goals
M & E	Monitoring & Evaluation
MoE	Fiji Government Ministry of Education
MTR	Mid-Term Review
NGOs	Non-Government Organization
NPO	National Planning Office
NZAid	New Zealand Aid
PM	Project Manager
PMC	Program Management Committee
PRODOC	Project Document
PSD	Program Support Document
PS	Permanent Secretary
QPR	Quarterly Progress Report
RRF	Results and Resources Framework
SG	Secretary General
ToT	Training of Trainers
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Program
UNESCO	United Nations Education, Scientific & Cultural Organization
USP	University of the South Pacific

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INTRODUCTION

Background of the Evaluation

This document presents the final evaluation of the Fiji In-School Citizenship Education Project or CEP.

CEP is an NZAid supported, broad-based project implemented by the Fiji Ministry of Education under the auspices of the United Nations Development Program. It was designed to facilitate the inclusion of human rights (HR) and civic values topics in basic education curricula and support the teaching of such topics widely and thoroughly through their infusion into assessed or examinable subjects. The project supported: the development of relevant citizenship education curricula; the production of related resources; the design, development and testing of instructional materials; the training of teachers; and the introduction of civics education or CE into the formal school system. It is a component of the UNDP *Fiji Good Governance Programme* and complements components on community civic education.

CEP is aligned with the United Nations Development Assistance Framework for the Pacific Sub-Region (UNDAF) under *Principles of Good Governance and Human Rights*. It is also closely linked with the Pacific Plan objective dealing with improved transparency, accountability and equity.

The Project commenced in October 2006 and officially ended in December 2010 without prejudice to a possible extension pending donor approval and results of a Final Evaluation. An external evaluator was engaged by UNDP on 14 January 2011. After a period of data gathering, analysis and write-up, a Draft Evaluation Report was submitted by the consultant on 28 January 2011. The report was subjected to a peer review process by UNDP. This current document constitutes the Revised Draft Evaluation Report which incorporates the comments and suggestions generated by the peer review. It was submitted on 10 March 2011. Lastly, the Final Evaluation Report was then submitted on 31 March 2011.

Project Overview

The UNDP Fiji In-School Citizenship Education Project is composed of the following elements as per its Project Results and Resources Framework or RRF (Appendix C).

Goal/ Outcome and Purpose. The goal of CEP is to contribute to “*increased awareness of civic and human rights including the role of parliament, the rights of citizens and democratic processes in Fiji.*” Its purpose is to pave the way for the “*commencement of compulsory teaching of a comprehensive human rights and civic education curricula at all levels in schools.*”

Components, Output and Output Indicators. CEP has six components: curriculum design; curricular materials development; training of trainers and capacity development in teacher training institutions; the design, testing and utilization of learning resources;

formation of an active learning/advocacy network for the teaching and advancement of HR and CE; and project management and monitoring.

With these components, the project identified the following output indicators:

- Output 1: HR&CE themes identified for teaching
A framework and schedule of HR&CE curricula developed.
- Output 2: Draft curricula, teaching and learning resources developed, tested and evaluated
- Output 3: TOT training provided for training current teachers in the teaching of HR&CE curricula
Capacity developed in teacher training institutions to train future teachers.
- Output 4: Teaching and learning resources published and distributed.
- Output 5: An active learning/advocacy network for teaching and advancement of HR&CE formed.

Input. Approximately USD 1.5 million was earmarked for the project by the donor, NZAid, to finance: the services of six project staff (a Project Manager, three Curriculum Development Writers, a Project Assistant and a Secretary); the fielding of a Curriculum Development Consultant and other experts; the development of curricular materials; the conduct of training courses and workshops; implementation, management, monitoring and evaluation activities; as well as administrative costs and contingencies.

Evaluation Questions

The final evaluation attempts to answer the following research questions:

Effectiveness. Were the CE frameworks effective in guiding Citizenship Education in the Fiji Education System? Were the activities implemented in accordance with the project plans? If not, why? What outputs have been achieved? To what extent did they contribute to the objectives? How effective were the approaches and structures in delivering the desired outputs? Have the partner organizations worked together effectively? Is the partnership structure effective in achieving the desired outputs?

Efficiency. Were the available technical and financial resources adequate to fulfill the project plans? Were the funds spent in accordance with project plans and using the right procedures? Have there been any unforeseen problems? How well have they been dealt with? Were the capacities of the partners adequate? What have been the roles of the partners and staff and were they appropriate? Was there an effective process, built into the management structure for self-monitoring and assessment, reporting and reflection?

Relevance. Was the design and approach relevant in addressing the identified needs, issues and challenges? What was the potential of the project in contributing to the

strategic policies and programs of the Government and in addressing the identified needs of the Fiji Education System?

Sustainability. Has the project brought about desired changes in the behavior of teachers and students? Were all key stakeholders sufficiently and effectively involved? Were their expectations met and were they satisfied with their level of participation? Were alternative or additional measures needed and, if so, what was required to ensure the continued sustainability and positive impact?

Objectives

The objectives of the final evaluation are:

1. To assess the projects' accomplishments and its contributions towards the achievement of outcomes including any constraints on its effectiveness, and any unintended outcomes
2. To assess the direct and indirect effects of the project on intended beneficiaries and broader socio-economic, political, MDG and gender dimensions.
3. To assess the appropriateness of the project design particularly as it relates to the achievement of project objectives, its linkages with the government's national strategic plans, policy on decentralization and problems it intends to address.
4. To assess the management and implementation arrangement of the project, including financial and human resource management, monitoring and oversight as well as the risks and risk management strategies in terms of their contribution to the delivery of project results in accordance with the project Results and Resources Framework (RRF).
5. To identify key factors which have contributed to the program's successes and failures
6. To document lessons learned in design, delivery, management and monitoring of the project that will add value to second phase of the project.
7. To recommend options for continuation, conclusion or modification of the program including programmatic areas and management structure.
8. To identify and suggest possible outputs and activities for the next phase of the project.

METHODOLOGY

Evaluation Framework

As per project design, monitoring and evaluation conventions, the logical framework or Results and Resources Framework (RRF) served as the basis for evaluation. The vertical and horizontal logic of the RRF provided the elements, subjects of analysis and parameters for evaluation:

EVALUATION ELEMENTS	EVALUATION ANALYSIS	EVALUATION PARAMETERS
GOAL	OUTCOMES	IMPACT/SUSTAINABILITY
PURPOSE	OBJECTIVES	RELEVANCE
OUTPUTS	OUTPUT INDICATORS	EFFECTIVENESS
ACTIVITIES	PROCEDURES/ PROCESS	EFFICIENCY
INPUTS	UTILIZATION	EFFICIENCY

TABLE 1. Evaluation Framework

The evaluation forwards that the project has a goal that can be measured in terms of outcomes and evaluated in terms of impact and sustainability. Furthermore, the project has a purpose that would contribute to the goal. Additionally, it has a set of outputs that may lead towards achieving its purpose. A set of project activities was planned to result in identified project outputs. Finally, project inputs were made available for the implementation of project activities.

