

Evaluation of the Norwegian Education Trust Fund for Africa in the World Bank

A report prepared by Finnconsult

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Responsibility for the contents and presentation of findings and recommendations rests with the evaluation team. The views and opinions expressed in this report do not necessarily correspond with those of the Royal Norwegian Ministry of Foreign Affairs

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Abbreviations

ABE	Adult Basic Education
ADEA	Association of Donors to Education in Africa
BREDA	Bureau Régional de l'Éducation dans l'Afrique
DANIDA	Danish Development Agency
ECD	Early Childhood Development
EFA	Education for All
ESDP	Education sector development programme
FAWE	Forum for African Women Educationalists
FRESH	Focusing Resources on Effective School Health
HD	Human Development
IDA	International Development Agency
IMPACT	Information Management for Action, Communication and Training
LEC	Low Enrolment Country
LINS	Lærerutdanningens Internasjonale Senter/ Centre for International Education
NESDP	National education sector development programme
NETF	Norwegian Education Trust Fund
NGO	Non-Governmental Organisation
NOK	Norwegian Kroner
NORAD	Norwegian Agency for Development
NUFU	Det Norske Universitetsråd Utvalg for Utviklingsrelatert Forskning og Utdanning/ Norwegian Universities' Committee for Development Research and Education
PRSP	Poverty Reduction Strategy Paper
UN	United Nations
UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
WFP	World Food Programme
WHO	World Health Organisation

Fact sheet

This evaluation is of the Norwegian Education Trust Fund (NETF) for Africa in the World Bank. The original overall objective of the NETF was to help sixteen sub-Saharan African countries with low enrolments, prioritised by the United Nations Special Initiative for Africa, to accelerate their progress towards quality basic education for all. The objective was later extended to eighteen more sub-Saharan countries.

The objective was to be achieved by providing support for national teams to help countries prepare high-quality education sector development programmes, and to

remove barriers to basic education. The barriers to be addressed were originally identified within the thematic focus areas of early childhood development, girls' education, and adult literacy (especially for women). Additional thematic areas which were included later were school health and nutrition, including HIV/AIDS education and impact management, secondary education, and vocational training

Three main strategies were used. Countries were assisted in developing wide national consensus on the difficult reforms required. This was to ensure that the education sector programmes developed gave appropriate attention to the inputs and school management aspects that are keys to improving education quality, as well as to ensure that the programmes were financially sustainable and socially capable of being implemented. This included helping promote the close involvement of teachers, parents and local communities in order to increase ownership of reforms. Another main strategy was the synthesizing of knowledge and promotion of knowledge exchange on what works in key areas covered by sector programmes. Thirdly, closer cooperation and synergy between the interventions of external agencies involved in basic education in Africa was enhanced. This included support for knowledge development and exchange/local capacity building jointly with other agencies, and helping build partnerships with and capacity in African institutions.

NETF funding was used for four main categories of activity: 1) the preparation of national education sector development programmes; 2) workshops; 3) analytical studies and strategy development; and 4) other capacity building. NETF started operations in January 1998 and is still ongoing. It is administered by the World Bank Human Development Department Africa Region. A total of US\$ 20.7 million (NOK 173.7 million) had been allocated by the end of 2002, of which US\$ 19.3 million had been disbursed as of October 2002.

Executive summary

The Norwegian Education Trust Fund for Africa in the World Bank was started in 1998 to help accelerate access to basic education for all in sub-Saharan Africa. The target group was the 16 countries with the lowest primary school enrolments, which were to be supported in improving the planning of education sector development programmes for loan credits from the World Bank. An additional 18 countries were included later. Part of the support was to focus on planning the removal of specific barriers to basic education through girls' education, adult literacy (especially for women), and early childhood development. Other thematic areas added later were School health and nutrition, including HIV/AIDS education and impact management, secondary education, and vocational training. From 1998 to 2000, a total of just over US\$ 20.7 million (NOK 173.7 million) was disbursed through the fund.

Various types of activity were supported. They included consultancies to assist the countries preparing their education sector development programmes; studies or analyses of specific issues or problems to be dealt with in planning the programmes and sub-regional workshops and seminars on areas of common interest to several countries, for knowledge sharing or reaching consensus. The work has always been done in a participatory manner, and African expertise has been used where available.

All the countries (except two which were in conflict situations) completed their sector programmes to a high enough standard to qualify for World Bank loans to finance the development of Education for All. As a result of the process approach, capacity in planning was developed. Work in the thematic areas led to increased understanding of the issues and better information to guide strategies to remove barriers to basic education. The issues are now integrated into sector programmes and will be taking effect as the programmes are implemented. A series of 48 studies completed has been produced, and is on CD for easy distribution and use.

The fund has been administered by the Senior Education Adviser in the Human Development Department, Africa Region of the World Bank. It is managed on the basis of a framework agreement with the Ministry of Foreign Affairs and renewed annually after a consultation meeting. There is also ongoing informal contact between the World Bank and the Ministry on the use of the fund. The Ministry has set up a Reference Group of experts in education and development, to advise on the use of the fund at the annual consultations. These arrangements have proven to be efficient, although improvements are recommended by strengthening the role of the Reference Group.

The two main advantages which the Norwegian Trust Fund has compared to others are that it can be used flexibly and speedily. The funds are not tied to a particular country at a time, nor tied to using Norwegian expertise (although that is used when it is competitive). Funding can be spent on regional activities and the best available expertise can be brought in. The fund can be accessed quickly, since approval of applications is at the level of the administrator in the World Bank, and this has made it possible for programme preparation to proceed quickly.

The use of the fund is fully transparent, and all expenditure can be checked against completed activities. No irregularities were found. A newly-completed electronic database makes it easy to access financial information about the fund.

The fund is not one of the largest, but because it can be used strategically it can have a pivotal effect beyond what its size suggests. It has been used to lever much larger funds or as seed funding to initiate innovations which others have taken over, such as the Early Childhood Virtual University. Mostly it is used for key activities where no other funds can be used.

The effects of the trust fund are several. First, it has made it possible for the World Bank to broaden and deepen its own understanding of basic education, particularly through advisers in the thematic areas. This in turn has enabled the World Bank to offer better support to the African ministries. Secondly, since the planning activities and studies are conducted in a participatory manner, capacity is built in Africa. Thirdly, the knowledge production in the publication series is available to a wider audience. Finally, many activities have been done in co-operation with UNESCO, UNICEF or similar organisations, and strengthening these partnerships through joint activities has been especially productive.

The evaluation included field trips to Mali, Uganda and Zambia to study the effect of the activities in those countries. The evaluation team found that although planning capacity had been built and the quality of sector development programmes was good, implementation remained a hurdle. It is recommended that funding be used to consolidate and extend capacity building a bit further to smooth the transition to implementation of the plans.

There are many challenges in education in Africa, and the trust fund will have greatest effect if it is used strategically. In addition to consolidating what has been done so far – especially in girls' education, adult literacy, and early childhood education – the evaluation team recommends that particular attention should be paid to the education of HIV/AIDS orphans, alternative forms of basic education to reach poor and marginalized children, and the improvement of learning outcomes through curriculum development. Norway has some examples of good practice in projects in some of these areas, and these should be made better known to the World Bank.

The team recommends that the fund should concentrate mainly on countries with low capacity, poorly functioning education systems, and which are most threatened by the HIV/AIDS pandemic. However, new policies, such as the Fast Track Initiative, mean that there will still be needs for some support to capacity building and strategic thinking in countries accelerating towards universal primary education.

Taken as a whole, the Norwegian Education Trust Fund has been a successful venture, and, with minor adjustments, based on the experience of the four years it has been in existence, should continue to provide support to key activities to lever the much larger funds needed to remove barriers, and ensure basic education for all in Africa.

Introduction

1.1 The vision

The idea of the Norwegian Education Trust Fund (NETF) in the World Bank originated in 1996 within the Human Development section of operations in Africa Region. Birger Fredriksen, the then director, saw the urgency of the need to prepare education sector investment programmes in sub-Saharan Africa to gain IDA credits, if basic education for all was to be achieved. The constraints which were identified included:

in relation to African countries:

1. lack of capacity in African countries to develop sector investment programmes of sufficient quality to release IDA funding;
2. lack of opportunity for African countries to develop and share ideas about education between themselves and with international expertise;

in relation to existing trust funds:

3. the need for funding to leverage funds from other sources, or to complete certain activities which would be the leverage for larger funds;
4. limitations on the availability and long time needed to access existing World Bank and trust funds for capacity building in programme preparation, and/or the lack of flexibility in using them e.g. to use African expertise or for sub-regional and regional activities; and

in relation to the World Bank

5. lack of capacity in the World Bank to study issues and problems in achieving Education for All in sub-Saharan Africa, and limitations on the availability of existing trust funds for that purpose.

The vision was to accelerate basic education for all and remove barriers to basic education. NETF would therefore support activities related to the preparation of education sector investment programmes, and, through planning and promoting girls' education, adult literacy (especially of women) and early childhood development, contributions could be made to the removal of barriers to basic education. By providing well-administered, flexible, and readily available funding for key activities where no other funding was available, or available within a short period of time, NETF could enable pivotal contributions to be made towards achieving the vision. In late 1997, the Royal Norwegian Ministry of Foreign Affairs therefore agreed to finance a trust fund under the United Nations Special Initiative for Africa.

1.2 The policy context

The request for and timing of the start of NETF reflects developments in Norwegian policy thinking at the time. In addition to the growth of international policies from the 1990 World Conference on Education for All (Jomtien, 1990) and the United Nations Special Initiative for Africa, to the World Education Forum (Dakar, 2000), NETF has to be seen against the general background of Norwegian policy on development aid, and World Bank policy. During the 1990s, Norwegian policy moved towards greater emphasis on basic education for poverty reduction, especially girls' and women's education.

Unlike many other donor countries and lending agencies, Norway did not lose sight of the importance of support to secondary, technical and higher education with the shift of emphasis towards basic education. Both through multilateral channels, country agreements, and the NUFU programme, support to other sub-sectors than basic education was continued. By the mid-90s, a holistic sub-sectoral approach was being adopted, and the first direct Norwegian involvement in an education sector-wide approach in Africa was the Basic Education Sub-Sector Investment Programme in Zambia. From the mid-90s onwards, education came to be seen as one of the main pillars of development and the budget for aid to education increased consistently during the rest of the decade.

The most recent Norwegian policy statements on development aid¹ and education sum up the thinking which had developed during the 90s, and point the way ahead. The main aim of both Norwegian and World Bank policy (with renewed emphasis since the Copenhagen Social Summit in 1995) is to contribute to poverty reduction. Norway now sees poverty reduction as the greatest global challenge, and the Millennium Development Goals have strengthened the centrality of this focus for Norway's policy. The role of education is crucial to poverty reduction and for Norway, education is no longer just one of the main pillars of development: it has become "Job No. 1"

1.2.1 Norwegian policy

Norwegian policy is to approach poverty reduction holistically through increased development aid, improved debt relief, developing the private sector and by changing international trade agreements. The voice of developing countries must be better heard, and since international organisations (the World Bank included) do not always act in the interests of poor countries, they are to be improved. Norway is to be a driving force through dialogue on national poverty strategies, development aid, and support to international organisations. Economic growth with good governance, human rights and sound environmental policies are in the interests of the poor. Developing countries must regain control of their own processes of development. Education and health – particularly combating the HIV/AIDS epidemic – is one of the most effective means to reduce poverty, and education is the most crucial precondition for development.

Education is both a human right and is to promote human rights and equality, and contribute to a decent standard of living. All children must have access to basic education and particular emphasis must be given to reaching vulnerable and underprivileged groups, and females. Basic education must be relevant, and of good quality. Combating HIV/AIDS must be integrated throughout. Although the global community can provide sufficient financing for universal basic education, absorption capacity in poorer developing countries is limited. Support to competence and capacity building of national authorities is essential. Funding will be increased, especially through the UN system and the development banks.

1.2.2 World Bank Policy

The overall policy of the World Bank is most concisely expressed in its mission statement:

- * to fight poverty with passion and professionalism for lasting results.
- * to help people help themselves and their environment by providing resources, sharing

¹ *Kamp mot fattigdom! Regjeringens handlingsplan for bekjempelse av fattigdom i sør mot 2015*, March 2002. (Team's translation: *Combating poverty! The government's action plan until 2015 for combating poverty in the south*); *Education – Job Number 1, Norwegian Strategy for Delivering Education for All by 2015*, March 2003.

knowledge, building capacity, and forging partnerships in the public and private sectors.

* to be an excellent institution able to attract, excite, and nurture diverse and committed staff with exceptional skills who know how to listen and learn.

The World Bank acknowledges the inter-relatedness of factors causing and affecting poverty but is not as explicit as Norwegian policy statements: "... some of the most pressing development concerns reach across country boundaries and must be addressed on a worldwide scale..." (World Bank Annual Report 2002, p.12). Education is at the heart of poverty reduction, hence the fast-track initiative which was accepted in 2002.

1.2.3 Strategies

The meeting of Norwegian and World Bank policy in the education sector is reflected in the strategy document for NETF and accompanying request for financial assistance "to launch a 1997 strategy for the development of Basic education in African countries with very low primary school enrolment". The Bank wanted to help translate the United Nations' Special Initiative for Africa into a concrete action programme. A minimum level of literacy was seen as a pre-requisite for poverty reduction, including better health and nutrition, lower fertility rates, and the improved status of women.

The World Bank proposed establishing the trust fund as a strategy to promote increased priority to basic education through non-lending activities to help countries i.a. develop consensus on difficult issues which were barriers to the development of basic education, and to increase the effectiveness of Bank assistance. On its side, the Norwegian Ministry of Foreign Affairs saw the strategic possibility of using NETF as a means of influencing World Bank policy and thinking – policy leverage – just as NETF funding could lever additional funding to help accelerate the removal of barriers to basic education. After four years of trialling the NETF, the Ministry of Foreign Affairs commissioned this evaluation.

1.3 Evaluating NETF

The Ministry of Foreign Affairs commissioned this evaluation of NETF to be conducted in the latter part of 2002 in order to:

- describe the activities financed by NETF
- assess the activities in relation to the objectives of preparing and implementing sound and financially sustainable education sector development programmes
- assess to what extent the activities have contributed to the removal of severe barriers to the development of basic education, including primary education and adult education/literacy, in particular for women
- assess the degree of co-ordination and complementarity that exists between NETF-financed activities and other activities in the education sector in African countries
- give, on the basis of a comprehensive understanding of the trust fund and the activities financed, an assessment of the possible added value of channelling Norwegian money through the fund (see Annex 1, Terms of Reference).

The evaluation team consisted of Dr Roger Avenstrup, Education specialist, team leader; Ms Satu Ojanperä, Social scientist; Mr Abram Nottelman, Economist; and Mr Juho Uusihakala, Political scientist; together with Mr Hamet Sidibe, Educationist, (Mali only); Mr Joy Kalalya, Assistant Dean, School of Education, University of Zambia (Zambia only); and Dr James Nkata, Head of Department: Education Management, Administration and Planning, University of Makerere, Uganda (Uganda only). A quality assurance team has commented on

drafts of the interim report and the final report: Prof. Tuomas Takala, Comparative Education, University of Tampere; Prof Johanna Lasonen, UNESCO chair, University of Jyväskylä; Mr Karlis Goppers, Evaluation expert, DEVFIN; Mr Tauno Kääriä, Development Policy Expert, Finnconsult.

The field work was conducted September–December 2002 and consisted of:

- Analysis of quantitative data on activities and expenditure from the annual reports, archive material and the World Bank NETF electronic database; reports and publications;
- Eliciting information and perspectives from correspondence, through semi-structured interviews (face-to-face, video or telephone conferencing) and at the 2002 NETF annual consultation and seminar with stakeholders in Norway (Ministry of Foreign Affairs, NETF reference group, Centre for International Education/LINS); UNESCO Paris; Bureau Régional de l'Éducation dans l'Afrique (BREDA) Dakar; Association of Donors to Education in Africa (ADEA); World Bank Human Development Department Africa Region, Washington;
- Interviews with stakeholders in Mali, Uganda and Zambia (ministries involved in education, the Norwegian embassy/consulate, World Bank mission, UNESCO, UNICEF, and community based organisations, non-governmental organisations), and additional background information through visits to schools and institutions;
- Following-up on interviewees by email or telephone;
- Providing for additional interaction (feedback, questions, comments) between all involved through a virtual office for the evaluation where key NETF documents and reports and notes by the evaluation team were posted.

A draft interim report was submitted to the Ministry of Foreign Affairs in September 2002, finalised in October 2002, and posted on the virtual office. On each field visit an aide memoire was presented to the ministries involved, the Norwegian embassy/consulate, the World Bank mission, and the UNESCO office or national commission, and posted on the virtual office together with background field notes from the team. The draft final report was discussed in Oslo with stakeholders early 2003, and the final report presented in April 2003.

1.3.1 Scope and limitations of the evaluation

Following the Terms of Reference, the evaluation team has looked at activities and expenditure at country, sub-regional and regional level, and, on the basis of interviews with stakeholders in Norway, the World Bank, co-operating partners, and the field visits, has considered issues of relevance, efficiency, sustainability, decision-making processes, transparency, organisation and quality assurance. The Terms of Reference requested the evaluation to review the years 1998–2001, but the team also took 2002 into account when it was necessary to identify trends. The team found it useful to characterise the first two years as an inception phase where routines and procedures were being fine-tuned, and the second two years as the real pilot phase, where it became possible to target a wider range of countries and activities. Looking back over four years provides more material for comparison and reflection over what NETF should become. Some routines and procedures are only now finding their optimal form, and the division of the initial period into these two phases is by no means absolute.

Although the three countries selected by the Ministry of Foreign Affairs for the field visits represent different lengths of time and scope of NETF support, and different sub-regions of Africa, the sample is too small to be taken as a representative cross-section of all the countries

which have received greater or lesser support from NETF. From their combined knowledge of Africa, the team has some idea as to what extent these three can be said to typify the sort of challenges which have to be met in education in Africa, but we must emphasise that what can be specifically concluded from the field visits alone in this evaluation rests on the nature of the selection of Mali, Uganda and Zambia.

A second limitation is that it was not possible to track all NETF activities in the field owing to a number of factors such as flow-through of staff in ministries, insufficient institutional memory, potential interviewees being out of office or out of country, or meetings being cancelled due to unforeseen circumstances such as attendance at funerals. The contact persons in two of the World Bank resident missions were on duty travel some of the time of the visits. It is not generally known outside the Human Development Department Africa Region which activities are NETF supported, and hence it was difficult in some cases to track NETF-funded reports or participants in regional workshops through the co-operating ministries. The Human Development Department Africa Region was extremely helpful in extracting relevant data from the newly-completed NETF electronic database in order to facilitate the work of the evaluation team, and also responded to the aide memoires and field notes in the virtual office, and this helped overcome the limitations to some extent. Despite all the constraints, the team gained a complete enough overview of NETF-supported activities for the purposes of this evaluation.

Thirdly, a ready-made approach to evaluating NETF is not possible. NETF is not structured as a conventional project with a set hierarchy of objectives, results, and activities. The objectives are general and lack quantitative and qualitative indicators against which it would be possible to measure progress, achievements and shortcomings of NETF in a conventional manner. NETF can be more adequately described as an agreed framework with a general objective, strategies, and specified priority areas, and as a resource to promote certain aspects of education (planning a sector programme, girls' education, adult education etc.) and to respond to needs identified as one goes along. The team therefore largely used qualitative social research techniques, relying heavily on interviews and employing a variety of ways to elicit and triangulate information in order to develop an approach to the evaluation which was appropriate to NETF.

Finally, NETF interlocks with problem complexes of development aid in education far beyond the scope of this evaluation. There are many debates where the team would have wished to have shown how it positioned itself in terms of i.a. development aid, education in Africa, globalisation, poverty reduction, social processes, system reform, and sector programming. In addition, the scope of this evaluation cannot do justice to the complexity and uniqueness of the whole phenomenon of NETF, which deserves deeper research. At the risk of being thought superficial or naive about some perspectives, we have chosen to report on issues in the Terms of Reference in varying depth and emphasis given the freedom of interpretation which such a team has. We also include comments on issues which we feel deserve more attention than has been the case so far, insofar as these are integral to the problems of accessing basic education to all, and removing barriers to basic education for all.

2 Implementation – an overview²

The NETF is administered by the Senior Education Adviser in Human Development Department Africa Region, World Bank, and decisions on the allocation of funds are based on the framework agreement, annual consultations between the Ministry of Foreign Affairs and Human Development Department Africa Region, continuous formal or informal contact with the Multilateral Bank and Finance Section in the Ministry of Foreign Affairs, and the day-to-day running of the fund from Washington. In order to increase the impact of NETF activities, the following principles guide the use of NETF finance in the day-to-day administration:

- NETF resources should be additional, i.e. as much as possible not substitute other available finance
- Priority is given to activities that are conducted by the countries themselves and which use African professionals
- Workshops should be organised by partners, not by the Bank, but the education task team leaders should participate to ensure follow-up
- Issues in workshops should be developed together with Bank operational staff to ensure relevance, and training should preferably be directly linked to the preparation of sector programmes

When a programme of IDA support to a sector development /investment programme is to be prepared, the Task Team Leader, in consultation with the partner ministry/-ies, will plan the activities needed (workshops, consultancies, or studies) and mobilise funding. Needs for sub-regional or regional conferences and workshops are usually identified through partnership networks, with initiatives coming from e.g. a meeting of ministers or administrators, an organisation such as UNESCO, BREDA or ADEA, or from a ministry in a partner country, the Senior Education Adviser, a Task Team Leader, or a fixed-term consultant. Thematic studies can emerge in a similar way, but most often the initiative is taken by Human Development Department Africa Region. Needs for fixed-term consultants are agreed upon between the Ministry of Foreign Affairs and Human Development Department Africa Region.

NETF funds have supported the following types of activities:

- Fixed-term (longer-term) consultancies
- Preparation of education sector development programmes, and World Bank/IDA programmes of support to education sector development programmes (including short-term consultancies, national and sub-regional workshops, and analytical studies)
- Sub-regional/regional analytical work (short- and longer-term consultancies), workshops and conferences on thematic focus areas: girls' education, adult literacy, school health and nutrition, early childhood development, secondary education, vocational skills education
- Graduate studies in early childhood development
- Publication of analytical studies

² For more detailed analysis of activities, see Annex 4.

2.1 Activities and financing

The World Bank reports that NETF financing amounted to just over US\$ 19.3 million by the end of 2002. NETF became operational in 1998. The annual disbursements were less than half of the financing in the following years, but after two years' inception the disbursements increased rapidly in 2000 reaching almost US\$ 6 million. In 2001 and 2002 the annual disbursements are at US\$ 5 million, equalling the annual replenishments from the Norwegian Government. For 2003, the planned costs are US\$ 5.25 million. The annual NETF support by type of activity is presented in Table 1 below.

Table 1. NETF financing per type of activity (US\$)

	1998-1999 ³	%	2000	%	2001	%	2002 (est.)	%	TOTAL	%
Trust Fund Coordination	332 494	10	129 170	2	189 350	4	123 977	3	77 4991	4
Education Sector Development Programme total	2 183 136	67	4 212 983	71	3 182 518	64	2 878 330	59	12 456 967	65
Education Sector Development Programmes	905 929	28	2 461 464	41	2 442 296	49	1 791 597	36	7 601 286	40
Regional Activities	836 931	26	1 229 296	21	500 087	10	47 911	1	2 614 225	14
Collaboration	440 276	14	522 223	9	240 135	5	1 038 822	21	2 241 456	12
Focus area regional	723 877	22	1 591 727	27	1 633 140	33	2 135 934	42	6 084 613	31
Girls' education	135 724	4	332 402	6	156 093	3	50 870	1	674 999	3
Adult Basic Education and Literacy	395 364	12	252 218	4	143 110	3	43 433	1	834 125	4
Early Childhood Development	192 789	6	630 513	11	422 627	8	330 581	6	1 576 509	8
Education and Health			256 987	4	344 158	7	311 201	6	912 373	4
Skills Development			119 607	2	498 645	10	599 245	12	1 217 497	6
Secondary Education					12 999	0	231 416	5	244 415	1
Quality improvement of primary education							258 872	5	258 872	1
Human Development inputs to Poverty Reduction Strategy Papers/ Education for All					55 508	1	310 316	6	365 824	2
TOTAL	3 239 507		5 933 880		5 005 008		5 138 241		19 316 569	

Source: World Bank NETF monitoring data

2.1.1 Education sector development programmes, and focus areas

This financing has supported activities linked to the preparation of education sector development programmes, more precisely World Bank/IDA support programmes for education sector development programmes, or identified focus areas that are considered to be main barriers to achieving Education for All. Education sector development programme activities consist of (1) country specific preparation of education sector development programmes and World Bank/IDA support programmes; (2) Regional activities comprising largely of workshops for participants from several Sub-Saharan African countries and organisations, analytical studies and strategy work, and other capacity building activities; (3)

³ Years 1998 and 1999 are reported together because of the sequencing of monitoring data from the World Bank. The first set of data is from inception to June 98, then July 98–June 99 and July 99–Dec. 99, Jan.00–June00 etc.

collaboration and partnership activities with other organisations such as UNESCO, BRENDA and ADEA consisting mainly of salaries of consultants, and also regional workshops.

Activities included under regional focus areas include 1) workshops 2) analytical studies and strategy development, and 3) other capacity building activities. Support to focus areas within education sector development programmes is included under Education Sector Development Programme total.

The following observations can be made:

- Despite a decrease in absolute and relative terms, support to education sector development programme preparation, and especially to national education sector development programmes is still the main channel of NETF funding, stemming from NETF's main operational objective to prepare feasible and sustainable education sector programmes that would attract external financing. The decline is due to the fact that work on education sector development programmes was completed for many countries, and plans were approved or are in the pipeline. In the plan of activities for 2003, support for education sector development programmes is envisaged to increase again since more countries will be going through the process, and some will be planning new sector programmes
- The allocation to regional activities under education sector development programmes has dropped dramatically since the beginning of NETF activities since these were mainly preparatory inputs. This decrease has partly been compensated by considerable increase in collaboration activities, especially in 2002
- Regional activities under various focus areas have received increasing support every year. This partly follows a shift of emphasis to focus areas such as school health and nutrition and post-primary education, while the original three (girls' education, adult basic education and literacy and early childhood development) have been, or are being, mainstreamed in sector programmes. This trend continues and is further strengthened in the plan for 2003.
- Support to the different focus areas is very limited. The largest amount was channelled to early childhood development, totalling US\$ 1.5 million over five years.
- After the inception period, trust fund coordination has remained quite steady at approximately 4 % of the total annual disbursements.
- Support to national education sector development programmes amounts to 40% of total expenditure reflecting the fact that NETF facilitates sub/regional activities, which cannot be done using World Bank or other main trust funds.

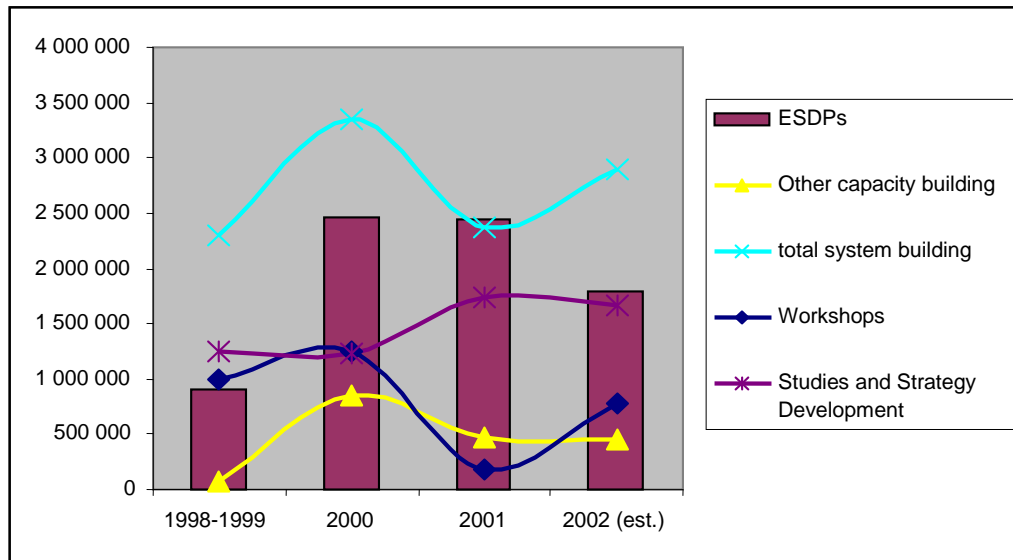
2.1.2 System building/system support

NETF support can be seen in relation to two different but interrelated intervention strategies: *system building* and *system support*. System support is the longer-term support to ongoing programmes, such as IDA credits and bilateral funding. System building can be seen mainly as technical assistance to country-specific preparation of national education sector development programmes in order to gain system support. NETF has concentrated mostly on system building activities entailing workshops, analytical studies and strategy development, and other capacity building activities. These can be seen as linked to the following NETF objectives:

1. Synthesize knowledge and promote knowledge exchange on what works in key areas covered by sector programmes, good practice (mainly studies and strategy development)

2. Help countries develop wide national consensus on the difficult reforms. This includes closer involvement of teachers, parents and local community in design of programmes and management of schools to increase ownership of reforms (mainly workshops and other capacity building), and
3. Enhance closer cooperation and synergy between the interventions of external agencies involved in basic education in Africa (collaboration).

Fig. 1 below illustrates the allocation of NETF funds (US\$).



The following tentative observations can be made:

- Support to the NETF objective to help prepare education sector programmes to attract external financing is the single activity which has received most support;
- Knowledge synthesis and sharing in the form of analytical studies and strategic work has been of increasing importance, especially as regional activities for focus areas.
- Workshops (consensus building) and other capacity building activities (support to donor coordination) have received less support, especially during the last two years.

Funding for system building has been at two levels. One is to create the preconditions for system reform at the political/strategic level (e.g. regional workshops and conferences at minister or ministry level, or between major stakeholders such as teacher or parent unions and ministries). The other is devising sector programmes at the policy/administrative level (e.g. analytical studies, technical planning issues). A third level, implementation, is where system support will mainly be targeted. However, system building needs to continue at least in strategic activity planning, and sometimes for reinforcing either or both of the other two levels, as the sector programmes become implemented. There has been one example of system building moving towards system support, in the Early Childhood Development Virtual University. The team suggests that Ministry of Foreign Affairs and Human Development Department, Africa Region, should discuss which levels NETF should target, and how, and what inputs to system building are needed for system support to succeed.

2.1.3 Country specific support

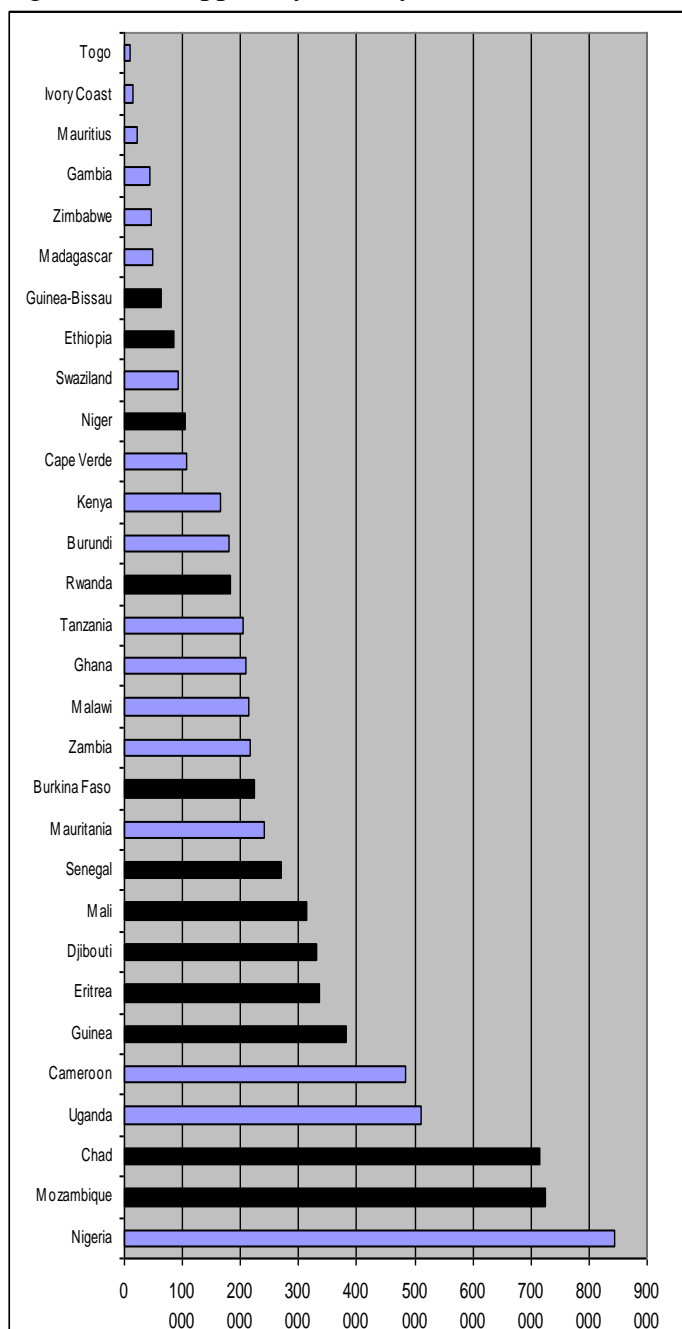
As shown above, support to national education sector development programmes (ESDPs) constitutes the biggest expenditure category in NETF. In the five years of NETF, the total

support to education sector development programmes amounts to US\$ 7.6 million, about 40% of total NETF expenditure.

NETF has supported education sector development programme preparation in 12 Low Enrolment Countries out of the 16 originally prioritised (the remainder are in conflict or post-conflict situations), and in 18 non-low enrolment countries. NETF support has been provided to the preparation of 76 programmes or programme components in all, of which 40 were in Low Enrolment Countries and 36 in other countries. This suggests that NETF support to Low Enrolment Countries has been more comprehensive and versatile compared to the support to other countries where fewer education sector programme components have been supported. Low Enrolment Countries were prioritised in the first years of NETF operations but since 2001, other countries have received more support. In total, Low Enrolment Countries have received 51 per cent of total NETF support to national education sector development programmes.

At a country level, the amount of NETF support has varied greatly, as Fig. 2 below shows (Low Enrolment Countries marked with black bars). The largest recipients of NETF support are Nigeria, Mozambique, Chad and Uganda. In many countries, NETF has supported the preparation of several sub-programmes, along with other donors. The volume of support to each country varies according to a combination of factors such as needs (number of activities needed, scale of participation), time taken, absorptive capacity, and availability of other funding.