The final evaluation considered if the project had indeed succeeded in contributing to its goal and its purpose, hopefully providing some guidance for the key stakeholders (Ministry of Education, UNDP, and NZAid). It assessed whether or not the project plans were fulfilled and whether resources were used in a responsible, efficient and effective manner. The evaluation believes that it can assist project partners in assessing the sustainability of activities, approaches and structures initiated or supported by CEP. Additionally, it provides recommendations for future actions.

Procedures

The evaluation employed a set of methods and procedures to gather quantitative and qualitative data that formed the basis for the findings and, subsequently, the conclusions.

Documents Analysis. For a list of documents analyzed, please refer to APPENDIX A.

Focus Group Discussions/ Key Informant Interviews. For a list of key informants and FGD respondents, please refer to APPENDIX B.

Gender Sensitivity Analysis. The evaluation adopted the checklist method for assessing the project's gender sensitivity specifically in CEP's outputs. Please refer to APPENDIX D for the gender checklist.

Field Visits. For the program of visits, please refer to APPENDIX E.

Triangulation Methods

Given the preponderance of qualitative data gathered, the evaluation made use of triangulation methods to ensure the reliability and trustworthiness of the observations volunteered by the key informants and discussants. These methods included:

Documentary Support. The evaluation sought documents that can support the views and opinions given by the key informants. Much of these were found in the quarterly and annual reports prepared by the project. However, the external evaluation inhibited itself from pursuing sensitive or restricted documents such as classified diplomatic communication, internal government documents and audit reports.

Validation Judgements made on the project and or contradicting information from key informants were subjected to a validation process with other stakeholder informants without divulging the identity of the initial source. A validation question would often begin with the phrase, "Would it be fair to say that..."

Confirmation. The external evaluator made it a point to confirm key and critical information from informants through multiple sources coming from at least three parties: the GoF (Ministry of Education); the donor (UNDP and NZAid); and the CEP staff and consultant.

Scorecard Method

Considering the limited level of effort (LOE measured in person days or pm) allotted for the final evaluation by the Terms of Reference (20 person days inclusive of travel, data gathering, analysis, reviews and write-ups), the balanced scorecard method could not be adequately applied. However, a one-dimensional scorecard was employed by the external evaluator to measure the achievement of outputs using a five-point ordinal or ranking scale comparable to the Likert scale used in psychometrics. The scores were used to compare project outputs vis a vis project inputs, i.e., input-output analysis.

The levels of achievement adopted by for evaluation of planned outputs are as follows:

- 1 – No Achievement
- 2 – Low Partial Achievement
- 3 – Moderate Partial Achievement
- 4 – High partial Achievement
- 5 – Full Achievement

Whenever possible, the external evaluator utilized an evidence based approach in arriving at the ratings. Quantitative evidence form part of the discussion of findings.

FINDINGS

As provided by M&E conventions, the structure of this section follows the vertical logic of the RRS, albeit from an inverse perspective. It begins with evaluating the project inputs that led to the project activities which resulted in project outputs to achieve the project purpose. It then discusses the project outcomes extensively.

This was followed by an elaboration of the evaluation parameters of efficiency, effectiveness, relevance and sustainability. It ends with an enumeration and articulation of key factors that influenced project successes and failures.

Project Inputs

CEP began in October 2006 and was supposed to end in December 2009. It was extended for another year. By the end of December 2010, the project drawdown was less than USD 1 Million, roughly two thirds (2/3) of the total project budget (Annual Reports of 2007, 2008, 2009 and 2010). Clearly CEP suffered from project input utilization issues.

When asked about the cause, a recurring answer was the delay in the release of project funds. Project financing is routed by the donor NZAid to UNDP which subsequently releases it to the Reserve Bank of Fiji and the Ministry of Finance and National Planning's Centrally Managed Trust Fund Account (CMTFA) to the Ministry of Education's Accounts Section prior to its utilization by CEP. Financial management processes adopted by the different agencies involved may have indeed impinged upon the timely release of funds. This situation points towards certain defects in project arrangements.

From the donor's end, however, a tranche can only be withheld if a certain requirement for its release (such as the achievement of a project milestone) is not satisfied. Hence, the delays may have been a function of both the financial disbursement process and the timeliness of project activities.

Project Activities

And indeed the implementation of project activities has not been faithful to the original timeframe. Comparing the planned activities and the timelines provided in the RRF to the activities listed in the Annual Reports of 2007, 2008, 2009 & 2010, there were significant delays in the implementation.

This evaluation submits that the original project design severely underestimated the amount of work involved in the curriculum development and teaching learning materials development processes. However, it also accepts that during the design stage, the curriculum development approach adopted by the project was not yet identified. The approach adopted by the project, the curriculum perspective approach, would definitely take longer than the more conventional curriculum writing approach. Furthermore, the teaching and learning resources development process is commonly underestimated by project planners without instructional materials production backgrounds or experience. The cumbersome procedures of design and vetting often require gestation periods.

Project Outputs

In spite of delays in the planned activities and in the utilization of inputs, CEP's outputs are quite impressive. Outputs 1 and 2 were achieved while Outputs 3, 4 and 5 were partially achieved.

Output 1. HR&CE themes identified for teaching (Rating Score: 5). Five universal themes were identified: *sustainable development; equality and consensus building/ democracy; responsibility and respect for one another/ human rights; culture and beliefs; and peace and justice*. Furthermore, an HR&CE curriculum perspective was developed with the five themes being infused in existing assessed or examinable subjects.

A parallel initiative of the Ministry of Education was to develop a National Curriculum Framework for basic education.¹ The HR&CE themes were incorporated into the national curriculum using the curriculum perspective or infusion approach. The infusion approach does not provide for separate subjects on HR and CE but infuses the five themes into existing examinable and general education courses. Employing this strategy, HR and CE can be infused in history, languages, communication, business, biology, physics and even mathematics.

The other alternative is the integration approach wherein additional courses with separate credits are included into a well-rounded (i.e., integrated) curriculum. Adopting this approach would result in new courses, additional topics, hours and credits for basic education. This prospect was not unappealing to both the education sector (MoE officials, teachers) and to parents as well since it would take longer for their children to complete their primary and secondary schooling.