Fig.2. NETF support by country (US\$)



Studies and publications

A new Africa Region Human Development Series was developed to disseminate the results of programme preparation work and analytical studies. The series also publishes work not supported by NETF, but all the publications have been supported by NETF. So far, 48 studies have been published, most of them after March 2001, and some have been translated from English into French or vice-versa. The publications series represents a significant amount of high-level knowledge production in which NETF support has played an important part. It is worth noting that the type of knowledge produced is instrumental for purposes of informing planning, as opposed to applied or foundation research

2.2. Outputs

National Education Sector Development Programmes:

In total the education programmes that have been prepared with NETF and other support have attracted IDA lending of \$1,006 million. In addition, the amount of IDA money in the pipeline is \$533 million. The value-added efficiency in financial terms is considerable (NETF contribution of approx. \$7.6m), even allowing for the fact that NETF is quantitatively speaking only a minor contributor to programme preparation.

Workshops:

According to the 2002 annual report, NETF has supported the organisation of 52 major multi-country workshops/ seminars/ consultations. The annual reports give information of participating countries in 37 of the workshops. Low enrolment countries, especially in Francophone Africa, have benefited most. On average, countries have participated in approximately 7 workshops. The team found a few cases where participants from a country did not turn up, so these figures are based on the plans rather than actual workshop reports. The workshops can be divided between those organised under Education Sector Development Programmes (advocacy, consensus and quality); Girls' Education; Adult Basic Education; School Health; and Human Development inputs to Poverty Reduction Strategy Papers. Quality and health issues are the most frequent topics of the workshops.

3 Field study synthesis: Mali, Uganda and Zambia

3.1 The programmes

According to World Bank data the following countries have been supported by NETF as follows:

Table 2: NETF support to programme preparation in Mali, Uganda and Zambia (US\$)

Country	Programme	1998-1999	2000	2001	2002	TOTAL
Mali	Adult Basic Education planning of component within Education Sector Expenditure Program (ESEP)			19299		19299
Mali	Early Childhood Development support to Early Childhood Development component in ESEP		27580	35141	5600	68321
Mali	Education Sector Expenditure Program by Mr Zoure, Mrs Thienta, Mr Zerbo	21104	113464	50724		185292
Mali	Girls' Education Mali component of Girls' Education Study	41901				41901
Uganda	Evaluation of adult literacy programmes in Uganda	166619	19352	9478		195449
Uganda	Early Childhood Development, of which:	26098	20399			46497
	Early Childhood Development and Nutrition project preparation by Fred Wood					33373
	Support to IMPACT by Morton-Nutter					13124
Uganda	Post-Primary Education and Training study	6346	41282	109011	100899	257538
Uganda	Learning and Innovation Loan preparation for Makerere University by David Court				10156	10156
Zambia	Education Sector Development Programme				2031	2031
Zambia	Human Development Inputs to Poverty Reduction Strategy Papers J. Lane assisted in the work on education in the country status report			15000		15000
Zambia	Skills Development: Technical Development Plan preparation by Mr Gupta, Mr Falkow and Mr Meijernik		75306	93753	29362	198421

The constraints encountered during the field studies (§ 1.3.1) should be borne in mind here: it was not possible for the evaluation team to track every single one of the above activities and some others where these countries participated, within the countries themselves, owing to lack of institutional continuity, officials out of office, or for various other reasons.

The table above illustrates both how the thematic focus areas lock into the sector programme processes, most clearly in Mali, and how NETF funding can be used flexibly and as needed, best shown in Zambia and Uganda. Many of the country activities derive from or are backed up by sub-regional/regional activities (see details in chapter 2). It must be noted that compared to other funding sources per country, NETF contributions are relatively small and one would not expect to find widespread or deep impact. Nonetheless, seminal studies or workshops can have far-reaching influence.

3.2 Relevance, efficiency and sustainability

NETF-supported activities were seen to be relevant to the needs of the three countries. The sector programmes of all three (be they for basic, secondary or vocational education) have benefited from NETF support through consultancies, workshops and studies, which have fed into the consensus building or planning processes. The thematic areas which NETF has supported were issues which were agreed priorities regionally or between the World Bank and the individual ministries, and the specific studies conducted were either at the request of the ministries or negotiated with them. The findings of the internal evaluation on what the African stakeholders perceive as relevant are confirmed.

As far as the team were able to verify, the activities were very largely efficient in that most were needed and timely, carried out with the best available human resources, and used a process approach. There were isolated and atypical reservations from respondents about a few of the workshops. The teachers' union in Mali felt that the outcomes of one of the workshops which they attended were pre-decided, and one respondent in Uganda felt that nothing new was learnt from a conference on Early Childhood Development.

The problem of the sustainability of the planning activities in all three countries is typical for the region as a whole, and is identified as a general problem in *Education – Job no.1* and the technical paper underlying it. It is partly an issue of a shortage of sufficiently skilled and experienced professionals, and partly that plans tend to be over-dimensioned in relation to in-country capacity. Secondly, it is a question of empowerment, where decentralisation and devolution processes have not advanced enough, or professionals have not found their new roles to allow or make decisions at lower levels. Thirdly, planning directorates in Ministries are overburdened with multiple simultaneous reform processes – sector programmes, civil service reform, poverty reduction strategy papers, medium-term expenditure reviews, etc. On top of this comes the additional burden of having to use different accounting systems for different donor and lending agencies. HIV/AIDS is already affecting sustainability in terms of human resources: in Zambia and Uganda, professionals have to move up the system more quickly, and take on increasing responsibilities on the basis of less experience.

The team observed that the sector programmes which have been produced are too unrealistic under the circumstances, and the extension of Education for All target dates at the Dakar conference shows that this is a widespread problem. Targets have to be changed, timelines extended, and the social hierarchy of education in limited budgets constrains radical

affirmative action to reach the poorest first on a large scale. Much has been achieved in terms of access, but all countries are concerned about the lack of educational quality.

Lack of capacity is also a problem of highly influential external consultants not taking the context sufficiently into account. They bring with them an expectation of producing a certain type of ambitious programme within a short space of time (or they would not be performing well enough in the eyes of their own institutions) and with pressure to spend. When a programme is too unrealistic, as many seem to be, it has to be constantly revised and adds to the workload of already overburdened ministries.

Further, the team was concerned that even where there was capacity to develop and adapt plans, true planning did not always seem to be happening, in the sense of “to plan is to choose”: making the hard choices. In the pressure to increase access, it may be that too many things are being attempted at the same time without planning strategically what sequencing of events will be of most benefit to the child and produce optimal educational outcomes for all. The Fast Track Initiative will force through some hard choices, but the team is concerned that although the planning of reforms can be done, capacity to implement them at a faster pace than now might well be lacking.

The short–medium-term financial sustainability of the sector programmes in the three countries, as elsewhere, depends on the quality of the sector programme: if it is up to standard to gain donor funding and IDA credits. Where NETF has been used to develop the World Bank programme of support it has, along with other funding sources, provided the technical expertise and knowledge production to bring the programmes up to standard. The problem which the team observed and which is also widespread, is using up the funds and credits available. Longer-term financial self-sustainability in these, as in other countries, depends on changes to the global economy and international relations, as described in the recent Norwegian policy documents. Unless the macro-economic conditions of the countries improve considerably, they will remain dependent on external support.

3.3 Decision-making processes, transparency, and organisation

Where it was possible to track decision-making processes, it was confirmed that these were now carried out jointly by the ministry/-ies and the World Bank, but earlier cases were cited where World Bank staff had not consulted. None of the countries were aware that they had been supported from NETF funding, or why, merely that funding had come from the World Bank. The source of funding is less important than making sure the activities are carried out.

In general, the team seldom found a strong sense of ownership of the specific activities in the ministries concerned. This was partly due to lack of institutional memory, or the fact that many of them in retrospect were hardly discernible within a larger group of activities. There were cases where ministries felt that their own planning of sector programmes had not been accepted and that donors and the World Bank, thus including NETF, were imposing a different approach upon them by developing their own programmes of support. The Programme Décennal de l'Éducation (PRODEC), the sector programme in Mali, is an example of this. The World Bank could not support the whole sector programme at once, nor could other donors, and developed its programme of sub-sectoral support to basic education only (Programme d'Investissement Sectoriel de l'Éducation, PISE) as a first phase. It took time for ownership to take hold, and only did so when the existing directors in the ministry were replaced with staff from the PISE project implementation unit.

On the other hand, two examples of best practice were observed in Uganda, in adult literacy and in post-primary education. The requests came from the ministries themselves arising out of already ongoing policy processes. In the first case, in-country expertise could be used, and in the second, some international expertise was requested to supplement national. The studies were conducted in a participatory and consultative manner. The final reports were disseminated through workshops, and fed into further policy development, and, in one case, influenced new legislation. The adult literacy study was edited for international dissemination by an international expert in close collaboration with the team who had done the study, and articles were invited for publication in international journals. The study of post-primary education is also attracting wider interest.

A different type of process is where ownership is being taken after a study is published e.g. the study on vocational skills training. This was a detailed analysis building on a number of case studies and research, and was discussed at a sub-regional workshop in Turin. It was found not only to be an excellent piece of work but also fitted in well with policy development processes in Zambia.

Ownership can be strengthened through improved information and communication about NETF; making it available for ministries; by following examples of best practice i.e. ensuring that NETF-supported activities are part of the ministries' own ongoing policy and planning processes; by ensuring participation of national expertise; and ensuring thorough dissemination and follow-up activities.

3.4 NETF and the Poverty Reduction Strategy Paper process

In all three countries, the Poverty Reduction Strategy Paper processes were in the developmental or finalisation stage at the time of the field visits, and it was not possible to verify direct links to NETF-supported activities (see also § 1.3.1). However, regional workshops on human development inputs to Poverty Reduction Strategy Paper processes will enable education planners to make a more direct contribution, and cost and financing projection models (recently developed through NETF support) will be useful tools in the processes, not least through Country Status Reports as and when they are completed. However, the 2002 UNCTAD report on least developed countries has implications for education, and there will be scope for more analytical work on “innovative measures and new solutions” (*Education – Job no. 1*) in relation to poverty reduction and development.

3.5 Co-ordination with NORAD

The Norwegian representations in or for the countries (Mali only has a consul) were not aware of NETF-funded activities. The activities harmonised with others in terms of overall country policy and strategy, but all the embassies responsible felt that improved mutual information sharing between NORAD and the World Bank at country level would be beneficial to both, as at the central level.⁴ Norway is not always represented on donor co-

⁴ Two contrasting examples: In Mali, a NUFU project in African languages made it possible to reform the primary school curriculum to include local languages, through NETF support. It was not the main aim of the NUFU project originally, but optimal utilisation of the research resulted from contact made by the World Bank. By contrast, NORAD had been supporting Makerere University in Uganda, but NETF funding was used for a consultancy on the institutional capacity of the university to train for the decentralisation of education without either contacting the other in Kampala.

ordination meetings where information is shared if its country programme does not include the relevant sub-sector e.g. basic education. NORAD has no presence in Mali. In Zambia, NORAD is supporting the basic education sub-sector programme, whereas NETF very largely supported work in vocational training. In Uganda, the thrust of NORAD support has been to higher education, whereas all NETF support, with one exception, has been to basic or post-basic education.

Some Norwegian-funded activities other than through NORAD ought to inform programmes or analytical studies funded by NETF. For example, in Uganda and Zambia (and Ethiopia), the Norwegian Save the Children Fund/Redd Barna has implemented very good projects in alternative/complementary primary education to remove barriers to primary education. Although these have gained high-level recognition by the ministries concerned, and are examples of best practice, they are not mentioned at all in a World Bank study on community involvement in primary education (nor, for that matter, is best practice of any other agency). NETF should thus be a channel to bring Norwegian experience in the field to the attention of the World Bank not only at the annual consultations and in everyday contact centrally, but also through NORAD and/or Norwegian NGOs locally.

3.6 Quality assurance

All activities in the three countries were subject to the quality assurance routines of the World Bank (see below, chapter 4). One point made in an interview was that workshops are only fully beneficial when they are what is needed when it is needed in or for each country, and when they have a ripple effect in terms of capacity building or networking. A point made about studies was that it was possibly more the quality of the process which builds capacity and has a lasting effect in country, rather than the quality of the product itself, which will become outdated.

4 Organisation and management

4.1 Structure, roles and functions

The organisation structure of NETF is set out in Annex 5. The World Bank administers the funds on behalf of the Government of Norway, it is responsible for the supervision and implementation of the programme, and reports to the Ministry of Foreign Affairs. The Ministry of Foreign Affairs approves the work programme and budget for each upcoming year at the annual consultation meeting.

The Ministry of Foreign Affairs has set up a reference group to advise on the use of NETF, consisting of representatives from the multi-lateral and bilateral sections of the Ministry of Foreign Affairs; NORAD; the Ministry of Education; the Centre for International University Co-operation; a representative of the universities of Norway; and the Centre for International Education (LINS) at Oslo University College. The annual report and plan for the next year is sent to the reference group prior to the annual consultation meeting. A secondary purpose of having the Reference Group is to help build capacity in the Norwegian milieu, and the consultation meeting itself is followed by an open seminar where papers are presented and issues discussed with a broader audience involved in education and development.

The Ministry of Foreign Affairs contracts the Centre for International Education to function as the secretariat of the reference group and to organise the annual seminar in co-operation with the Ministry of Foreign Affairs and the World Bank. The reference group felt that it was unable to analyse the annual reports in depth, and requested Ministry of Foreign Affairs to contract the Centre to prepare an analysis of the annual report as a briefing to the reference group prior to the consultation meeting.

The everyday decision-making between the Ministry of Foreign Affairs and the World Bank functions efficiently, owing to regular informal contact between the Senior Adviser in the Multilateral Bank and Finance Section of the Ministry and the Senior Education Expert in Africa Region of the World Bank. There is a history and context of good mutual understanding between the Ministry and the World Bank at the annual consultation meetings, and both sides are open for initiatives and suggestions from the other. The flexibility of NETF within the overall framework agreement is one of its particular advantages. Nonetheless, the Multilateral Bank and Finance Section in the Ministry does not have an education adviser to work with the Senior Adviser, and could be supported on an ongoing basis by the Education Section of NORAD, which would also strengthen co-operation between NETF and NORAD centrally.

The decision-making processes within the World Bank function efficiently. The Senior Education Expert has responsibility for the strategic decision-making in consultation with the senior management team, whereas the Task Team Leaders or Thematic Foci have responsibility at the operational level. The speed with which decisions can be taken as a result of this arrangement is another advantage of NETF compared to other trust funds.

One stakeholder group which needs strengthening is the Reference Group. They have experienced their role as somewhat unclear, and the fact that an analysis of the draft annual

report is needed prior to the consultation meetings indicates that the Reference Group is not able to realise its potential under the present arrangements.

The evaluation team does not see any advantage in the option of fundamentally changing the role of the Reference Group, but its role as a stakeholder can be strengthened through practical measures including:

- Clearer Terms of Reference
- Widening the Reference Group by four members, reflecting the broadening basis of Norwegian involvement in education and development: one representative from the university colleges' education departments (apart from LINS, preferably from regions other than Oslo or Bergen which are currently well represented); both women's universities (The Women's University, Løten, and The Northern Feminist University, Steigen); and one from the NGO community
- A separate meeting of the Reference Group should convene prior to the annual consultation meeting with the Ministry and World Bank. This would also obviate LINS having to do an analysis for the Reference Group.
- LINS' function as secretariat to be strengthened and remuneration increased to meet additional work
- The open seminar should be organised around the issues and themes of the annual report, include papers commissioned from Norwegian expertise, and be held prior to the annual consultation

The other stakeholder group which needs strengthening on the Norwegian side is local Norwegian representation in countries which receive NETF support. Improved communication about NETF activities involving the country concerned will enhance co-ordination, and the local representation could inform the World Bank if there are specific projects or expertise which can be of interest for country programme preparation, thematic studies, etc.

Similarly, World Bank country offices, or Task Team Leaders/Thematic Foci should make stakeholder ministries in country aware of NETF as a potential source of funding if there are specific cases where funding is needed and which comply with the guidelines.

4.2 Programme design

NETF activities tend to fall into two time frames. The one is short-term, from a few months to one year's duration, and the other is at least two, often three, and up to four years' duration. At the moment, both these have to be catered for through annual consultations and top-ups for the immediately following year, with the implicit need for some longer-term support being mutually understood between the Ministry and the World Bank.

Consequently, there has not been a proper planning of activities that span over more than one year, which is seldom satisfactory in Sub Saharan Africa. Also, without longer-term planning, progressive monitoring of NETF is difficult. One of the problems with the annual reports is that they have not always been clear about the degree of adherence to operational objectives, have not linked activities to objectives, or described in a simple way the activities actually completed and ongoing compared to planned activities.

NETF is a unique trust fund with which urgent needs can be addressed flexibly and quickly. This flexibility needs to be maintained to meet the rapidly rising needs of programme preparation. Another commendable feature of NETF is its availability for soft interventions and knowledge accumulation and sharing, especially at regional level. Because of the lack of indicators, it is not often evident from the reports how these activities are planned with clear linkages to wider objectives. Monitoring indicators would help strengthen dissemination and follow-up activities.

NETF should be structured in two components, one, as now, for short-term inputs, and another planned over three-year cycles. The three-year cycle would be replenished on an annual basis subject to approval of the annual report and would include technical assistance to help develop education sector programmes, and support to capacity building for improving the quality of basic education. The objective of this component is to increase the capacity within Africa not only to plan and develop education sector policies that address current problems but also to consider future challenges. The supported activities should provide for the whole process from awareness raising to sensitisation, capacity building, empowerment and consolidation.

The shorter-term planning cycle is for regional and sub-regional activities, such as workshops and seminars, and includes a plan for dissemination and follow-up. In the case of studies, for example, this should specify how the findings are to be discussed and by whom; how the study report will be disseminated, and, in case of a workshop (or series of workshops) how the participants disseminate information on their return, reporting, possible follow-up activities etc.