The HR and CE Curriculum Framework using the curriculum perspective approach can best be represented by the following figure:

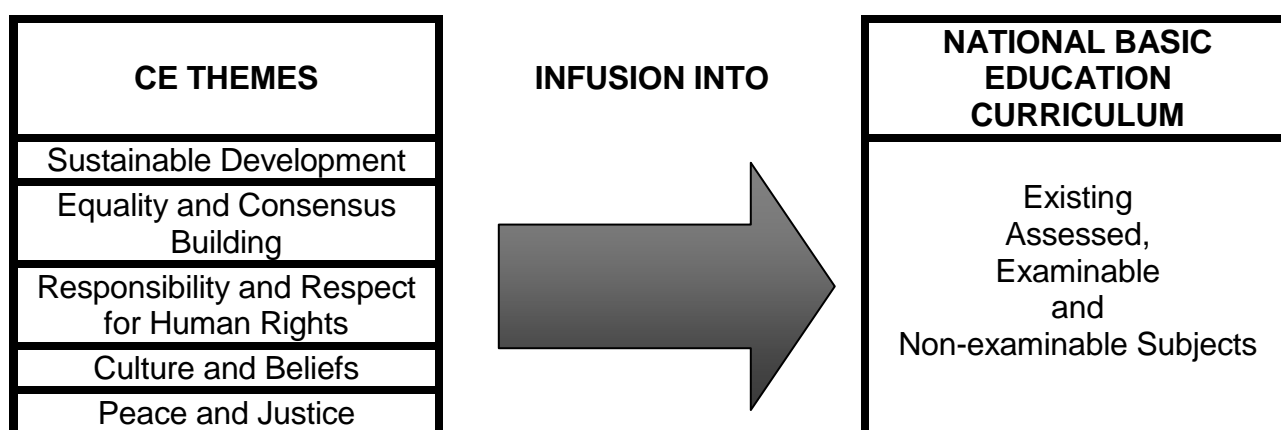


FIGURE 1. The Curriculum Perspective Approach

¹ Ministry of Education, Science and Technology. 2009. *Fiji Islands National Curriculum Framework: Education for a Better Future*

Output 2. Draft Curricula, teaching and learning resources developed, trialed and evaluated (Rating Score: 5). Primary and secondary curriculum perspectives have been submitted by the project (Annual Reports 2007, 2008, 2009). Classes 3 to 8 and Forms 3 to 7 teaching and learning resources have been developed, pretested, reviewed, trialed and evaluated.

Based on the opinions gathered from key informants and focus group discussants the quality of the teaching and learning resources were above standard. During the interviews and discussion, the external evaluator referred to Bertrand's four indicators for evaluating educational communication materials: attraction; comprehensibility; acceptability; and self involvement.²

Furthermore, these resources were found to be generally compliant with gender sensitivity standards. Gender balance has been assured through the following measures:

- the use of gender sensitive language in the content of the material;
- the depiction of both female and male subjects in the resources; and
- gender parity in the identification of CE materials pre-test respondents, reviewers and evaluators.

Gender equality was likewise part of the subject matter content under the themes equality and consensus building as well as responsibility and respect for human rights. Insofar as the CE resources are concerned, the project failed to adhere to gender parity only in one respect: the instructional materials designers and developers were all females.

Output 3. ToT training provided for training current teachers in the teaching of HR&CE curricula. Capacity developed in teacher training institutions to train future teachers. (Rating Score: 3). A total of 652 teachers were trained by the project in teaching HR&CE curricula. This constituted only 6.90 percent of all teachers in Fiji. There were more women teachers trained (333) than men (319). However, when seen from a ratio and proportion perspective, only 6.67 percent of all female teachers participated in the training compared to 7.15 percent of all male teachers.

Table 2 compares the number of trained teachers compared to the number of those not trained. The number of trained teachers, gender disaggregated, are based on project records. The totals of male and female teachers in Fiji were culled from the Ministry of Education database.

	MALE		FEMALE		TOTAL	
	Frequencies	Percentage	Frequencies	Percentage	Frequencies	Percentage
TRAINED	319	7.15	333	6.67	652	6.90
NOT TRAINED	4138	92.85	4653	93.33	8794	93.10
TOTAL	4457	100	4986	100	9446	100

TABLE 2. Teachers Trained on HR&CE

² BERTRAND, JANE T. 1978. *Communications Pretesting*. Chicago: University of Chicago - Community and Family Study Center.

In contrast, however, 100 percent of teacher training institutions were involved in the National Workshop (Annual Report, 2010).

Thus, a rating of 3 in a scale of 5 was given to this output.



Output 4. Teaching & learning resources published and distributed. (Rating Score: 5). Ten (10) teaching and learning resources for Class 3 and 4 have been edited, printed, piloted and are now ready for national implementation. Fifteen (15) Class 5 and 6 CE resources have been printed and are ready for piloting, national implementation and distribution. Twenty one (21) Class 7 and 8 resources are being printed. Forms 3 to 7 resources (totaling 56) have been edited and are now being revised. As planned, no resources were designed and developed for Kindergarten to Class 2.

Table 3 gives the breakdown of teaching and learning resources published and distributed.

GRADE LEVEL	NUMBER	PERCENTAGE
Class 3 and 4	10	9.80
Class 5 and 6	15	14.70
Class 7 and 8	21	20.59
Forms 3 to 4	25	24.51
Forms 5 to 7	31	30.40
TOTAL	102	100

TABLE 3. Number of HR&CE Resources Developed

A score of 5 in a scale of 5 was given to this output.

Output 5. An active learning/advocacy network for teaching and advancement of HR&CE formed (Rating Score: 4). Project activities resulted in an informal network of teachers, parents and student advocates for citizenship education. This network was spontaneously formed as an adjunct to the National Workshop and follow-up workshops conducted (Annual Report 2010). The ties or links between its members or nodes are products of the enthusiasm generated by the training and the mutual reinforcement of their faith in CE forged when teachers, parents and project staff share their experiences with one another.

However, informal networks lack resilience. Although active, it may not be sustainable nor robust enough to survive the cessation of project activities and the depletion of project resources precisely because it lacks formality. It does not have the legitimacy of a

formally established cadre at the national, divisional and township levels who would serve as Fiji's CE champions.

Such a multi-level, multi-sectoral cadre could have been organized or formally established during the 2010 National Workshop since 100 percent of teacher training institutions in Fiji were in attendance. It could have been registered under the name Parents-Teachers Federation for Citizenship Education in Fiji and could have adopted a program of policy advocacy and community mobilization activities for CE at the national, divisional and township levels. In other words, it could have assumed a life of its own.

A score of 4 was given by the external evaluator since the potential for formally establishing this network still exists. The teachers, parents and teacher training institutions are already informally bound by their faith in CE. Since the actual formalization may be included as an agenda in a future national workshop, it may be stated that this output requires only one more project activity to be fully achieved.

Input – Output Analysis

Totalling the scores given for the outputs we arrive at the sum 22. The ideal score is 25. Thus we obtain the fraction of 22/25 as the rating for output achievement. On the other hand, the drawdown from the total project input of USD1.5M was USD1.00M. Thus we obtain an input utilization fraction of 1/1.5 or 2/3.

We can compare these two values if we set a common denominator of 75. The input value would be 50/75 while the output value is 66/75. Comparing both values, $66/75 > 50/75$. Therefore, the output is greater than the input or **O > I**.

Thus, it may be concluded that in spite of the low drawdown of funds, the project utilized its resources efficiently and effectively.

Project Purpose

CEP's original project purpose of *commencing compulsory teaching of a comprehensive human rights and civic education curricula at all levels in schools* has been achieved. As of School Year 2011, the Ministry of Education, Science and Technology will be mainstreaming the citizenship education perspective in the basic education curriculum. National implementation in Class 3&4 through CEP materials, learner-centered methods and the institutionalization program are to commence this year.



National implementation will involve 209 schools while the piloting involved 118 schools, totaling 327 or 36.95 percent of the 885 schools all over Fiji, forming a critical mass that would snowball, eventually covering the entire educational system.

Project Outcomes

Positive. Considering the universal CE themes identified and how they were taught, learned and received, it may be argued that the project positively contributed to four Millennium Development Goals:

- MDG 2, achieve universal primary education;
- MDG 4, promote gender equality and empower women;
- MDG 7, ensure environmental sustainability; and
- MDG 8, a global partnership for development.

For MDG 4, in particular, two of the identified universal themes (equality and consensus building; responsibility and respect for human rights) were applicable to gender equality. In project activities and outputs, participation and involvement of both genders have been ensured. The learning resources likewise use gender sensitive language as discussed earlier.

Furthermore, documents analysis, focus group discussion, key informant interviews and site visits generally confirm that CEP has contributed to the RRF goal of *increased awareness of civic and human rights including the role of parliament, the rights of citizens and democratic processes in Fiji*. This awareness, however, may be limited to the teacher trainers, teachers and parents who were able to participate in the training and materials utilization and evaluation workshops of the project, as well as the primary and secondary school children who attended their subjects. Particularly significant is the fact that these school children will constitute Fiji's next generation of leaders. Furthermore, CE at the secondary school level will ensure adequate voters' education since the voting age has now gone down to 18.

The evaluation fully recognizes that the primary stakeholders involved – the teachers, parents and students - underwent a social learning process that revealed how citizenship education can enrich teaching, stimulate learning and facilitate parents' participation in basic education. Although two among the ten principals and deputy principals interviewed felt that they have not been adequately involved, the majority became aware that their institutions can benefit from the process with improved teaching and learning.

Additionally, there were observations among the teacher FGD respondents and the key interviewees that the CEP learning resources made such a profound impression among the children that their knowledge on citizenship education has been passed on to their families. In other words, the ideas and values contained in the CE materials were *viral*, infectious memes that can potentially spread on its own, from the teachers and students to the parents and the communities. If indeed such is the case then CEP will have higher order positive impacts that would extend beyond the project lifetime.

Negative. There were no negative outcomes brought about by the Fiji In School Citizenship Education Project discovered by the external evaluator.

Unintended. Four unintended outcomes have been observed in this project.

Firstly, there was an increased capacity of teachers to design, develop and utilize instructional materials. Their participation in the project has increased their capacities for instructional materials design, development, testing and utilization in any area. Since attending the workshops, several of the participants have developed their own CE materials for use in their respective subjects.

Adjunct to this observation is the increased capacity of teachers to facilitate learner centered sessions and participatory teaching methods. The CE content does not lend well to unilinear or one-way instructional methods such as “chalk and talk,” wherein the teacher lectures and students listen passively. Articulations on the five universal themes - sustainable development, equality and consensus building/democracy, responsibility and respect for one another/human rights; culture and beliefs; and peace and justice – require creative and participatory pedagogic approaches such as group discussions, role playing, dramatizations and visual expressions or interpretations. Teaching CE required many of the trained teachers, even those who handled technical subjects (mathematics, biology or secondary school accounting) to experiment on creative teaching methods that were learner centered and participatory.



Furthermore, because of its curriculum perspective, there were no textbooks used by the students on CE. Hence, more engaging methods and instructional materials often prepared with the participation of the learners (eg. poster drawings and illustrations) were employed. Additionally, children easily related with the themes since these exist not at the conceptual level but as part of their day-to-day realities. The examinable subjects become more meaningful to the children when infused with CE universal values.

These methods conform to emerging international pedagogic standards and would thus enable Fijian teachers to be at par with their international counterparts. Considering that 100 percent of the teacher training institutions in the entire country participated in the 2010 National Consultation Workshop (Annual Report, 2010), it may be stated that the introduction of CE has strengthened the country's capacity for participatory teaching methods and learner-centered approaches.

Thirdly, the project resulted in interdenominational or interreligious collaboration. CEP is unique in its involvement of several religious schools and teacher training institutions representing different faiths, i.e., Mormons, Methodists, Seventh Day Adventists,

Catholics, Hindu and Muslim, who while with the project, considered one another as peers or collaborators instead of competitors for the souls of the faithful.



Fourthly, CEP inadvertently stumbled upon an educational model that effectively addresses the need for integration attendant in many of today's regional, subregional and national conflicts. Although CEP was conceptualized for Fiji alone, the CE curriculum perspective or infusion approach may very well be adopted as a model by educational systems in multiethnic, multi-cultural and multi-denominational settings with real or potential racial and religious tensions.

The realization, inculcation and internalization of the values of equality, respect for one another, culture and beliefs, and peace and justice at the primary and secondary school levels could potentially be the strategy of choice for nipping conflict at the bud. The teachers who participated in the project had observed firsthand the interest generated by the CEP materials among the children, the animated discussions resulting from these materials, as well as the increase in tolerance toward other ethnicities, religions and races that resulted from mutual understanding. This phenomenon is reminiscent of Kincaid's Convergence Model (1978),³ which forms the theoretical basis for the transformation of conflict to cohesion through mutual understanding among cultures.⁴

Evaluation Parameters

Effectiveness. In terms of project effectiveness, the final evaluation forwards that the CE primary and secondary curriculum perspectives are effective in guiding Citizenship Education in the Fiji basic education system. Although the activities were not implemented in accordance with the project timeframe, the five projected outputs have been fully or partially achieved. The activities were sufficient to fulfill the project purpose of commencing compulsory citizenship education at all levels of the Fiji educational system.

Furthermore, the curriculum perspective approach was effective in delivering the desired outputs but may also have been responsible in part for the delays, as stated earlier in the Project Activities section and explained later in the Key Factors section. The GoF-NZAid-UNDP partnership structure worked effectively in addressing project issues enabling CEP to achieve its objectives. On the other hand, inherent bureaucracies within these structures may have impinged upon project efficiencies.

³ D. Lawrence Kincaid. 1978. *The Convergence Model of Communication*. Institute of Culture and Communication. East West Center. Honolulu, Hawaii.

⁴ Alexander G. Flor (Editor). 2002. *Communication and Culture, Conflict and Cohesion*. UPLB College of Development Communication and Foundation for Development and Communication.

Efficiency. Although the available technical and financial resources were adequate to fulfill the project plans, the funds were not spent efficiently within the given timeframe. This puts into question some of the budgeting procedures employed by the project, which may have resulted in unforeseen problems such as delays in disbursements due to insufficient acquittals. In 2010, an external auditor, Price Waterhouse Coopers, was engaged by the project to do an independent audit. Delays in acquittals may have resulted in funds unaccounted for, generating an initial qualified audit opinion for the project.⁵ Eventually, however, these funds were cleared and the qualified audit opinion withdrawn (Annual Report, 2010).