4.3 Financial transparency

NETF has functioned well in terms of financial management. According to the letter of agreement, NETF funds are to be maintained in the T-account, separately from World Bank funds, and records and ledger accounts for NETF are to be kept separately. With the transition to a unified electronic accounting system throughout the World Bank, all funds are being accounted for in the same way. An allocation number is recorded on all approved requests from November 2002 onwards and entered both in the manual files and electronic database, and previous allocations and expenditure are being coded in retrospect. This will facilitate extracting up-to-date and precise information of the financial status of any or all NETF activities at any stage of the process.

The accounting data prior to this in the annual reports was sorted under different headings than in the electronic database. This made checking activities against expenditure a complicated procedure for this evaluation, not least owing to the fact that disbursements are ongoing and the totals in an annual report will be pending finalisation the next year. Also, the title of an activity (e.g. an analytical study) may not always be identical to the title of the report or publication, or may cover a number of activities (e.g. in sector programme preparation). Together with lack of institutional memory or knowledge of which activities were NETF funded in the three countries visited, this made it difficult to track all in-country activities from inception to completion and financial closure, within the time available for the visit.

Nonetheless, the team was able to choose random samples from the manual files in Washington and check against the data extracted by Human Development Department, Africa

Region, to verify that 100 per cent tracking can be done if needed. Further, the search words and new codes in the database now enable rapid and accurate tracking of allocations and expenditure at any point in time. The World Bank has reviewed and improved its procedures for financial management of trust funds, and accountability is fully up to standard. Given authorisation by the Ministry of Foreign Affairs, stakeholders inside and outside the World Bank may have full access to accounting data regarding NETF. The only limitation is that a comparison of World Bank, NETF and other funding for joint activities is not possible owing to World Bank disclosure regulations, but such an exercise can be done through the World Bank's own auditing and control procedures. There is no doubt that NETF funds have been well and properly administered, and that accountability is fully transparent.

4.4 Decision-making processes

As noted above, decision-making between the Ministry of Foreign Affairs and the World Bank is an efficient two-way process. The World Bank is able to operate within the framework and annual consultations, with ongoing contact as and when necessary. The Ministry on its side has several times given additional direction on the use of NETF to the World Bank, both in terms of country support and thematic areas. Within the Human Development Department Africa Region, clear guidelines are set out on the use of NETF funding and all applications have to go through the Senior Education Adviser and management.

The countries themselves do not know if or why they have been selected for NETF funding. However, the World Bank raises funding for support to mutually agreed activities for preparing sector programmes or thematic or analytical studies, and the partner countries are involved in the selection of consultants, programmes for workshops etc. Regional and sub-regional activities are agreed upon in consultation with other international organisations such as UNESCO, UNICEF, WHO, etc.

4.5 Quality assurance

The quality assurance of education sector development programmes themselves lies in the process of developing the programmes and in the approval of donor and lending agencies to fund the programme. There is no fixed set of standards or common quality criteria for education sector development programmes, although there is a high degree of similarity between the programmes in the different countries. This is an advantage, since the World Bank and most donors are genuinely trying to let the countries themselves define their needs and priorities and design the programmes. Quality assurance in the process is in analytical work, capacity building and ongoing discussions in joint meetings between ministries and the donor/lending agency group. Each donor ensures that the sector programme is in accordance with their policies for development aid, and donors and the World Bank include criteria such as the policy context, programme design (goals, objectives, targets, indicators), poverty reduction, gender and equity, environmental issues, good governance, human rights and democracy, ownership and sustainability.

A World Bank programme of sector support has a thorough preparation and pre-appraisal stage where national and international consultants work closely with the ministries to build capacity, carry out the necessary analytical work to ensure that issues are taken care of and that the programme is technically sound. Country assistance strategies are jointly prepared and reviewed, a concept paper for support to the education sector is drafted and discussed,

and quality assurance teams review the ongoing preparation of the programme of support in the Programme Appraisal Document. The Programme Appraisal Document of the World Bank is the last link in the chain of quality assurance, ensuring that the education sector programme is sound from the Bank's point of view. Similarly, studies and analytical work are developed together with working groups, and if they are to be more widely distributed or published, are reviewed several times in the process by peers.

4.6 Information and Reporting

4.6.1 Information management

The investment made in employing a NETF information officer in Human Development Department Africa Region is already showing the value of improving information and communication. The NETF database has meant a considerable improvement of information processing in Washington, and this will also facilitate improvements to the annual reports i.a. using graphic presentations of data for quicker comparison and trends. Many of the difficulties experienced in extracting information during this evaluation (and which were resolved during the process) will be pre-empted in future.

Information from Washington to partner organisations and ministries could be strengthened. One aspect is information about what NETF is and what it can be used for. Providing this information will open for greater stakeholder and beneficiary involvement. Another aspect is the publications series. There is a lot of relevant information, and models of analysis, which education planners in ministries could benefit from both in IDA and non-IDA countries. Annex IV to the 2002 report is a good example of a useful guide for planners to identify what they might need, and the publication in CD form is a step forward in easy accessibility. The local World Bank resident missions and the NORAD representation could be important links in the information chain to in-country ministries both about NETF and the publications series.

4.6.2 Reporting

The annual reports are in a process of improvement. The discourse of the reports has not always been clear and has tended to give a somewhat over-dimensioned impression of NETF. NETF does provide leverage or seed money for other funding but it is often not the only leverage factor, and a finer distinction between “co-financing” and “leverage” should be made. The 2002 report is better structured and clearer than earlier years’, and it is easier to cross-refer narrative to expenditure than before. Nonetheless, there is still a need for improvement in making completely clear what NETF has actually funded, and what are related or contextual activities which have not been NETF funded. The annual report is very informative, but might benefit the reader more by being more concise, reporting briefly only on NETF activities per se in the main section, and putting additional background information in an appendix.

Although NETF is not a project but a framework programme, the annual reports should contain a logical framework for NETF activities in order to improve the ongoing monitoring of the fund. This will enable the Reference Group and the Ministry of Foreign Affairs to see more readily what the expected results are, which activities lead to them, to what extent objectives are reached, and what changes are made between annual consultations. Annex 5 provides a reconstructed example of the last four years of NETF under main logical framework headings.

Since interim agreements or changes are sometimes made between the World Bank and the Ministry of Foreign Affairs, a summary half-yearly activity progress report should be distributed containing the activities, real costs of the activities, and other costs (investments, personnel, running costs), including activities carried out by co-operating partners such as UNESCO, UNICEF, ADEA and others. This can be easily produced from the database.

5 Issues and challenges

5.1 NETF support to education sector development programmes

All sector programmes are structured around goals for basic education including access, equity, quality and efficiency in some combination or other. As a result of capacity building in the World Bank through NETF funding, basic education is seen in a broader way than previously and includes formal primary education, adult literacy, and alternative/complementary basic education. Thematic areas supported by NETF such as gender equity and girls' education, early childhood development, and school health and nutrition are included in all programmes. Most programmes identify textbook production and supply, teacher education and development and community participation as key quality issues, and the inclusion of local languages in the curriculum is now widespread. All programmes include components dealing with the administration and financing of the educational system, with sub-components such as Education Management Information Systems and school mapping and capacity building in planning and administration, also areas supported by NETF. Coherence with the external policy environment is another feature of a sound sector programme, and programmes are linked to medium-term expenditure frameworks, poverty reduction policies, civil service reforms, and decentralisation policies, and NETF has contributed to capacity building in these areas.

Despite similarities in the issues addressed in the programmes (due to the fact that many problems are common to the region), the processes of devising education sector development programmes do reflect their political context. Ethiopia, for example, has a federal structure where each regional nation develops its own sector programme based on a common format, and the central ministry aggregates regional programmes and adds the components for which it is responsible. At the other end of the scale, Tanzania, like many countries, has a centrally facilitated process and one programme, but involves regions and districts. Some of the regional differences tend to get blurred the greater the level of generality in the sector programme, and Mozambique is attempting to move to a bottom-up process from district to province to national level, starting with annual plans and moving towards developing a new sector programme. The absence of a design template enables each country to develop its own particular profile with the emphases it needs and the priorities which it chooses. In very many countries access is still a major problem, together with quality. In some countries, such as Uganda, access is a less acute problem than quality. Some countries have got further than others in promoting alternative/complementary basic education; others again have made greater advances in girls' education. The flexibility of NETF has made it possible to give support across a wide range of topics and a large number of countries. Which donors are present in a country and what they support varies considerably, hence the value of a trust fund which can support areas which others do not.

5.1.1 Sound sector programmes

There are no explicit and agreed criteria as to what constitutes a sound education sector programme, and the above does not answer the question if a sector programme is sound when it is a complete, well thought out, coherent and holistic plan on paper, or if it is sound when it is manageable and implementable. In very many cases, sector programmes have proven to be too unrealistic under the circumstances, in addition to which, and as budgets are moved out to regions/provinces and districts, budget reductions affect different sub-components

disproportionately, where primary schooling is least affected and adult literacy and special education are usually hardest hit, altering the intended profile of the programme.

The need for new timelines for Education for All goals and for the Fast Track Initiative show how ambitious but unrealistic the Jomtien goals were, and sector programmes have to a very large extent been based on the Jomtien conference. There are some achievements: enrolments are increasing in most countries, and the rate of increase in enrolment tends to be higher for girls than boys, so the gender gap will narrow over time. Some of these achievements are a result of community initiatives. In countries such as Ethiopia, Chad, Mali, and Senegal, community schools are increasing enrolments. In many countries, increased access is more a direct result of policy change abolishing fees for primary schooling than a sector-wide plan as such.

Whether or not a sector plan is sound in terms of manageability depends on how well implementation capacity has been assessed, and it is here that the biggest problem lies. The technical paper for *Education – Job number 1* stresses the importance of gaining a realistic picture of the implementation capacity of each country and the strategy paper itself identifies the urgent need to improve capacity for planning and implementation. There is an irony in the fact that sector-wide approaches emerged largely as a reaction against the project approach, but unless a ministry projectises the various sub-components of a sector programme, it is not manageable.

5.1.2 Financial sustainability

Whether the education sector development programmes are sustainable in terms of a country financing its own education sector rather than attracting sufficient donor and other funding to keep them going for a decade or more, is unknowable at the present time. The technical paper for *Education – Job number 1* notes that it might be necessary to fund running costs in education sectors for some time, and Norwegian policy thinking rightly identifies the need to change the global market if poverty reduction is to be achieved and social systems are to be sustained. Debt relief is already beginning to take effect in some countries. As efficient and transparent administration is achieved in developing countries, the onus is on the developed world to create conducive macro-conditions for sustainability in the long term. Until then, donor agencies must provide bridge funding for medium-term sustainability.

5.1.3 NETF activities

NETF-funded activities themselves have certainly contributed to improving the quality of education sector programmes. Regional, sub-regional and national workshops have contributed to creating understanding of and consensus on macro-policy issues. The fixed-term staff (Thematic Foci) have ensured that the areas for which they are responsible are included and up to standard in the sector programmes. Consultants brought in by Task Team Leaders have mostly worked together with national consultants or education planners in analytic work which is discussed and appraised before the results are fed into the planning of the sector programme. The studies which have been published have the potential for a multiplier effect once they are better known. Although NETF has not been a large source of funding, compared to others, it has played a pivotal role.

5.2 The removal of severe barriers to the development of basic education

5.2.1 Girls' education

In terms of gender parity in education, sub-Saharan Africa as a whole still has a long way to go. On the basis of the 1990–2000 statistics, the Education for All 2002 monitoring report states that thirteen of the countries in the sample remain far from the Dakar goal of parity of primary gross enrolment rate, and eight (Angola, Burundi, Cameroon, Ethiopia, Madagascar, Mozambique, South Africa and Swaziland) are moving away from it. Ten countries have achieved the goal, seven of them being smaller countries, and six more have a high chance of doing so.

NETF has helped address the lack of gender equity in basic education by supporting the development of girls' education in various ways. In all education sector development programmes, special measures for girls' education are included, and all include gender equity indicators. Examples from the field visits show the types of strategies planned in different countries:

- Mali: (1) revision of study-programme content; (2) improvement of infrastructure; (3) implementation of measures to ensure girls' safety at school; (4) provision of funds in schools for educating girls; and (5) enhancement of public awareness and increased public mobilization.
- Zambia: Equity is sought through measures that address the most vulnerable children – those in child-headed households, on the streets, in households affected by HIV/AIDS, in female-headed households with high dependency ratios and in isolated rural and congested peri-urban areas. They are the target group of the Equity and Gender component which is an own sub-component of the Programme for the Advancement of Girls' Education (PAGE). The objectives are to increase enrolment, progression, retention and achievement of girls in schools as well as the promotion of female officers to management positions.
- The objective of the Technical Education, Vocational and Entrepreneurship Training Development Programme also emphasises the promotion of equity. Gender is within the component of Cross-cutting Issues.
- Uganda: the sub-programme on Information, Education and Communication responds to the need to reduce the exclusion of girls and other disadvantaged groups from primary education. Programme support will include institutional development and assistance with the delivery of key girls' sanitation initiatives, health education, guidance and counselling, life skills and promotion schemes.

Capacity building activities in girls' education under different categories include:

- Finance for a girls' education specialist. A total of US\$ 58,000 was spent on girls' education through that focal point alone. Her main responsibility is to ensure that all IDA-financed education operations include appropriate policies and investments to promote girls' education. This work entails close liaison with UNICEF and the Forum for African Women Educationalists;
- Sub-regional workshops;
- Preparation of strategy analysis assessing the present status of girls' education in African countries and recommendations for action. The paper is expected to be finalised in late 2002;

- Four-country study in Burkina Faso, Guinea, Mali and Mauritania to explore and explain significant practices in promoting girls' education;
- Following the four-country study, a set of country briefs has been prepared to serve project preparation and monitoring. These documents contain basic information, a gender equity profile and recommendations for action. Such briefs have been prepared for Benin, Burkina Faso, Chad, Guinea, Guinea Bissau, Mali, Mauritania, Mozambique, Niger and Senegal;
- Preparation of a tutoring package for tutoring of girl pupils, based on experience from tutoring girls through mothers' associations (Burkina Faso), and with the help of academically strong students (Togo, Mauritania);
- NETF, along with several donors, has also supported the Strategic Resource Planning Initiative for girls' education which has been managed by the World Bank Institute. With technical assistance from Institute of Development Studies (University of Sussex), national research teams prepared country studies and conducted national workshops on girls' education, involving nine African countries: Ethiopia, Guinea and Tanzania in phase 1, and Ghana, Mali, Malawi, Senegal, Uganda and Zambia in phase 2.

Of the three countries visited, Mali, being one of the lowest enrolment-rate countries, has benefited most from the NETF support to girls' education. Gender is mainstreamed in the sector development programme, and Mali has been a case study for Strategic Resource Planning and in a separate four-country study. It is one of the countries in which a tutoring package for girl pupils has been started. Representatives from Mali have also participated in both of the workshops arranged on girls' education. Direct support to girls' education in Zambia and Uganda has been limited to these countries being case countries in Strategic Resource Planning.

NETF support has been given to the Rural Access Initiative to improve mapping of where to locate rural schools to reduce distance to school, which has a positive impact on girls' enrolment. Support to School Health and Nutrition and Adult Basic Education also impacts more positively on girls than boys. Early Childhood Education will have a positive impact on especially girls and women, but it is far too early to see if NETF-supported activities here have had any noticeable impact.

As in many other cases of barriers to education, however, the problems are not necessarily only educational: practical problems can also be a barrier. Simple examples include the provision of sustainable technological aids to reduce the workload on girls and encourage boys to share in the tasks (e.g. rolling water drums in South Africa developed from lawn rollers, or wheelbarrows, for easier water transport, or mechanical mealie grinders). On the other hand, cultural practices such as initiation, early marriage, or bride kidnapping (the latter mostly in Ethiopia and neighbouring countries), are a main constraint which only education in its various forms can address.

5.2.2 Early Childhood Development

Although early childhood education is widely acknowledged as beneficial, no sub-Saharan country has the resources for widespread, or any, public provision, and it is thus almost exclusively offered by the private sector. Statistics are very approximate, but most countries in the region appear to have a gross enrolment rate of less than 5 per cent, eight countries (nearly all smaller) range from 8 to 23 per cent, and Namibia and Mauritius stand out with 65 and 75 per cent respectively. Although adequate baseline figures are largely non-existent,

some progress is reported in several countries; whereas others show signs of stagnation (e.g. Burkina Faso, Congo, Djibouti, Ethiopia, Niger, Senegal and Togo). This sub-sector is an example of how NETF can make a seminal contribution through appropriate strategies, even given the scale of the challenge, the weak status of early childhood education amongst other priorities, and the complexity of the field divided as it is between ministries and a range of different providers, and varying theoretical and pedagogical positions. In keeping with Norwegian policy, support to early childhood education enabled the development of capacity in this area in the World Bank. Through the World Bank's focal point in Early Childhood Development, it has been included in sector development programmes, or supported through specific programmes such as Early Childhood Development and Nutrition, a toolkit, publications, regional workshops/seminars, the Early Childhood Development Virtual University, and Information Management for Action, Communication and Training (IMPACT).

The Early Childhood Development Virtual University was set up and has been piloted with NETF support as seed/leverage funding and is a highly innovative project. Almost 30 participants from eleven countries are taking a master's degree offered by the University of Victoria, which combines expertise from within and outside Africa in online tutoring and face-to-face seminars rotating through the participating countries. The project is relevant to needs expressed in Africa, and twelve countries have requested new or additional support from the World Bank for Early Childhood Development programmes. The programme is highly cost-effective, but participants have to raise their own funding for fees, and many are donor-funded. Financial sustainability is therefore still donor dependent, and programme sustainability will depend on finding a host university/-ies in Africa to take over the programme.