The capacities of the partners in carrying out the project were adequate, although there may have been some lapses in the routing of funds. In the last project board meeting, a decision was made for UNDP to administer the funds directly to CEP instead of having it coursed through the Reserve Bank, the Ministry of Finance, the National Planning Office and the MoE Accounts Section. Adjustments were thus adequately made and the roles of the partners were partly changed by this decision.

Finally, in terms of efficiency, the CEP's QPR-APR system provides a built-in self-monitoring and assessment process. However, it may not adequately capture all of the project's outcomes through reflection since it is primarily used as an administrative tool rather than a results-based management aid.

Relevance. The final evaluation found that the project design and approach are relevant in addressing the identified needs, issues and challenges. The design and approach were flexible enough to accommodate the changes in the political landscape that transpired a few months after its implementation. As the project progressed, it also became evident that CE can have a significant role in contributing to the strategic policies and programs of the new government and in addressing the identified needs of the Fiji basic education system.

Sustainability. Although this parameter may best be measured in an ex-post evaluation conducted two years after the project, preliminary findings on sustainability can be gauged at this point. Firstly, it is evident in the key informant interviews and focus group discussions conducted that the project brought about desired changes in the knowledge, attitudes and behavior of teachers and students. All but a few key stakeholders were sufficiently and effectively involved.⁶ Expectations among the beneficiaries were met and sometimes exceeded. Most were satisfied with their level of participation. To ensure the continued sustainability and positive impact, the remaining project activities should be completed and the remaining outputs fully complied with.

⁵ Price Waterhouse Coopers conducted an audit of project financial procedures in 2010 and issued a qualified opinion. The audit report or source document is restricted and was not available to the Consultant. However, the Consultant was able to verify from GOF, project and UNDP sources that the audit was indeed conducted with such a finding.

⁶ One MoE section head, one school principal and one assistant principal had misgivings about their lack of participation in project. Upon probing and triangulation, the evaluator found that these were isolated cases and cannot serve as the basis for generalization.

Key Factors

There were a number of factors that influenced the outcome, successes and limitations of the project.

The Nature of CE. Citizenship education is not an assessed or examinable subject. It is thematic in nature and may be applied in any of the subject matter areas. It may be situated within the qualitative dimension of academics. This being the case, it cannot be classified as a separate curricular area with its own credits within the basic education curriculum. Being thematic, it can only be infused into existing subjects. Thus, the curriculum perspective approach was employed instead of the curriculum writing approach common in technical and examinable subjects. With this approach, CE universal values become embedded into the Fiji National Curriculum Framework without adding additional subjects that may have disrupted the current curricular structure. More importantly it added a qualitative dimension to teaching all subjects.

UNESCO forwards that there are four principles of learning: *learning to do; learning to know; learning to be; and learning to live together*. Teachers who participated in the CE workshops opine that the majority of subjects in the basic education curriculum cater only to the first two principles, learning to do and learning to know. Hardly anything is done to address the last two principles, learning to be and learning to live together.

With the infusion of CE into the existing curriculum, even technical subjects become platforms that teach children how to be and how to live together. This accounts for the reception and impact of CE on the teachers, parents and students involved. Classroom sessions on CE, in whatever subject matter area, tended to become more animated. Students were inclined to become more involved, more articulate and more engaged. This is further reinforced by the fact that the nature of CE calls for the adoption of learner-centered teaching methods and participatory approaches, wherein the learner takes the initiative and makes the major decisions (or defines the terms) that would determine his learning. The teacher becomes a facilitator or a coach instead of an instructor.

The nature of CE was the major influential factor for the project's successes. This factor was reinforced by the project staff members who, apart from being committed educationists, are themselves CE champions. This evaluation report cannot adequately do justice to their work and achievements in the field.

On the other hand, the majority of the negative factors were not the result of any mistakes or weaknesses of the project stakeholders or implementors but were serendipitous, unavoidable, or inherent to projects implemented within bureaucratic environments. Others may be attributed to oversight.

Shift in the Political Environment. CEP was partly designed as an initiative of the government of the former Prime Minister Laisena Qarase to promote human rights and democracy as an implicit countermeasure to the erosion of basic citizenship values that began with the *coup d'états* that have rocked the archipelago since 1987. It was initiated in October 2006. By December 2006 another coup was executed in Fiji.

There was a change in the political landscape that many sectors thought undermined human rights and democracy. These views, right or wrong, provided uncertainty in the project's future and perhaps some delays. Adjustments had to be made on the emphasis and perspectives of these two themes in particular. Democracy and human rights were to be played down in Forms 3 to 4. These themes were replaced by quality and consensus building, and responsibility and respect for one another, respectively in the aforementioned classes. The original title of "Fiji In-School Human Rights and Civics Education Project" was shortened into "Citizenship Education Project." The shift in the political landscape influenced project outcomes.

Project Design. The project design did not differentiate between curriculum writing per se and the curriculum perspective approach. Additionally, adequate time allowances for the bureaucracies inherent in the routing of funds have not been provided. Furthermore, the cumbersome nature of the instructional materials development process has been underestimated. Thus, the delays experienced by the project.

Financial Procedures. Financial management procedures and processes among all the partners also required lead time.

Non-implementation of Midterm Evaluation. Delays in achieving project milestones coupled with the extended process of midterm evaluator selection prompted the decision to postpone the Midterm Review or MTR. Eventually it was decided not to push through with the evaluation since the postponement impinged upon the limited three-year project timeframe.

From the point-of-view of results based monitoring and evaluation, the postponement deprived the project with the opportunity to assess its activities within the given timeframe and budget, as well as to calibrate or fine tune its schedules, operations and deliverables. These adjustments may have addressed CEP's timeframe issues and may have provided it with prospects of adjustment.

Changes in Personnel. Midway through the project there were changes in personnel at the institutional and project levels. These changes included permanent secretaries, deputy permanent secretaries on the side of the Government, task managers on the side of UNDP and the donors, and the CD Specialist on the side of the project. These changes resulted in the lack of institutional memory and steeped learning curves for some involved.

Workplace Dynamics. Some tensions were observed in the relationships among project personnel and between project staff and Ministry officials. These may have been insignificant tensions that are attendant to hectic timetables and other project related stress. However, these may have also resulted in coordination issues.

SUMMARY AND CONCLUSIONS

Conclusions on Evaluation Objectives

Overall Assessment of Project Accomplishments. The evaluation found that the project accomplished its five planned outputs at varying levels. The project has achieved its purpose of commencing compulsory teaching of a comprehensive human rights and civic education curricula at all levels in schools. It has contributed towards the goal of increased awareness of civic and human rights including the role of parliament, the rights of citizens and democratic processes in Fiji.

Unintended outcomes of this project were: increased capacities of teachers to design, develop and utilize instructional materials; increased capacities of teachers to facilitate learner centered sessions and participatory teaching methods; interdenominational or interreligious collaboration; and an educational model that effectively addresses the need for integration.

Overall Assessment of Direct and Indirect Effects. The direct and indirect effects of the project on intended beneficiaries include: participation in a social learning process on citizenship education; improved teaching skills and approaches; increased tolerance and mutual understanding among learners; increased participation of students and parents in the teaching-learning process.

The project has contributed towards MDGs 2, 4, 7 and 8. It has addressed the gender dimension adequately by: including gender concerns in its universal CE themes; the use of gender sensitive language in the content of the CE material; the depiction of both female and male subjects in the resources; and gender parity in the identification of CE materials pre-test respondents, reviewers and evaluators.

Overall Assessment of Project Design. The final evaluation found that the project design was relevant in addressing the identified needs, issues and challenges. The approaches were flexible enough to accommodate the changes in the political landscape that transpired a few months after its implementation.

As the project progressed, it also became evident that CE can have a significant role in contributing to the strategic policies and programs of the new government and in addressing the identified needs of the Fiji basic education system.

However, the project design did not differentiate between curriculum writing per se and the curriculum perspective approach. Additionally, adequate time allowances for the bureaucracies inherent in the routing of funds have not been provided. Furthermore, the cumbersome nature of the instructional materials development process has been underestimated. Thus, the delays experienced by the project.

Overall Assessment of Management and Implementation Arrangements. The critical finding regarding management and implementation arrangements is that there may have been some lapses in the routing of funds. Project financing flows from the donor NZAid to UNDP to the Reserve Bank of Fiji and the Ministry of Finance and

National Planning's Centrally Managed Trust Fund Account (CMTFA) to the Ministry of Education's Accounts Section prior to its utilization by the CEP. Financial management processes adopted by the different agencies involved may have impinged upon the timely release of funds.

During the implementation of the project, a decision was made for UNDP to administer the funds directly to CEP instead of having it coursed through the Reserve Bank, the Ministry of Finance, the National Planning Office and the MoE Accounts Section. Adjustments were thus adequately made and the roles of the partners were partly changed by this decision.

Identification of Key Factors. To identify key factors which have contributed to the program's successes and failures include: the nature of CE itself; shifts in the political environment; the project design; financial procedures; non-implementation of the MTR; changes in personnel; and workplace dynamics.

Answers to Evaluation Questions

Are the CE frameworks effective in guiding Citizenship Education in the Fiji Education System?

Yes, the CE primary and secondary curriculum frameworks were shown to be effective in guiding Citizenship Education in the Fiji basic education system.

Are the activities implemented in accordance with the project plans? What outputs have been achieved?

Although the activities were not implemented in accordance with the project timeframe, the five projected outputs have been fully or partially achieved.

To what extent did they contribute to the objectives?

The activities were sufficient to fulfill the project purpose of commencing compulsory citizenship education at all levels of the Fiji educational system.

How effective are the approaches and structures in delivering the desired outputs?

The curriculum perspective approach was effective in delivering the desired outputs but may also be responsible in part for the delays.

Have the partner organizations worked together effectively? Is the partnership structure effective in achieving the desired outputs?

The GoF-NZAid-UNDP partnership structure worked effectively in addressing project issues enabling CEP to achieve its objectives. On the other hand, inherent bureaucracies within these structures may impinge upon project efficiencies.

*Are the available technical and financial resources adequate to fulfill the project plans?
Are the funds being spent in accordance with project plans and using the right
procedures?*

Although the available technical and financial resources were adequate to fulfill the project plans, the funds were not spent efficiently within the given timeframe. This puts into question some of the budgeting procedures employed by the project.

Have there been any unforeseen problems? How well have they been dealt with?

There were unforeseen problems such as delays in disbursements due to insufficient acquittals. In 2010, an external auditor, Price Waterhouse Coopers, was engaged by the project to do an independent audit.

Are the capacities of the partners adequate? What have been the roles of the partners and staff and are they appropriate?

The capacities of the partners in carrying out the project were adequate, although there may have been some lapses in the routing of funds. In the last project board meeting, a decision was made for UNDP to administer the funds directly to CEP instead of having it coursed through the Reserve Bank, the Ministry of Finance, the National Planning Office and the MoE Accounts Section. The roles of the partners were partly changed by this decision.

Is there an effective process, built into the management structure for self-monitoring and assessment, reporting and reflection?

The CEP's QPR-APR system provides a built-in self-monitoring and assessment process. However, it may not adequately capture all of the project's outcomes through reflection.

Were the design and approach relevant in addressing the identified needs, issues and challenges?

The final evaluation found that the project design and approach are relevant in addressing the identified needs, issues and challenges. The design and approach was flexible enough to accommodate the changes in the political landscape that transpired a few months after its implementation.

What potential does the project have in contributing to the strategic policies and programs of the Government and in addressing the identified needs of the Fiji Education System?

As the project progressed, it also became evident that CE can have a significant role in contributing to the strategic policies and programs of the new government and in addressing the identified needs of the Fiji basic education system.

Has the project brought about desired changes in the behavior of teachers and students?

The project brought about desired changes in the knowledge, attitudes and behavior of teachers and students. .

Are all key stakeholders sufficiently and effectively involved? Are their expectations met and are they satisfied with their level of participation?

All but a few key stakeholders were sufficiently and effectively involved. Expectations among the beneficiaries were met and sometimes exceeded. Most were satisfied with their level of participation.

Are alternative or additional measures needed and, if so, what is required to ensure the continued sustainability and positive impact?

To ensure the continued sustainability and positive impact, the remaining project activities should be completed to fully achieve the remaining outputs

LESSONS LEARNED AND RECOMMENDATIONS: THE WAY FORWARD

Lessons Learned

Perhaps the biggest weakness found in the design, delivery, management, and monitoring of CEP was the delay in its implementation of project activities and the delivery of outputs. Not one office is responsible for this delay. It was caused by a confluence of unavoidable factors that include government financing standard operating procedures, the lack of appreciation of the nuances of curriculum and instructional materials development, and the project budget cycle. Thus the CEP experience has taught us the importance of the provision of realistic timeframes for the following:

The Curriculum Perspective or Infusion Approaches. The curriculum perspective or infusion approach is much more time consuming and cumbersome than the curriculum writing approach in the curriculum development process. Thus adequate timeframes should be provided in similar projects that infuse themes such as education for sustainable development, environmental education instead of introducing new subject matter areas.

The Teaching-Learning Materials Design, Development, Testing & Production Process. More often than not the development of teaching-learning materials has been underestimated in terms of costs and time in education development projects. Adequate time should be given to accommodate the conceptualization, validation and revisions that are required in every step as well as the creative process that cannot be easily rushed.

Financial Procedures and the Project Budget Cycle. Project finances go through a process of requisition, disbursement, expenditure, liquidation and auditing. These steps cannot be circumvented or shortened due to the imperatives of financial control. And yet, projects have a budget cycle that is based on project activities. These two must be synchronized through appropriate time adjustment.

Should a second phase of the project be contemplated, these considerations should be factored into the design and planning process.

Options for Project Continuation

In the Annual Project Report 2010, the CEP Project Manager identified the following next steps:

1. The printing of secondary curriculum resource materials
2. The training of additional teachers
3. The conduct of programs for teacher training institutions
4. The conduct of advocacy programs.