The World Bank has mainstreamed early childhood development into sector programme preparation, the Human Development Network on Global Early Childhood development and the Multi-Country Aids Programme. However, early childhood education is a crucial sub-sector for many things, e.g. early identification and prevention of diseases and improved nutrition with all the positive effects that can have (a regional study in Senegal estimated that 38 per cent of handicaps are a result of infectious diseases and malnutrition, mostly during early childhood, and accidents). Further, the HIV/AIDS pandemic is reducing life expectancy drastically, and increasing care-giving duties on younger and younger children, especially girls. With an average lifespan of 35 years, as in Zambia, and other countries going the same way, almost half a lifetime has gone in early childhood and seven-nine years of basic education. Organised education must start much earlier than at present, if new generations are to have enough time to learn to live and acquire basic skills. It is not certain that many countries will be able to give sufficient priority to early childhood education without the continued support which a thematic focus in the World Bank can give.

5.2.3 Adult basic education and literacy

In most sub-Saharan countries, adult literacy rates are low for a variety of reasons. Either little attention has been paid to adult literacy in the first place, or budget and human resource cuts under Structural Adjustment Programmes have affected adult literacy more than other sub-sectors since it is usually given lower priority. In some countries, adult literacy has been part of ideological campaigning and attempts to revitalise them were met with scepticism by the community. In addition, literacy rates are always higher for men than women, and adult literacy tends to be seen by men as a women's issue. There was therefore not only capacity building to be done in the World Bank, but a range of constraints to be addressed on the

ground. Even if progress is made according to the Dakar target for adult literacy (50 per cent improvement), most of the countries in the lowest ranges of literacy will still be from sub-Saharan Africa.

The effect of NETF support to adult basic education has been to strengthen its position in sector development programmes, and to disseminate regional and thematic studies. The result is that it is gradually gaining higher priority by ministries, and attracting more donor support. All the same, unless it is given particular priority by the ministry concerned, adult literacy can quickly stagnate. The exemplary work done in Uganda (see chapter 3) needs to be replicated in several other countries. In all, approximately 4 per cent of NETF funding has gone to adult basic education and literacy, and more follow-up is needed.

5.2.4 School health and nutrition

School health issues started to be addressed by NETF from the year 2000 as a separate Norwegian health trust fund was phased out, and is an example of the fact that many barriers to education are problems of poverty, health, or other issues (food security, poor communications), where an intersectoral approach is needed. The two biggest interventions supported by NETF are FRESH (Focusing Resources on School Health) and HIV/AIDS education and impact management. The FRESH approach has been developed by the World Bank together with UNESCO, UNICEF, WHO, WFP, and Education International, so that there is a consistent approach to the same problem by all agencies.

School health has previously been seen by health ministries as using the school to administer basic health services to the children (i.a. vaccination, deworming, micronutrients, bilharzia treatment and prevention). The shift in the FRESH approach is to see the school as a resource centre for a more holistic health programme through the provision of clean water, good latrines, nutrition, and health education, as well as a site for administering some basic health services. The primary school is the one institution which reaches deepest and widest into a society, both geographically and in terms of the number of people it can reach. The immediate target group is the pupils, but through their improved knowledge, the whole community can be reached. Clean water and good sanitary conditions at a school are also models for the community. Health education in the curriculum is an equally important component, and although most curricula do include basic health and environmental topics, it is not generally known how effectively they are taught or to what extent they follow the skills-based model promoted by the FRESH approach.

The FRESH approach is in a piloting stage of implementation, and it is too early to glean information from monitoring and evaluation. The intervention is highly relevant and efficient: the impact of school health and school feeding programmes on attendance is well known. As in many other cases, sustainability will be dependent on donor and government support through sector development programmes for some time to come.

5.2.5 The NETF approach

The NETF approach in the thematic areas has been to find “champions” to promote the theme through capacity building in the World Bank, regional and in-country studies, seminars and workshops, and to ensure that the theme is integrated in sector programmes. This has been done in close partnership with other international organisations and the ministries concerned. The bank’s own understanding of basic education has been considerably widened and deepened, but the combined effect at country level of the inclusion of these themes in sector programmes will take time and remains to be seen.

The strength of this entrepreneurial approach is its adaptability to different circumstances and needs. There is a weakness, however, in that it is important to find the right “champions” who combine a high level of professional skill and insight and a dynamic participatory approach, and this runs the risk of making it person-dependent also in cases where greater institutional continuity is needed.

5.3 Partnerships

One of the features of NETF has been the way it has been used to build partnerships, especially between international organisations. The existing partnerships at international level are being strengthened by the fixed-term consultants at UNESCO and BREDA, and it remains to be seen to what extent this strategy works well. Since NETF started, various networks for partnership in education in Sub-Saharan Africa have made rapid advances, such as ADEA, Southern African Development Community initiatives, East African Cooperation, the Commonwealth Secretariat, etc. Situations have even arisen where regional or sub-regional conferences have not been held because the calendars of education ministers have been too full.

In addition to partnership activities at the centres, partnerships can be strengthened at country level through greater co-operation with local offices of UNESCO, UNICEF etc. where they exist, by involving them more in activities. It is Norwegian policy to bring international agencies closer together, and NETF should be used as a channel to build up capacity in other organisations through increased partnership activities until separate trust funds can be set up for them.

5.4 Value-added effectiveness

NETF started as a programme with a primary purpose of reaching Low Enrolment Countries through sector programme preparation and to help eliminate barriers to basic education in terms of girls’ education, adult literacy and HIV/AIDS. It expanded to many more countries and additional thematic areas even though the original ones have not been resolved. Circumstances have changed, a second generation of education sector development programmes is about to be developed, and the Fast Track Initiative has been launched. Should NETF continue to be spread, or should it be more focused? The merit of financing such an extensive number of different activities through NETF is that it can provide funding rapidly as needs arise, especially where leverage is needed, and this makes it very attractive to Task Team Leaders. The disadvantage is that it is difficult to do medium-long-term forward planning. It also limits how far one can go in depth in different issues and follow through in country.

The team’s view is that NETF should now consolidate what has been done in the various sub-sectors, and be used to follow through on issues in countries where there are greatest needs in terms of the potential impact of HIV/AIDS, poverty, and inequity. Emphasis should be on strengthening system building in countries with low capacity to devise and implement their programmes. Funding should be substantially augmented in order to leave room for pivotal interventions in planning the implementation of fast track activities, since capacity is likely to be a constraint there as well.

There is no doubt whatsoever that NETF has a high value-added effectiveness for the Human Development Department Africa Region, in Washington. It has made it possible to increase the volume of work, to accelerate the completion of sector support programmes, to widen the World Bank's view of education, and to improve the performance of the Africa Region within the World Bank. The Human Development Department Africa Region has been allocated several new posts by the World Bank in order to sustain its volume of work and performance. On the other hand, there was a short period when the World Bank changed its own resource allocations, and NETF (along with other Trust Funds) made it possible to continue by using more external consultants until the World Bank decision was reversed.

How the value-added effectiveness can be passed on further down the line now needs to be addressed. The value-added effectiveness for the Human Development Department Africa Region will only increase the competence gap between it and partner organisations and ministries unless they also can benefit directly from NETF. Where NETF has been of most use in country is when the country already has a reasonable level of capacity, the activity dovetails into ongoing work, and the process is conducive. Again, access to NETF for consolidation and follow-through for countries would be one way ahead. As noted above, for co-operating organisations such as UNESCO/BREDA and UNICEF, increased partnership activities both centrally and in country would be a way towards setting up separate trust funds for them.

It is too early to see what the value-added effectiveness for the end user will be, the child and the family, but if the value-added effectiveness at ministry level is not what it should be, it is likely to be weaker the nearer the end user one gets. Unless the increase in access is accompanied by improved learning (i.a. meaningfulness to the child and relevance to the local community), the investments will not add much value in educational terms. There is also the wider question of whether or not the IDA credits, which are being released as a result of the completion of sector support programmes, are a bridge to sustainability or to increasing debt. As one Tanzanian parliamentarian put it: "How many parents will be able to pay back the \$70 they borrowed per child for seven years' primary education, in ten-twenty years' time?" Norwegian policy thinking has already identified the problem in the wider economic terms of international trade.

5.5 Challenges

5.5.1 HIV/AIDS

Despite some warnings in the early 1990s about the potential impact of HIV/AIDS on educational systems, it was not until late in the decade that the effects of the pandemic could no longer be overlooked. In contrast to many other countries, Uganda had taken an active stance and launched widespread and explicit HIV/AIDS education and information campaigns. Some countries have included topics on HIV/AIDS in textbooks, but there was no guarantee that they would be taught effectively. HIV/AIDS education in many countries has been constrained by public denial or silence at high levels, or by lack of consensus about what message was to be conveyed and how. Country impact studies in southern Africa, where the pandemic is most widely spread, were not started until the late 1990s.

HIV/AIDS impact management and education has developed through the FRESH programme linked with Ed-SIDA/AIDS, into the Window of Hope programme. With NETF support, a toolkit for education planners on projecting the impact of HIV/AIDS has been published, and

a source book on prevention programmes and a training module on education for HIV/AIDS orphans have been developed. Almost 20 countries have been assisted in programme preparation.

The education of the now 4.2 million HIV/AIDS orphans in sub-Saharan Africa is part of the World Bank Multi-Country AIDS Programme (MAP). Put in the most fundamental terms, all children and youth in sub-Saharan Africa are faced with the HIV/AIDS pandemic, and they now have only two things to learn: how to live, or how to die. If those who are not infected do not learn how to live, they will die. The single most important issue in education in sub-Saharan Africa, a priority above all others, is HIV/AIDS education. If that is not taken care of thoroughly and dynamically, whole societies and states will collapse. Average life expectancy is falling: in Zambia, for example, it is now 35 years. In one sense, the situation accentuates the need for universal primary schooling, since primary school is the only national institution which can reach out to all areas of a country and, under conducive circumstances, to all children.

However, circumstances are not conducive to universal primary schooling where the HIV/AIDS pandemic is advanced. Societies have already changed, and are changing, due to the pandemic. As far as the children are concerned, where nuclear family structures have collapsed, extended families have sometimes, but not always, taken in the children. Many families are doing all they can to look after orphans, but in some cases the orphans are exploited as domestic or subsistence farming/fishing help, and girls are especially vulnerable to sexual abuse. Even where extended families have been looking after orphans well, resources are more frequently getting overstretched and absorption capacity is beginning to be reached in some areas. Apart from these cases are orphans who are not taken in, and who have to somehow forage for themselves. Again, Zambia provides an indicator – at least 7 per cent of single parent households are headed by a 14-year-old or younger. HIV infection levels in the sexually active population are still increasing in most Southern and Eastern African countries, nearing 40 per cent in Swaziland, Botswana and Lesotho (51% of females between the ages of 15 and 24 in Lesotho are HIV-positive), and between 20 and 30 per cent in many other countries. The pandemic is reaching across and deep into societies. Prevention is the only cure, and only education which actually changes behaviour can prevent infection.

Funding for HIV/AIDS education is not lacking from the donors' side: the problem is that it cannot all be used either because programmes are generally speaking not yet fully developed owing to inadequate structures, or capacity is lacking to quickly develop good materials and effective teaching methods and to train and support teachers. UNESCO training materials are being widely used and adapted. NGOs are mushrooming to deliver HIV/AIDS education and support HIV/AIDS clubs in schools. UNICEF is providing strong support to out-of-school activities. Whereas children and youth in primary schools are likely to be reached in the short–medium term, reaching HIV/AIDS orphans outside the formal system remains a big challenge.

The life situation of HIV/AIDS orphans varies considerably. Some are in towns and cities as street kids. Others are in rural areas attempting to be self-supporting or living with grandparents. Some are reached by churches or charitable organisations, others are not. Some have contact with a stabilising environment for a while and then drop out, others have no contact at all. A few are taken in and looked after by families, charitable organisations or NGOs until they can fend for themselves. There is a proliferation of small education projects

for HIV/AIDS orphans, but few countries as yet have managed to implement a co-ordinated policy, plan and strategy to reach HIV/AIDS orphans with basic education.

NETF can make significant contributions to the process by strengthening the knowledge base and supporting strategic interventions. Research is needed into the life situations of HIV/AIDS orphans, projects need to be compared and evaluated, and ministries' approaches to the issue need to be analysed and discussed. Stocktaking needs to be done of what particular interventions have a significant and lasting impact for the orphans themselves. This is the type of work which a fixed-term adviser could initiate and co-ordinate, with thematic studies, analytic work, and workshops for sharing experiences and strategising. In addition, there is an extensive network in the international agencies around HIV/AIDS education and impact management, and co-operation between agencies needs to be strengthened and sustained.

5.5.2 Education or schooling?

Most emphasis on basic education sector development programmes is put on primary schooling. It is an integral part of the modernisation project as the optimal vehicle for readiness for the economic growth required to bring countries into global markets and thus, it is argued, alleviate poverty. Its benefits through literacy, numeracy, life skills and improved health, especially reproductive health, are well documented. It is the key need as perceived by African stakeholders at all levels. What has not been given space in the World Bank and donor discourse on formal education is a critical reflection on the limitations of formal education, and of formal education in Africa, deriving mostly from sociological perspectives. This reflective discourse is a long-standing and productive tradition in European society, including Norway. The African critique is also long-standing, but has not had the space to be equally productive. There are important perspectives from this tradition which could inform developments in Africa today if they were taken up by international agencies.

This more reflective contextual approach to education in Africa merges with a highly pragmatic need for alternatives to formal schooling for very poor and marginalised groups if universal basic education is to be achieved as quickly as possible, and until relevant formal primary schooling can reach all equitably. There are numerous projects in Africa which demonstrate the need for and the potential of alternative/complementary basic education, such as education for nomadic peoples (mobile schools or itinerant teachers), complementary basic education and training, street education, alternative primary schools, and more. As the impact of HIV/AIDS spreads wider and deeper, the need for alternatives to formal schooling is likely to grow. *Education – Job no.1* recognises the need for alternative/complementary basic education but suggests that non-governmental organisations are the best providers.

There is reason to believe that, without weakening emphasis on developing formal primary schooling, more can be achieved if greater attention is given to alternative/complementary basic education as a supplementary interim strategy by education ministries themselves. Much can be learnt from the alternatives to help develop the formal system. The Norwegian Save the Children alternative primary schools in Ethiopia have been highlighted by the Minister of Education there as a model which the formal system must learn from. Several of the alternative/complementary programmes are producing better learning outcomes, faster, and reportedly at less cost than the formal system, and it would be worth closer study to find out why and how.

NETF has contributed to what is almost a paradigm shift in the World Bank thinking about basic education. It could continue that process by making it possible for the World Bank and partner organisations to fully explore the concept of basic education in its breadth and include alternative and complementary forms of basic education for children and youth.

5.5.3. Access or quality?

So far, education sector programmes have enhanced access to schooling in many sub-Saharan countries. In many countries, movements for increased access have come from the people themselves and have outstripped government policies and provision. Community schools are one example, especially in Francophone Africa. Enrolments in primary schools in Uganda have gone beyond the policies set by the ministry because of community demand. Some attention has been given to quality issues such as curriculum reform, teacher training and textbook provision, but there is now a widespread recognition that too little attention was paid at the outset and that accelerated access has precipitated the long-standing problems of quality into a crisis. Education sector development programmes have been devised without asking the education questions first, and there are only three fundamental education questions:

- What should our children learn?
- How should they learn it?
- How do we know if they have learnt it?

All other educational questions derive from these, as should the three fundamental systemic questions:

- How should learning be organised?
- How should it be managed?
- How should it be financed?

In sector programme planning the systemic questions have dominated, and the education questions have been second cousins, hence the insufficient attention to educational quality in the transition from elitist or selective systems to education for all.

One of the biggest gaps in international education networks is the absence of an African network for curriculum development institutes. The curriculum is the very heart of the educational system, yet no working group in ADEA or other professional network exists. One of the important contributions to the improvement of educational quality would be networking curriculum development units to share the problems and experiences which are at the core of the crisis of quality. This is the type of activity which NETF could provide seed funding for, amongst other contributions to the ongoing discussions of educational quality.

5.5.4 The Fast Track Initiative and country selection criteria

NETF was started in order to support the United Nations Special Initiative for Africa. In the light of the slow progress being made, the Dakar Framework for Action was agreed upon in 2000 to achieve i.a. universal primary education by the year 2015. The United Nations' Millennium Summit included this as one of its Millennium Development Goals, and the G8 also took up the issue. The World Bank Fast Track Initiative is to accelerate universal primary education in countries which have a Poverty Reduction Strategy Paper and an approved education sector development programme. Ten sub-Saharan countries fulfilled these criteria for the first phase, and Nigeria and the Democratic Republic of Congo have been added, owing to the large number of children out of school.

The implications are that large amounts of funding will now be directed towards these countries, and others as they qualify, despite the fact that limitations on implementation capacity rather than funding are a major barrier to reaching universal primary education. As it is, those countries able to benefit from the Fast Track Initiative already have more planning capacity than others.

The original criterion for the selection of countries was that they should be Low Enrolment Countries, of which there were 16 at the time. It was not possible to work in some of these owing to conflicts and post-conflict situations, but by 2002 only two had not been reached at all (Liberia and Somalia). The volume of NETF support has varied considerably (see Fig. 2), from Sierra Leone and Angola attending a few workshops, to much greater inputs. It was realised that although other countries were not low enrolment countries per se, they also had a need for the type of support that NETF could give if basic education was to be accelerated through more speedy preparation of sector programmes. This has led to a wider spread of NETF support.

Different criteria have been used for inclusion depending on the situation of the country. In Nigeria, for example, the education statistics were not considered to be reliable, and the average enrolment figures did not reflect the fact that the entire northern part of the country is a low enrolment area. Both the key position of Nigeria in the sub-region and internal equity issues were criteria for inclusion. In addition, Nigeria began to receive more attention in terms of Norwegian development aid policy and the Minister felt it unnecessary to wait for a formal request from Nigeria for assistance from NETF, following its expression of interest.

Uganda was making rapid progress towards universal primary education, but needed to scale up its adult literacy programmes, start planning for the upthrust into post-primary education, and to develop capacity in early childhood development. Assistance was requested by Uganda and NETF funding was accessed. Being a lead country in universal primary education, the experience of Uganda was considered to be important for others to learn from.

NETF funding is hardly used in countries which are below a certain level of capacity or functioning even though their educational systems are the most needy, since NETF is mostly linked to countries which have an IDA agreement. Some countries are in conflict or post-conflict situations and are therefore outside the remit of NETF. What criteria should be used for country selection in the new situation needs rethinking in the light of the Fast Track Initiative.

The question is whether or not NETF would have been of more benefit to countries with less capacity through greater depth and follow-up in fewer countries. It is possible that a “package” of activities in countries with low capacity and difficult situations could have greater impact, e.g. consensus-building activities amongst stakeholders prior to planning processes starting up, or being strengthened where consensus will be needed along the way; analytical studies of the key areas of and barriers to basic education; and the actual development of a sector programme. Since many countries now have education sector programmes and some are starting the second generation, there may not be the same needs for initial capacity building, and greater attention can be paid to countries with less capacity and under greater threat of HIV/AIDS. At the same time, there will be a need for pivotal interventions in planning how to benefit from the Fast Track Initiative, and the NETF approach through regional networking, consensus building and analytical work will still be

needed beyond the countries with lowest capacity or under greatest threat from HIV/AIDS.

6 Conclusions

The NETF programme has to a large extent fulfilled its intentions. It has supported the preparation of education sector development programmes in almost all the 16 low enrolment countries which were targeted. Conflict situations prevented two from benefiting. Other countries have also benefited, so that in all 32 countries have been supported in this way. Pivotal work has been done in planning the removal of barriers to basic education in the fields of girls' education, adult literacy, early childhood development, and school health and nutrition. Work has also been done in post-primary and skills education, and in HIV/AIDS education. Many of these issues are now mainstreamed in sector development programmes. There has been a considerable knowledge production, evidenced in 48 published studies (although not all were developed with NETF funding). All the issues dealt with through NETF are highly relevant from the perspective of African stakeholders.

The fund has been used efficiently and effectively. It has been used as a fund of last resort to support activities which other funds cannot, such as regional workshops and seminars, and to utilise consultants from African countries or elsewhere, not only from Norway. It has been timely in that there have been no delays in decisions about approval. It has been flexible, in that it can be used for strategic interventions within the broad framework of the agreement. Decision-making has been transparent, and the use of the fund has been negotiated at all levels from the Ministry of Foreign Affairs in Oslo to ministries in African partner countries. The fund has been managed transparently, and is properly accounted for. All expenditures can be tracked against completed activities, and the electronic database facilitates quick access to information.

What the fund has not been able to do, is to build further capacity in a second stage of planning, once the sector programme itself is completed but before full implementation begins, and some additional consolidation and follow-through of capacity building would enhance its effect. Further, more follow-up on the use of the NETF publications series would increase their effect.

It is too early to see the effects on the ground of NETF-supported activities for the removal of severe barriers to the development of basic education. In many cases, steps to remove barriers have already been taken and NETF inputs will at best have reinforced them. Such processes take time. NETF-supported activities in the thematic areas have increased understanding of the issues, and in certain cases in some countries have fed directly into policy and planning processes and even legislation.

The administrative strengths of NETF rest mainly on two features. One is its flexibility and ready access of funding. The other is the combination of visionary and pragmatic management of the Senior Education Adviser. These two factors together have undoubtedly contributed to it having an effect far beyond the actual amount of the funds. Each of these factors also has its limitations, however: the first primarily when it comes to medium- to longer-term planning, and the risk of losing focus; the second when it comes to the institutional sustainability of the management style. A gradual transition will be needed as the fund enters a new phase under new management. The nature of the formal agreement and mutual understanding between the World Bank and the Ministry of Foreign Affairs has facilitated an entrepreneurial approach which has been highly productive.

The basic approach of NETF should be maintained, but the structure of the programme should be modified in keeping with how practice has developed, into a short- and a medium-term component. This will enable better planning and monitoring. The ongoing improvement of reporting needs to continue, more clarity is needed in the annual reports, and a logical framework will be a useful tool for monitoring progress. Information about NETF to partners and stakeholders can be strengthened both through NORAD and the World Bank.

The potential of the Reference Group could be utilised more through new terms of reference, wider representation, and improved practical arrangements around the annual consultation meeting.

The major strength of the design and implementation of NETF in terms of education is that it has opened for a wider understanding in the World Bank and in several countries, of the importance of different sub-sectors and issues, both with a longer-term perspective and as they arise more immediately. NETF has been used to address major issues. The outcomes have been important contributions to understanding the issues, but NETF itself is too small to implement change: at most it is a trigger device. There is a need to consolidate much of what has been done, but new challenges also have to be met, especially in facing the impact of HIV/AIDS. New policies, such as the Fast Track Initiative, also create new challenges, and the NETF approach is likely to have its uses there as well. Among these challenges is how to bring education to the marginalized, and in what forms, so that they or their children can ultimately gain access to primary school. Success in improving access to primary schooling heightens the challenge of quality learning.

Finally, greater effect will be achieved where it is most needed through focus, follow-up in country, and employing strategies to increase value-added effectiveness not only for the international institutions, but also for ministries and those whom they are to serve.

NETF has not only contributed to capacity building and the leverage of funding, but has itself been important policy leverage. With the new policy developments in Norway, NETF should continue in the same way, with increased funding.

7 Recommendations

On the basis of the preceding description, analysis and conclusions the evaluation team proposes the following key recommendations.

7.1 Strategies for education

1. NETF should increase its support to education in sub-Saharan Africa, with the main emphasis on basic education in countries with a high incidence of HIV/AIDS, inequity, poverty, and low capacity to plan and implement basic education programmes.
Responsible: Ministry of Foreign Affairs and World Bank
2. Greater attention should be paid to in-country follow-up in basic education after analytical studies and the completion of education sector development programmes.
Responsible: World Bank
3. The existing focus areas of girls' education, adult basic education and literacy, and early childhood education should be consolidated.
Responsible: World Bank
4. An adviser for early childhood education should be recruited.
Responsible: World Bank
5. The education of HIV/AIDS orphans should become a thematic focus, and an adviser recruited.
Responsible: World Bank
6. Studies should be carried out on alternative and complementary forms of basic education, their potential for accelerating universal literacy and numeracy, bridging access to formal basic education, and what lessons can be learnt to improve efficiency and learning outcomes in formal basic education.
Responsible: World Bank
7. Studies should be carried out on curriculum development to address educational quality through improved relevance, curricular efficiency and learning outcomes.
Responsible: World Bank
8. A network of curriculum development institutes in Africa should be developed.
Responsible: World Bank
9. Ongoing monitoring should be done of capacity to follow up NETF-supported activities in country at central, regional and district levels. Findings should be reported back at annual consultations.
Responsible: World Bank
10. Studies should be done of inter-sectoral barriers to basic education, such as lack of food security, poor communications, etc.
Responsible: World Bank

11. Best practice of Norwegian NGO and NORAD experiences in education and development relevant to NETF should be made known to the World Bank.
Responsible: NORAD
12. A database of successful educational innovations to improve quality learning in Africa should be developed.
Responsible: World Bank
13. Funding should be made available for pivotal interventions in planning and managing Fast Track activities.
Responsible: World Bank

7.2 Administration

14. NETF should continue in the form of a framework agreement, with annual consultations and regular informal contact between the Ministry of Foreign Affairs and the World Bank. NETF should retain its present flexibility and efficiency.
Responsible: Ministry of Foreign Affairs and World Bank
15. The Multilateral Bank and Finance Section in the Ministry of Foreign Affairs should be supported by the Education Section of NORAD.
Responsible: Ministry of Foreign Affairs
16. The role of the Reference Group should be strengthened by (i) clearer Terms of Reference; (ii) broadening membership to include university colleges, women's universities, and NGOs; (iii) an own meeting prior to the annual consultation; (iv) strengthening LINS' function as a secretariat and increasing remuneration for services; (v) organising the open seminar around issues and themes of the annual report, including papers commissioned from Norwegian expertise, prior to the annual consultation.
Responsible: Ministry of Foreign Affairs
17. Information on NETF, including publications, should be disseminated regularly to World Bank resident missions and NORAD country representations.
Responsible: World Bank and NORAD
18. Ministries involved in education should be informed about NETF (including NETF publications).
Responsible: World Bank resident mission education programme officers; Task Team Leaders/Thematic Foci.
19. NETF should be planned, monitored and replenished to allow for three-year cycles where the nature of the activities demands it, and for one year for other activities.
Responsible: Ministry of Foreign Affairs and World Bank
20. The annual reports should be made clearer, more concise and precise about what is NETF-supported; graphic presentation of data; chart progress in planned, ongoing and completed activities; show activities in relation to outputs and results; and additional information added as annexes. A logical framework should be attached.

Responsible: World Bank

21. Half-yearly activity progress reports should be submitted to the Ministry of Foreign Affairs.

Responsible: World Bank

22. Recruitment of a Norwegian adviser to manage NETF in the Human Development Department Africa Region, should be on a three–four-year basis, with overlapping at takeover.

Responsible: Ministry of Foreign Affairs

23. Co-operation with other main agencies both at regional and country levels (e.g. UNESCO/BREDA, UNICEF) should be strengthened by increasing the volume of partnership activities, until such time as additional trust funds can be established for them.

Responsible: World Bank

24. The outcome of negotiations on the basis of this evaluation should be formalised in an updated agreement between the Ministry of Foreign Affairs and the World Bank's Human Development Department Africa Region. Implementation of the above recommendations of the evaluation should be included in the joint monitoring by the Ministry of Foreign Affairs and the Human Development Department Africa Region, and progress included in the annual report.

Responsible: Ministry of Foreign Affairs and World Bank

Annex 1 Terms of Reference

May 14, 2002

Terms of Reference: Evaluation of the Norwegian Education Trust Fund for Africa

Background

In December 1997 and January 1998 the Norwegian Ministry of Foreign Affairs on the one hand and the International Bank of Reconstruction and Development (IBRD) and the International Development Association (IDA) on the other hand signed a letter of agreement concerning a program for the development of education in Africa, in the framework of the UN Special Initiative for Africa. The intention of the Norwegian Government was to provide a technical assistance grant to support the "Program for the Development of Education in Africa". The program was designed with the objective of supporting the activities conducted by the World Bank (IBRD and IDA) in collaboration with the UN System and other development agencies to accelerate the development of basic education in Africa, including primary education and adult education/literacy. The Bank's activities were to be organised with the long-term objective of *poverty reduction*, the over-arching goal of its development strategy for Africa. The first priority for financing through the Norwegian Education Trust Fund (NETF) for Africa was given to a group of 16 countries in Sub-Saharan Africa (Sub-Saharan Africa) that in 1998 had less than 60 % primary school enrolment. As the work on preparing sector programs for education in these countries has progressed, support for project preparation work has included other countries, and in all, approximately 30 countries have benefited from some kind of NETF financing. The initiatives have been carried out during a period when many donors have been relatively strongly motivated to finance education in Africa.

The Bank undertook to implement the activities of the program that were to be financed by the Norwegian grant. The first agreement covered the period until September 2000, but has been renewed until December 31, 2003. The initial grant approved was NOK 50 million, and the fund has been replenished several times, so that the total amount approved by December 2001 was NOK 172 million (about USD 20 million).

When the NETF was approved, it was designed to finance activities to support:

- Preparation at the country level of technically sound and financially sustainable education sector development programs. (This purpose has accounted for approximately 27 % of total disbursements from inception until December 2001.)
- Multi-country workshops focusing on laying the foundation for successful implementation of such programs. (Approximately 23 % of disbursements until December 2001.)
- Targeted activities to remove particularly severe barriers to the development of basic education, including low access and retention of girls in primary education (approximately 7 % of disbursements have been for girls' education), and low adult literacy of women (10 % of total disbursements have been devoted to adult basic education, and a major part of them have been for women).

During the period 1998-2001, three trends were apparent in the type of activities supported, all within the group of "targeted activities", i. e. support for:

- Early Childhood Development (Early Childhood Development) programs. (Approximately 10 % of disbursements from NETF inception until December 2001.)
- School health issues. (Approximately 3 % of disbursements since inception.)
- Multi-country analytical work, including major work programs on vocational skills development and secondary education. (Approximately 6 % of disbursements.)

The Bank has cooperated closely with UNESCO in the implementation of several NETF related activities. UNESCO has had a key role in arranging workshops.

An internal assessment of the performance of the Norwegian Education Trust Fund has been carried out in 2001 within the Human Development Department of the Africa Region in the World Bank. One hundred questionnaires were sent to key officials in beneficiary countries and other stakeholders that had participated at least twice in NETF financed seminars. They were asked to answer questions about the relevance of NETF's objectives and strategy, about the coherence, effectiveness and impact of NETF activities, and overall lessons to be learned. According to those who answered (54 individuals), NETF has performed well. Tentative conclusions indicate that the NETF's objectives and support strategies are essentially well adapted to the expressed needs; that activities were carried out in accordance with defined objectives and strategies; that capacity-building has occurred and is reflected in the development of the countries' education programs; and that NETF resources may have been used in an efficient manner. However, this assessment is based upon a very small sample of respondents, and trends in emerging positive signs are judged to be fragile.

Major objectives of the present evaluation

The main purposes of this evaluation are:

1. To describe the activities financed by the Norwegian Trust Fund for Education in Africa.
2. To assess the activities in relation to the objectives of preparing and implementing sound and financially sustainable education sector development programs.
3. To assess to what extent the activities have contributed to the removal of severe barriers to the development of basic education, including primary education and adult education/literacy, in particular for women.
4. To assess the degree of coordination and complementarity that exists between NETF financed activities and other activities in the education sector in African countries.
5. To give, on the basis of a comprehensive understanding of the trust fund and the activities financed, an assessment of the possible *added value* of channelling Norwegian money through the fund.

The interests of African countries should be a key element throughout the evaluation.

Issues to be covered

The evaluation should focus upon the central characteristics of the NETF activities, emphasise the elements that are intended to give effect to the stated objectives, and the degree to which these elements are implemented, perform and have effects as intended. Particular attention should be given to the following issues:

1) Relevance

Relevance of the objectives and strategic orientation of NETF support to the priorities and significant needs of educational development in Africa as these needs are perceived by African stakeholders, and reflected in the education strategies of countries benefiting from NETF financed activities.

2) Efficiency

Efficiency of the aid intervention process, judged by the degree to which the outputs achieved under various activities derive from the efficient use of financial, human and material resources, and measured on the basis of best practice standards. In this context, it is particularly important to assess the possible added value of channelling Norwegian resources through this fund. The kinds of activities to be covered should in particular include education sector development programs, adult basic education, and activities related to school health and AIDS orphans.

3) Sustainability

Factors influencing the possibilities of beneficiary countries to keep up the level of education planning activities after the completion of NETF financed programs, and IDA's ability to finance the preparation of education programs after the conclusion of NETF activities. The sense of national and local ownership to NETF financed activities should be assessed in this connection.

4) Decision-making processes

Decision-making processes, including an assessment of the influence of different stakeholders in Norway (MFA, other Norwegian members of the NETF Reference Group), in the World Bank in Washington, D. C., and in beneficiary countries; and an assessment of criteria applied for selecting countries to benefit from the various kinds of activities.

5) Transparency

Openness of administrative procedures regarding country selection, definition of programs, choice of experts and approval of teaching material. Access for stakeholders inside and outside the World Bank to accounting data regarding the activities financed.

6) Organisation

The organisation of the activities, and the distribution of responsibilities among the different stakeholders, including an assessment of how the activities have been coordinated with other donor efforts in the education sector, and an assessment of the possible merit of financing such an extensive number of different activities through NETF.

7) Quality assurance

Routines established to guarantee the quality of education sector development programs, of workshops, and of targeted activities to remove barriers to the development of basic education, including analytical work on the impact of the HIV/AIDS pandemic on the education system and on vocational skills development. Quality assurance should be assessed through a selection of programs.

Conclusions and recommendations

The conclusions should indicate the essential effects of the NETF program, the major strengths and weaknesses of its design and implementation, and highlight its comparative advantages. The recommendations should extract the implications of the evaluation's conclusions and suggest adjustments/improvements in design and implementation of the program, including useful alternative ways of channelling such support for education activities in African countries. Conclusions and recommendations should address education activities and administrative procedures separately . Recommendations should be feasible and realistic, and should identify responsibilities for follow-up.

Methodology and scope

The evaluation should include a desk study and field studies. The internal assessment already carried out by the Human Development Department of the Africa Region in the Bank should be studied in particular, but the planned evaluation should be wider in scope, and should be planned and implemented independently of this internal assessment.