These tasks constitute the remaining activities of the project that would lead to the full achievement of the identified outputs. The most logical option for the project is the implementation of the next steps identified by the Project Manager and the expeditious disbursement of the remaining project funds for this purpose. Furthermore, the option for the formalization of the network of CE stakeholders – teachers, teacher training institutions and parents – as an adjunct to the conduct of advocacy programs should be seriously considered to fully achieve Output 5 of the project.

Additionally, NZAid, UNDP and the GoF have the option of designing, planning, financing and implementing the Fiji In-Schools Citizenship Education Project Phase II. The second phase may be made up of the following components covering the programmatic areas of teacher training, capacity building, and knowledge sharing:

Component 1. Formal and nonformal teacher training. The former incorporates CE into the formal teacher training curriculum of teachers' academies and faculties of education in Fiji's major universities. The latter would cover training workshops for the 93.00 percent of the total number of teachers in Fiji who have not yet been involved in CE.

Component 2. Capacity building programs. Basic and advanced capacity building programs, on the design and development of instructional materials for CE should form part of Phase II.

Component 3. Knowledge Sharing. Documentation of best practice and sharing of lessons learned through national subregional and regional conferences.

The design of the project should reflect the lessons learned in Phase I, i.e., the provision of adequate time and resources for the implementation of the curriculum perspective approach, instructional materials development and financial processes and procedures. The flow of funds should not be impeded by structural arrangements between the project partners. Thus the direct disbursement of funds from UNDP to the project should be pursued.

Recommendations

For UNDP. Given the project outcomes and its global coverage, the United Nations Development Program should consider refining the Fiji CE Model, documenting best practice along this line and sharing these to the global community as an educational strategy that may address the need for integration attendant to globalization. This can form part of UNDPs forward looking strategy.

As stated in the Unintended Outcomes section of the report, the project may have inadvertently stumbled upon an educational model that can address cultural, religious and ethnic conflicts that are prevalent in many societies. Initially, the CE model can be shared subregionally through the conduct of a Pacific Islands Citizenship Education Conference on Best Practices and Lessons Learned. Eventually, it can be shared with other regions

as a global educational program in collaboration with UNESCO that offers education solutions in specific conflict areas or regions.

For the GoF. The following recommendations are addressed to the Government of Fiji:

6. The MoE should embark upon the national implementation of CE in earnest beginning School Year 2011-2012. CE should now be mainstreamed into basic education. All basic education teachers should be trained in CE teaching and learning techniques as well as the utilization of CE materials.
7. A CE materials program should be put in place for the production, nationwide distribution and regular updating of instructional materials.
8. Along with the mainstreaming of CE, a CEP Phase II should be considered incorporating the design elements previously described to ensure sustainability.
9. The Fiji Higher Education Commission should include citizenship education as part of their minimum standards for teacher education curriculum to be complied with by all teacher training institutions.
10. The GoF may want to consider revising its financial procedures and processes to further minimize bureaucratic delays and red tape.

For the Donor. Given the successes of CEP including its unintended positive outcomes, NZAid may consider continuing its initiatives along this line with a follow-up project. This evaluation submits that the investment in CEP would generate substantive returns in governance over a sustained period of time, measured in generations.

APPENDIX A LIST OF DOCUMENTS REVIEWED

The Fiji Islands National Curriculum Framework: Education for a Better Future by the Ministry of Education, Science and Technology

Primary Schools Curriculum Framework. Citizenship Education Project, Ministry of Education, Science and Technology

Forms 5, 6 and 7 Curriculum Framework. Citizenship Education Project. Ministry of Education, Science and Technology

High School Teacher Training Program: A Manual and Curriculum Framework. Citizenship Education Project. Ministry of Education, Science and Technology

Annual Report 2010: Citizenship Education Project. Ministry of Education, Science and Technology

Project Document: The Fiji In-School Human Rights and Citizenship Education Project. UNDP.

National Implementation Workshop of Class 3 and 4 Resource Materials for Head Teachers and teachers of Class 4 and 4. Citizenship Education Project. Ministry of Education, Science and Technology

Language Story Cards: Class 6. Citizenship Education Project. Ministry of Education, Science and Technology

Quarterly Project Reports: Fiji In-School Citizenship Education Project. July 2006 – December 2010.

Annual Project Reports: Fiji In-School Citizenship Education Project. 2007-2011

National Initiative of Civic Education: Midterm Project Review. July 2009

APPENDIX B

LIST OF PERSONS INTERVIEWED

Dr. Brij Lal
Permanent Secretary
Ministry of Education

Prof. Rokobua Naiyaga
Deputy Secretary
Ministry of Education

Nemami Drova
Director, CDU
Ministry of Education

Salote Rabuka
Director
Fiji Higher Education Commission
Ministry of Education

Dr. Ernesto Bautista
Pacific Regional Governance Advisor
UNDP

Richard Dirks
First Secretary (Bilateral Development)
New Zealand High Commission Suva

Alekisio Sela
CEP Project Manager

Angela Lee
CEP Curriculum Development Assistant

Vasiti Loki
CEP Curriculum Writer

Ateca Waqaniburotu
CEP Curriculum Writer

Indra Chand
CEP Curriculum Writer

Kelera Taloga
Principal Education Officer – Primary

Tom Hereniko
Principal Education Officer – Secondary

Lorima Vora Vora
Divisional Education Officer
Lautoka, Western Division

Albert Wise
Senior Education Officer
Nadroga-Navosa Education Office

Daiana N.D. Nainoca
Principal Education Office
Central Division

Prof. Konai Thaman
School of Education
University of South Pacific

Aloeisi Logavatu
Lecturer, Fiji National University
Suva City

Aoi Tikoigau
Senior Lecturer, Fiji National College
Suva City

George Maeltoka
Fulton College

Thelma Racule
Assistant Principal
Fiji Church of Latter Day Saints College

Mere Yee
CE Coordinator
Mahatma Gandhi Secondary School

Sera May Lockington
Vice Principal
Tilak High School, Lautoka

APPENDIX C

FINAL EVALUATION GENDER CHECKLIST

1. Do the goals of the project have gender dimensions – in what way will it impact men and women differently?
2. What is the gender related issues connected with the sectoral area of the project?
3. What are the gender issues in the geographical context?
4. Is all baseline data sex disaggregated?
5. Based on the above three, has an analysis been conducted to judge whether there are any specific gender issues that have been discovered?
 - 5.1. What is the planned intervention – explain why?
 - 5.2. If no intervention is planned – explain why?
6. What are the managerial arrangements to make sure that gender concerns are taken into consideration over the course of the project?
7. How will gender balance be assured through the stakeholder consultations and analysis?
8. Are women groups and gender CSOs consulted as part of the process?
9. How will gender balance be assured throughout the implementation phase of the project?
10. How have the indicators to evaluate the outcome of the project been made gender sensitive?

APPENDIX D

CEP RESULTS AND RESOURCES FRAMEWORK

Intended Outcome as stated in the Country Programme Results and Resource Framework: Increased awareness of civic and human rights including the role of parliament, the rights of citizens and democratic processes in Fiji.								
Outcome indicators as stated in the Country Programme Results and Resources Framework, including baseline and targets. Number of schools teaching civics and human rights education								
Applicable MYFF Service Line: Goal 2, Service Line 2.3								
Partnership Strategy: Partnerships to be developed with donors, government, local stakeholders.								
Project title and ID (ATLAS Award ID):								
Intended Outputs	Output Targets for (years)				Indicative Activities	Responsible parties	Inputs	
Output 1: HR&CE themes identified for teaching; A framework and schedule of HR&CE curricula developed.	2005	2006	2007	2008	1.1:Recruit project staff. Establish project office and CDU. Form a multi-stakeholder Project Steering Committee. Form relevant working groups. 1.2:Collect/catalogue international and national resources/lessons and identify HR&CE themes for teaching. 1.3:Identify HR&CE themes for teaching and develop scope and sequence for implementation of the Human Rights and Civic Education Framework' in Citizenship Education, English, Social Studies/Science curricula.	UNDP/MOE-CDU/Project team	<ul style="list-style-type: none"> Curriculum Development Specialist (36 months) National Project Coordinator (36 months) Curriculum Evaluator (12 months) Support Staff (Project Assistant) Short-term consultants (Curricula writers 8 person months) Curriculum development – Working group costs Trial costs (printing/distribution) Teacher Training - Primary school teachers Teacher Training - Secondary /tertiary 	
	X	X						
Output 2: Draft Curricula, teaching and learning resources developed, trialled and evaluated		X	X		2.1:Develop draft curricula then trial, evaluate and make necessary adjustments. 2.2:Develop, trial and evaluate teaching and learning resources.	MOE-		

					2.3: Conduct an independent evaluation of curricula and resource material. 2.4: Arrange for the continuous and ongoing monitoring and revision of HR&CE curricula and resources.	CDU/Project team	<ul style="list-style-type: none"> • Teaching and Learning Resources (Printing/Distribution) • Equipment • Operation costs • Miscellaneous (Including Project monitoring) • General Management Services
Output 3: Training-the-trainer training provided for training current teachers in the teaching of HR&CE curricula. Capacity developed in teacher training institutions to train future teachers.		X	X	X	3.1: Provide in-service training for current teachers. 3.2: Develop pre-service modules for tertiary/teacher training institutions.	MOE-CDU/Project team	
Output 4: Teaching and learning resources published and distributed.			X	X	4.1: Print learning and teaching resources 4.2: Distribute teaching and learning resources to all schools	MOE-CDU/Project team	
Output 5: An active learning/advocacy network for teaching and advancement of HR&CE formed.		X	X	X	5.1: Collect and share knowledge and skills - locally/internationally. 5.2: Develop links with international forums that deal with HR&CE. (Establish links with International Networks)	MOE-CDU/Project team	

Evaluation Program – Fiji Civic Education In Schools Project Dr. Alexander Flor 18 – 27 January 2011

TIME	Meetings	Comments
Tuesday 18		
2:00pm	Arrival at Nadi Arrival at Suva	Check-in Novotel Hotel
4:30pm	Briefing meeting with UNDP Team	Venue: UNDP MCO, Conference Room
Wednesday 19		
9:45 am	Thelma Racule and Team Fiji Latter Saints College	Venue: Fiji Latter Day Saints, College, Samabula
10.30am	Professor Konai Thaman University of the South Pacific (USP) Laucala Campus.	Venue: USP, School of Education. Professor Thaman is UNESCO Professor in Education and has written extensively on Citizenship Education. She has integrated CE into the teacher training programs. I had helped give lectures to her classes on CE.
11:30	Aloesi Logavatu Lecturer Fiji National University Nasinu Campus CE Program	Venue: Fiji National University, Nasinu. Ms Logavatu coordinated the CE program for trainee teachers and we had run programs with her trainees on a number of occasions. Ms Logavatu together with other lecturers in her faculty had carried out research on CE.
12:30	Lunch	
1:30pm	Daiana N D. Nainoca Principal Education Office, Central Division	Venue: Nausori Daiana N D. Nainoca was a senior official of the Curriculum Section that developed the CE program before she was posted last year to head the Nausori Office
2:00pm	Mr. George Maeltoka and team at Fulton Teachers College, Tailevu CE program	Venue: Fulton College Mr Maeltoka together with other lecturers at the College has integra

Evaluation Program – Fiji Civic Education In Schools Project Dr. Alexander Flor 24th – 27th January, 2011

Name	Day/Time	Venue
PS: Dr. Brij Lal	3.30pm-4.30pm Monday 24th	Thurston Street, Senikau House, Suva
DS: (Professional) Rokobua Naiyaga	8.30-9.00 am Wednesday 26 th January 2011	Thurston Street, Marela House, Top Floor, Suva
DS (Admin) Mr Josefa Sania	9.00-9.30 am (to be confirmed) Wed 26 th January 2011	Thurston Street, Marela House, Top Floor, Suva
Director CDU: Nemami Drova	8.30-9.00 am Tuesday	Level 3, , Waisomo House, CDU
CEP Project Team Vasiti Loki Angela Lee Ateca Waqaniburotu Indar	10-10.30am Tuesday	CDU, Waisomo House Level 3 (to arrange for school visits and arrange for Focus Group Discussions with teachers). (to arrange for school visits and students interview, specifically those that had undertaken pilot tests)
Principal Education Officer - Primary Mrs. Kelera Taloga	Tuesday 9-9.30 am	Level 2 Waisomo House,
Principal Education Officer – Secondary Mr Tom Hereniko	9.30-10-00am Tuesday	Level 3, Waisomo House,

Notes:

Focus group discussions can be arranged by the Project team: request if DS can recommend someone to take the lead role in facilitating this process .

Key informant interview: DS (Professional) and DS (Admin) – Mr Josefa Sania, Director CDU, PEO Primary/Secondary
Former National Co-ordinator:: Alekisio Sela (to be arranged by Project Team to avail himself for the interview.

SCHOOL VISIT ITINERARY 27/01/2011

8.30 9.00am	Pick up CEP Team [Indra & Ateca] from Waisomo House PICK UP MR ALEXANDER FROM NOVETEL HOTEL				
TIME	SCHOOL	Type	HEAD TEACHER/ PRINCIPAL	TEACHER	CEP ACTIVITY/ CLASS
9.30 – 11.00am	Dudley Intermediate	Denominational	Mr Neumi Vola	Ema Voladroka Loraini Ravoka	Class 7 & 8 Trial
11.05 – 12.40 pm	Yat Sen Primary	Private	Mr Semi Cauyavuca	Robin Dayal Loraini Koto	Class 3 & 4 Pretest
	Yat Sen Secondary	Private		Shalini	Form 3 – 7 Trial
1 – 2.30pm	Delainamasi Primary	Public	Mr Viliame Rokobuli	Makereta Gudu Jone Naimawi	Class 7 & 8 Trial
If time permits	Makoi Muslim Primary	Denominational		Shabnam Kaiyum	Class 5 & 6 Trial