For background information the evaluators should study relevant written material in the Ministry of Foreign Affairs and the World Bank, such as evaluations, annual and other reports. The evaluation team should interview key people in the Ministry, the Bank, UNESCO and the UNESCO-related institution of ADEA (Association for the Development of Education in Africa). In addition, the evaluation should include in-depth studies of programs in three countries where NETF financed activities have been relatively important: Mali, Uganda, and Zambia.

The evaluation should indicate the following *quantitative* elements:

- Financial contributions to the Fund 1998-2001
- Disbursements during the same period, specified by years, types of programs, beneficiary countries and regions/sub-regions.
- NETF's major outcomes with corresponding percentages of expenditure, broken down in a table on major country-specific outcomes and major regional/subregional outcomes.

Important *qualitative* elements should include:

Description and assessment of NETF financed programs in each of the three countries mentioned above according to the general criteria of relevance, efficiency, sustainability, and transparency. It is of particular importance to analyse the relationship of NETF financed activities with the Poverty Reduction Strategy Paper

process in each country. In all the three countries, and in particular in the case of Zambia, it is important to assess how NETF financed activities are coordinated with processes financed by NORAD (the Norwegian Agency for Development Cooperation) in order to improve education and reduce poverty. Description and assessment of efforts undertaken in MFA Norway, the World Bank and UNESCO according to all the seven general criteria specified above. A brief report (circa 5 pages) should be prepared for each of the three countries and for each of the three institutions. Upon the basis of these reports, a synthesis should be prepared for the evaluation report, assessing the NETF activities according to all eight criteria, with particular focus upon needs of beneficiary countries.

Evaluation team

The core team should comprise at least 4 persons with professional competence within the areas of education, economics, and social science. The team should have members with special knowledge regarding education programs in developing countries in Africa, and with experience from the evaluation of social development projects. Among themselves the team members should possess knowledge and competence on Mali, Uganda and Zambia. Language requirements within the team are English, Norwegian and French. Knowledge of one or more relevant local languages in the three African countries will be considered an asset. The core team could be supported by local experts in each of the three countries. The team should be assisted by a quality assurance group of senior evaluators and/or researchers.

Reporting of findings

The evaluation should result in a final report not exceeding 40 pages, including an executive summary of maximum 4 pages. The evaluation team will write a maximum two-page summary of major findings and recommendations, for publication in the Ministry of Foreign Affairs' Evaluation Summary series.

Throughout the evaluation, the team must make efforts so that the evaluation becomes a participatory learning experience for persons and institutions in Norway related to the trust fund. The team shall offer debriefings at institutions visited abroad. During the preparation of the report and at its conclusion, the team shall present main conclusions and recommendations to Norwegian stakeholders.

Timing

The evaluation should start 15 days after the expiry of the time limit for presenting tenders. The final report should be submitted by December 16, 2002.

Annex 2 Institutions and persons consulted

Ministry of Foreign Affairs:

Jan Dypfest, Deputy Director General

- Sigurd Endresen, Senior Adviser Evaluation section
- Olav Seim, Senior Adviser Multilateral Bank and Finance Section
- Sidsel Volan, Senior Education Expert, NORAD
- Elisabeth Heen, Education Adviser, NORAD
- Berit Feldberg, Acting Education Adviser, NORAD

Reference group:

- Ulf Lie, Centre for International University Co-operation
- Rune Nielsen, Vice-chancellor, University of Bergen
- Dankert Vedeler, Ministry of Education
- Robert Smith, LINS
- Ellen Carm, LINS

World Bank Africa Region Human Development Department:

- Birger Fredriksen, Senior Education Adviser
- Jon Lauglo, Senior Education Specialist
- Jacob Bregman Lead Education Specialist
- Steffi Stallmeister, Young Professional
- Julieta Watlington, Consultant
- Ivar Strand, Consultant
- Arvil Van Adams, Lead Social Protection Specialist
- Richard Johansen, Consultant
- Paud Murphy, Lead Education Specialist
- Xiaoyan Liang, Education Specialist
- Mourad Ezzine, Lead Education Specialist
- Robert Prouty, Lead Education Specialist
- Dzingai Mutumbuka, Sector Manager Human Development
- Susan Opper, Senior Education Specialist
- Don Bundy, Lead Specialist
- Jee-Peng Tan, Lead Economist
- Alain Mingat, Lead Education Specialist
- Oey Meesook, Sector Director Human Development
- Cathal Higgins, Senior Education Specialist

UNESCO Paris:

- Bogino, Mr, UNICEF, Project Officer Development
- Buchert, L, (Mme) UNESCO Paris
- Choi, S-H, (Mme) UNESCO Paris, Chef de l'Unité Petite Enfance & Education Familiale
- Schnuttgen, S, (Mme) UNESCO Paris, Basic Education Division

BREDA:

- Armoogum Parsuramen, Director

ADEA:

- Mamadou Ndoeye, General Secretary

Mali:

- Ba, Y, (Mr) Ministère de l'Education, Directeur Administrative et Financière
- Cisse, F, (Mme) Norwegian Church Aid Bamako, Conseiller Programme National
- Diakite, B, (Mr) Directeur du Centre National des Ressources de l'Education Non formelle
- Diarra, A, (Mr) Centre National de l'Education, Directeur National
- Diarra, M, (Mr) Président de la Fédération de APE in Mali, et d'autres membres de la Fédération
- Jong, M de, (Mr) spécialiste Santé à l'Ambassade des Pays Bas à Bamako
- Konate, A, (Mr) Economiste, Banque Mondiale Bamako
- Ky, A, (Mr) Spécialiste education, Banque Mondiale Bamako
- Ley, I von der, (Mme) Conseiller technique principal, GTZ
- Maïga, A, (Mme) spécialiste éducation des filles, Banque Mondiale Bamako
- Maïga, B, (Mr) Ministère de l'Education, Direction Nationale de l'Education de Base, Directeur National Adjoint, Directeur de l'Education Préscolaire
- Niamele, A, (Mr) Directeur Adjoint de la Cellule du Plan et de la Statistique
- Pettersen, S, (Mr) Norwegian Church Aid, Regional Adviser West Africa, Bamako, Consul of Norway
- SNEC, Membres du Syndicat des Professeurs au Mali
- Soumano, K Y, (Mme) Ministère de l'Education de Base, consultante filles
- Togo, B, (Mr) Secrétaire Général du Ministère de l'Education National.
- Traore, S, (Mr) Directeur Adjoint du Centre National de l'Education,
- Yao, Y, (Dr) UNESCO Bamako, Programme Coordinator

Uganda:

- Acato, Y, (Amb) Commissioner for Higher Education, Ministry of Education and Sports
- Babivye F, (Ms) Research & Evaluation, National Curriculum Development Centre
- Batanudde, S, (Mr) Education Officer, Luwero District
- Bigirimana, P, (Mr) Under Secretary Finance & Administration, Ministry of Education and Sports
- Bitamazire, G (Mme) (Hon) Minister of State for Education & Sports (Primary Education), Ministry of Education and Sports
- Chief Administrative Officer, Mukono District
- Dhatemwa, G, (Mr) Assistant Commissioner Planning & Budgeting, Ministry of Education and Sports
- Emmanuel, K.M, (Mr), Acting. Director, National Curriculum Development Centre
- Inspector, Mukono District

- Gamurorwa, A, (Ms), Communications specialist, Nutrition and Early Childhood Development Project
- Kalanzi, D, (Mr) HIV/AIDS officer, UNESCO National Commission
- Kamya, H, (Mr) Acting Deputy Director, National Curriculum Development Centre
- Karlsnes, H, (Mr) Counsellor, Embassy of Norway
- Kibenge, A, (Mr) Senior Assistant Secretary & Public Relations Officer, Ministry of Education and Sports
- Kissekka, E, (Mr) Education Manager, Luwero District
- Kyaka, A, (Mr) Senior Education Officer Secondary Education, Ministry of Education and Sports
- Lotsberg, R, (Ms), 2nd. Secretary Development, Embassy of Norway
- Lugujjo, E, (Dr) Vice-chair, UNESCO National Commission
- Lukabwe, F, (Mr) Advisor, Ministry of Gender, Labour and Social Development
- Luswata, S, (Dr) Programme Officer, UNICEF
- Mansa, N, (Ms), Chairperson Education Committee, Luwero District
- Mayanja, T, (Ms) General Secretary, Uganda Teachers' Association
- Acting Commissioner Business, Technical and Vocational Education and Training, Ministry of Education and Sports
- Murabire, T, (Mr) Inspector, Luwero District
- Mutumba, J, (Dr) Co-ordinator, Nutrition and Early Childhood Development Project
- Muzimbi R. (Mrs) Acting Commissioner Pre-primary & Primary Education Ministry of Education and Sports
- Nakkazi, A, (Mrs) Secretary-General, UNESCO National Commission
- Nannyonjo, H, (Ms) Senior Operations Officer, World Bank, Kampala
- Ntegyereize, S, (Mrs) Assistant Commissioner Disability and Elderly, Ministry of Gender, Labour and Social Development
- Okech, A, (Mr), Professor, Makerere University
- Okot, M, (Mr) Deputy General Secretary, Uganda Teachers' Association
- Ritumo, R, (Mr) Programme Co-ordinator, Uganda Teachers' Association
- Rwnadire, M, (Mrs) Gender Desk Officer, Ministry of Education and Sports
- Situma, J, (Mr) Deputy General Secretary, Uganda Teachers' Association

Zambia:

- Bentsen, N, (Mr) DANIDA, Education adviser
- Brooker, F, (Mr) Programme Coordinator of Education Sector Support Programme III in the Ministry of Education
- Bwalya, A, (Mrs) Dzithandizeni, Assistant Training Manager
- Chengo, A, (Mr) Basic Education Sub-Sector Investment Programme Operations Manager
- Chilangwa, B, (Mrs) Ministry of Education, Permanent Secretary
- Chinanda, F, (Mrs) Zambia National Commission for UNESCO
- Chiwela, J, (Mrs) Peoples Action Forum, Executive Director
- Halstrom, T, (Mrs) First Secretary/Education Specialist, Royal Norwegian Embassy
- Huguenin, B, (Mr) First Secretary Royal Netherlands Embassy
- Kaimbo, B, (Mrs) Zambia Business Institute, Acting Registrar

- Kanyika, J, (Mr) Ministry of Education, Planning Manager
- Kaulule, S, (Mrs) Ministry of Science, Technology and Vocational Training, Chief Technical, Enterprise and Vocational Education and Training Officer
- Kayombo, G, (Mrs) Lusaka Business and Technical College, Librarian
- Malambo, F, (Mrs) Ministry of Education, Coordinator HIV/AIDS Education
- Mapoma, J, (Mrs) Ministry of Science, Technology and Vocational Training, Permanent Secretary
- Moomba, W, (Mr) Dzithandizeni, Project Director
- Mulenda, A, (Mr) Minister of Education of Zambia
- Mundena, GC, (Mr) Zambia Business Institute, Acting Principal
- Mwale, G, (Mr) Zambia National Commission for UNESCO, Director
- Mwanachingwala, Mr, Zambia National Union of Teachers, General Secretary
- Ndebele-Shawa, M, (Mme) Ministry of Science, Technology and Vocational Training, Technical, Enterprise and Vocational Education and Training Dev. Programme, Monitoring and Evaluation Manager
- Nkanza, P, (Mr), Technical, Enterprise and Vocational Education and Training, Director General
- Nyemba, H (Mrs) Ministry of Education, Curriculum Development Specialist
- Phiri, F, (Mrs) Dzithandizeni, Training Manager
- Sakala, M, (Mr) Ministry of Science, Technology and Vocational Training, Technical, Enterprise and Vocational Education and Training Dev. Programme, Finance Manager
- Siamatowe, S. (Mr) Senior Education Specialist, World Bank, Lusaka
- Sikazwe, A, (Mr) Chief Inspector of Schools in the Ministry of Education
- Sinkala, E, (Mrs) Ministry of Education, Coordinator Equity and Gender
- Sivile, E, (Mr) Ministry of Science, Technology and Vocational Training, Deputy Permanent Secretary
- Tambulukani, G, (Mr) Consultant Teacher Education, Education Programmed Evaluation
- Zulu, L, (Mr) Lusaka Business and Technical College, Director

Annex 3 Letter of agreement concerning NETF

December 1, 1997

Director General
Royal Minister of Foreign Affairs
Department of Global Issues
Development Bank Section
Postboks 8114 Dep.
N0032 Oslo I
NORWAY

Dear Sir,

Letter of Agreement between the Kingdom of Norway and the International Bank of Reconstruction and Development and the International Development Association concerning the financing of the Program for the Development of Education in Africa in the framework of the UN Special Initiative for Africa

1. With reference to Our fax of December 23 and Your subsequent communication, notably Your letter of July 1, 1997 and November 4 1997, we are pleased to Acknowledge on behalf of the International Bank for Reconstruction and Development Association (IDA) (hereafter referred to as the Bank) the intention of the Government of the Kingdom of Norway acting through the Royal Ministry of Foreign Affairs (the Government) to make available to the Bank the sum of Fifty Million Norwegian Kroner (NOK 50 million) as a technical assistance grant (the Grant) for the Governments support to the "Program for the Development of education in Africa, within the Framework of UN Special Initiative for Africa (hereafter referred to as Program). This amount will be transferred to the Bank following the Procedures outlined below, by the end of calendar year 1997. The Bank understands that the Government intends to make additional resources available to the Bank in 1998 in support of the Program.

2. The Program is designed to support the activities conducted by the Bank in collaboration with the UN System and other development agencies and within the framework of UN Special Initiative for Africa to accelerate the development of especially basic education in Africa. The Bank will implement the activities of the Program financed by this Grant. The activities contained in the Program supported by this Grant will be implemented over the three- year period September 1, 1997 to September 1. 2000.

3. Following confirmation of this letter by you, the Government will deposit NOK million in Account

"T" (IDA/ Cash Account #0629-0-35636, hereafter the "T-Account), maintained with the Norges Bank.

4. When making payment, the Government will instruct the Norges Bank to the IBRD's Cash Management Department as to the amount received; that it is from the Government of Norway for the Program, No. TF021432, and the date of deposit. In addition, when arranging for the deposit, the Government will also fax a copy of its deposit instruction to the Office of the Trust -Funds Administrator in the Bank, utilizing fax No. 202-522-3397.

5. The Grant funds will be administrated by the Bank on behalf of the Government in accordance with the terms of this letter and be co-financing and Technical Framework agreement between the Government and the Bank dated March 9, 1994 (hereafter the "Framework Agreement"). The Grand funds deposited in the T-Account will be kept separate and apart from the funds of the Bank. The Grant funds may be commingled with other trust funds assets maintained in the T-Account. The Bank will be entitled to draw on the T-Account to pay the fees, travel and other reimbursable costs of the consultants recruited by the Bank and other related expenditures of the Program. The funds in the T-Account may be freely exchanged by the Bank into other currencies as may facilitate their disbursement.

6. In order to assist in the defrayment of the internal costs of administration and other expenses incurred by the Bank under this Agreement, the Bank will retain the investment income from the Government contribution, provided that the cumulative amount of the investment income retained by the Bank shall not exceed an amount equivalent to three percent (3.0%, 150 000 NOK) of the Grant

7. The Bank will exercise the same care in the discharge of the functions described in this letter as it exercises with respect to the administration and management of its own affairs and shall have no further liability to the Government in respect thereof.

8. The selection and recruitment of consultants and the administration and enforcement of any Provisions of and agreement entered into between the Bank and the consultants and/or third parts, will be the responsibility solely of the Bank and will be carried out in accordance with its normal procedures.

9. The Bank will maintain separate records and ledger accounts in respect of the funds in the T-Account and disbursements made therefrom for the program. An inaudited financial statement in Norwegian Kroner with respect to the Grand will be prepared by the Bank and provided to the government on a quarterly basis and promptly after completion of the disbursement of the Grand. Except as the Government and the Bank may otherwise agree, any Grand funds remaining in the T-Account upon the completion of the Program will be returned to the Government.

10. The Bank will be responsible for the supervision of the Program and will, at behalf of the Government and in accordance with the **Framework Agreement**, keep the Government informed of the progress of Program implementation. In addition to regular reporting, implementation of the Program will be monitored through annual consultation meetings between the Bank and the Government. At these meetings the Bank will report on achievements under the Program so far and propose a work

program and a budget for the upcoming year. The initial Program as outlined in the Proposal dated January 31, 1997, and amendment in our letter of November 7, 1997 would be adjusted as required during these meetings to reflect experience gained in the previous year, including changes in the beneficiary countries.

11. The arrangements covered by this letter may be terminated by either party with three (3) months prior notice in writing. Upon such termination unless the parties hereto agree the another course of action, (a) any agreement entered into between the Bank, the consultants, and /or third parties shall not be affected by the termination and the Bank shall be entitled to continue withdrawals from the T-Account in respect of such agreements had not been so terminated, and (b) any balance in the T-Account shall be returned to the Government, and the Bank's functions pursuant hereto shall be considered terminated. Promptly after termination the Bank shall furnish to the Government a final report and a financial statement of the T-Account.

12. The office in the Bank responsible for coordination of all matters related to the implementation of the Program is:

Human Development, Africa Region
The World Bank -
1818 H Street, N.W.
Washington DC 20433
U.S.A.
Telephone: (202) 473-5033
(202) 477-2900

13. We propose that this letter shall upon your confirmation in the manner indicated below constitute an agreement between the Government and the Bank.

Sincerely,

Birger Fredriksen
Sector Development
Human Development
Africa Region

Confirmed and agreed:

Annex 4 Detailed overview of NETF activities and expenditure

The following overview is based on NETF monitoring data in the World Bank as of October 2002.

World Bank reports estimate that NETF financing amounted to \$ 19 million by the end of 2002. This financing has supported activities that are linked to preparation of Education Sector Development programmes or identified focus areas that are considered to be main obstacles in reaching Education for All.

Table 1 below details annual NETF disbursements for

1. Trust Fund Coordination,
2. Education Sector Development programmes separating
 - Preparation of national Education Sector Development programmes (through World Bank sector support programme preparation) including support under thematic focus areas
 - Regional activities, including workshops, studies and strategy development, and other capacity building activities, and
 - Collaboration, including workshops, studies and strategy development, and other capacity building activities
3. Regional activities to support thematic focus areas, including workshops, studies and strategy development, and other capacity building activities

Table 1. NETF financing per type of activity (US\$)

	1998-1999	%	2000	%	2001	%	2002 (est.)	%	TOTAL	%
Trust Fund coordination	332 494	10	129 170	2	189 350	4	123 977	3	77 4991	4
Education sector programme total	2 183 136	67	4 212 983	71	3 182 518	64	2 878 330	59	12 456 967	65
National education sector programmes	905 929	28	2 461 464	41	2 442 296	49	1 791 597	36	7 601 286	40
Regional Activities	836 931	26	1 229 296	21	500 087	10	47 911	1	2 614 225	14
Collaboration	440 276	14	522 223	9	240 135	5	1 038 822	21	2 241 456	12
Focus area regional	723 877	22	1 591 727	27	1 633 140	33	2 135 934	42	6 084 613	31
Girls' education	135 724	4	332 402	6	156 093	3	50 870	1	674 999	3
Adult Basic Education and Literacy	395 364	12	252 218	4	143 110	3	43 433	1	834 124	4
Early Childhood Development	192 789	6	630 513	11	422 627	8	330 581	6	1 576 509	8
Education and Health			256 987	4	344 158	7	311 201	6	912 373	5
Skills Development			119 607	2	498 645	10	599 245	12	1 217 497	6
Secondary Education					12 999	0	231 416	5	244 415	1
Quality improvement of primary education							258 872	5	258 872	1
Human Development inputs to Poverty Reduction Strategy					55 508	1	310 316	6	365 824	2

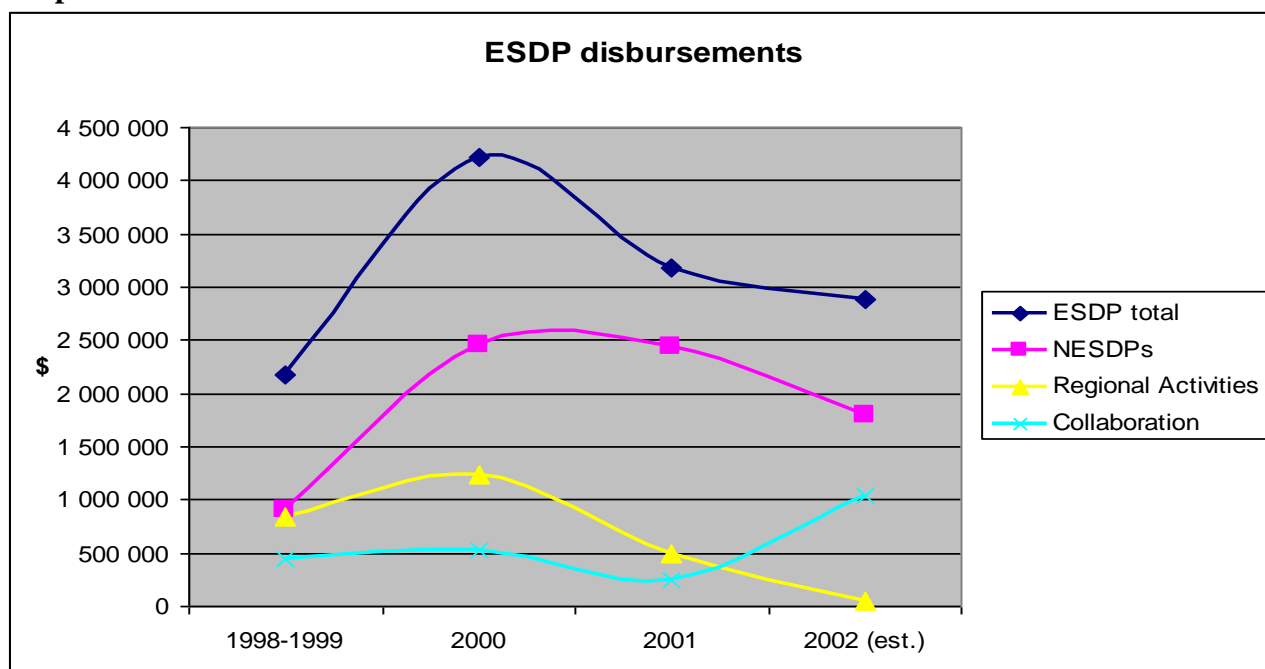
Papers/Education for All									
TOTAL	3 239 507	5 933 880	5 005 008	5 138 241	19 316 569				

Source: World Bank NETF monitoring data

Education sector development programmes/Education sector programmes

Education sector programmes consist of three types of activities: (1) country specific preparation of national education sector development programmes (education sector programmes), which has received some 40% of the total NETF funding. This will be preparation of World Bank sector support programmes integrated with the preparation of education sector programmes; (2) Regional Activities comprising largely of workshops with participants from several Sub-Saharan African countries and organisations, studies and strategy work and other capacity building activities; (3) collaboration and partnership activities with other organisations such as UNESCO and ADEA.

Graph 1.



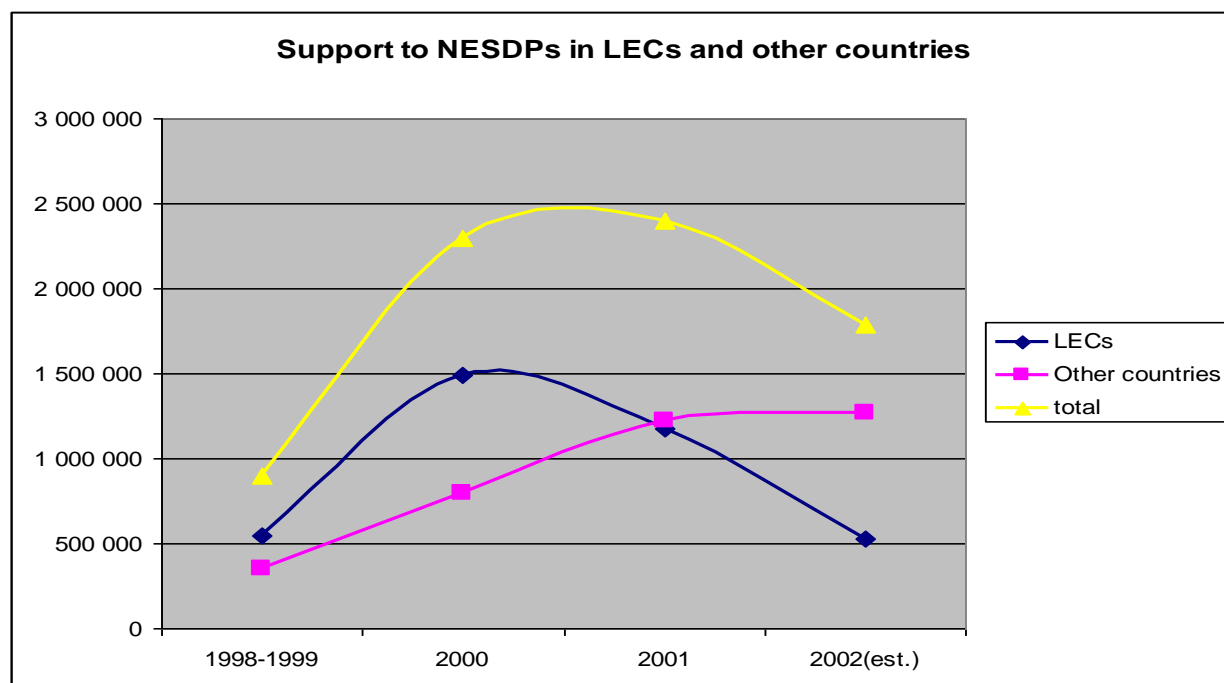
Source: World Bank NETF monitoring data, Oct. 2002

National education sector programmes

Support to national education sector development programmes (integrated in World Bank sector support programme preparation) constitutes the biggest expenditure category in NETF. In five years the total support to education sector programmes amounts to \$ 7,6 million, which is about 40% of the total NETF expenditure. NETF has supported education sector development programme preparation in 12 Low Enrolment Countries out of 16 originally prioritised, and in 18 other countries. NETF support has been provided to the preparation of 76 programmes or programme components in all, of which 40 were in Low Enrolment Countries and 36 in other countries. This suggests that NETF support to Low Enrolment Countries may have been more comprehensive and versatile as compared to the support to other countries where fewer education sector programme components have been supported. As

Graph 2 below shows, the Low Enrolment Countries were prioritised in the first years of NETF operations but since 2001, other countries have received more support. In total, Low Enrolment Countries have received 51 % of NETF support to national education sector programmes.

Graph 2.



Source: World Bank NETF monitoring data, Oct. 2002

At country level, the amount of NETF support has varied greatly. The biggest recipients are Nigeria, Mozambique, Chad and Uganda. The average support is \$246,154 per country. The volume of support to each country varies according to a combination of factors such as need (number of activities needed, scale of participation), time taken, absorptive capacity, and availability of other funding.

In total the education programmes that have been prepared with NETF support have attracted IDA lending of \$1,006 million through World Bank sector support programmes. In addition, the amount of IDA money in programmes in the pipeline is \$533 million. The value-added efficiency in financial terms is considerable (contribution of approximately \$7.6 million), even allowing for the fact that NETF is only one contributor to programme preparation.

Table 2. Amount of NETF support to country specific education sector programme preparation (US\$)

Low Enrolment Countries	1998-1999	2000	2001	2002(est.)	TOTAL	Bank approval	IDA-lending (\$ million)
Mozambique	78 121	195 653	232 238	219 775	725 787	Feb. 1999 March 2002	71 60
Chad	63 424	303 841	297 172	51 524	715 961	Pipeline	(42)
Guinea	116 914	133 871	124 710	7 020	382 514	July 2001	70
Eritrea	11 000	105 846	146 734	71 596	335 176	Pipeline	(30)
Djibouti	16 450	255 519	59 171	0	331 140	Dec. 2000	10

Mali	63 005	141 044	105 164	5 600	314 813	Dec. 2000	45
Senegal	15 331	98 714	76 925	80 128	271 098	June 1996 April 2000	12.6 50
Burkina Faso	76 712	41 312	25 840	80 000	223 864	Jan 2002	33
Rwanda	943	121 947	60 524	0	183 414	June 2000	35
Niger	37 646	29 872	29 254	7 825	104 597	Pipeline	(30)
Ethiopia	60 618	21 789	2 724	0	85 131	June 1998	100
Guinea-Bissau	4 250	44 700	13 583	0	62 533	June 1997	14
TOTAL Low Enrolment Countries	544 415	1 494 107	1 174 038	523 469	3 736 029		500,6 (Pipeline 102)
Other countries	1998-1999	2000	2001	2002(est.)	TOTAL		
Nigeria	0	22 762	413 229	408 871	844 862	May 2000 Dec. 2000 pipeline	55 60 (100)
Uganda	199 063	81 033	118 489	111 055	509 640	May 2001 March 1998	50 73
Cameroon	43 302	415 496	25 861	0	484 659	pipeline	(25)
Mauritania	62 834	23 858	95 123	58 005	239 820	Oct. 2001	49
Zambia	0	75 306	108 753	31 393	215 452	June 2001	25
Malawi	0	23 829	134 563	56 008	214 400	pipeline	(30)
Ghana	0	0	121 953	86 133	208 086	pipeline	(50)
Tanzania	6 521	4 900	25 945	168 044	205 410	Oct. 2001	150
Burundi	16 699	31 044	68 537	62 653	178 933	June 2002 pipeline	7 (15)
Kenya	134	29 875	69 087	65 259	164 355	pipeline	(40)
Cape Verde	16 229	39 011	13 227	38 375	106 842	May 1999	6
Swaziland	0	0	15 375	76 107	91 482	pipeline	TBD
Madagascar	0	34 333	14 414	0	48 747	March 1998	65
Zimbabwe	0	0	0	45 494	45 494	pipeline	(101)
Gambia	8 136	0	0	35 157	43 293	pipeline	(20)
Mauritius	0	0	0	22 665	22 665	May 2002	40
Ivory Coast	0	19 340	-7 321	2 909	14 928	pipeline	(50)
Togo	0	0	9 536	0	9 536	?	?
TOTAL other countries	352 919	800 786	1 226 771	1 268 128	3 648 604		580 Pipeline 431)
Unspecified	8 596	166 570	41 487	0	216 654		
GRAND TOTAL	905 929	2 461 464	2 442 296	1 791 597	7 601 286		

Support to national education sector programmes comprises both support to preparing an education sector programme as such and to different focus areas feeding in to the education sector programmes. Table 3 (below) shows the amount of support to national education sector programmes per se and under different focus areas. The total number of countries supported is in brackets. It is evident that except for the first two years of operation, national education sector programme preparation has concentrated almost solely on the education sector programmes per se. Hence, the dramatic increase in national education sector programme financing in 2000 is due to the financing of national education sector programme programmes in Low Enrolment Countries.

Table 3. NETF support to national education sector programmes proper and focus areas (US\$)

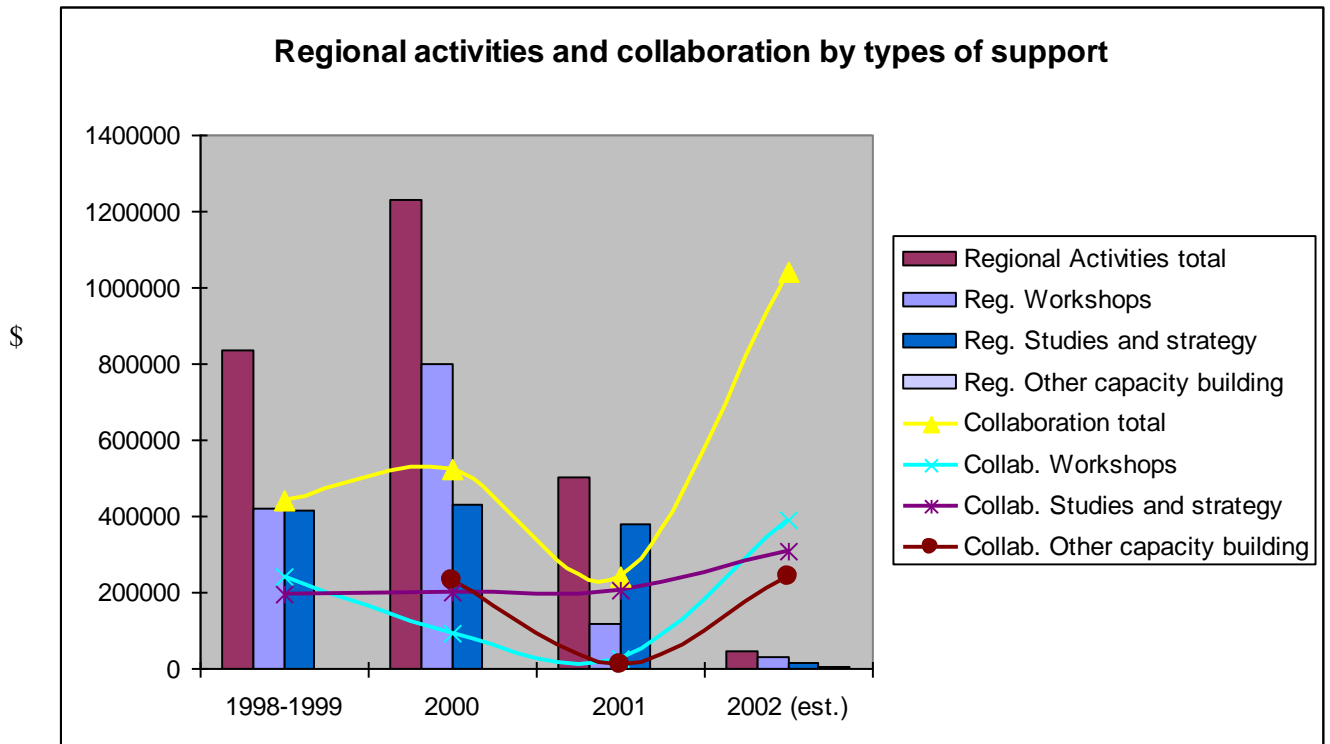
	1998-1999	2000	2001	2002 (est.)	TOTAL
National education sector programmes	905 929	2 461 464	2 442 296	1 791 597	7 601 286
Education sector programme proper (29)	358 532	1 683 133	1 792 429	1 382 471	5 216 565
Girls' education (8)	215 532	106 471	133 050	7 100	462 153
Adult Basic Education (10)	248 759	303 497	124 768	142 409	819 433
Early Childhood Development (13)	83 106	256 853	173 482	51 197	564 638
Education and Health (3)	0	23 947	15 375	56 611	95 933
Skills development (4)	0	87 564	152 492	98 427	338 483
Secondary education (1)	0	0	0	35 000	35 000
Human Development inputs to Poverty Reduction Strategy Papers/Education for All (8)	0	0	50 700	18 382	69 082

Source: World Bank NETF monitoring data

Regional activities and collaboration

Education sector programme expenditure also includes regional activities and collaboration with different partners. In total these two categories have received 26 % of the NETF support (\$4.85 million). In 1998 and 1999 regional activities and collaboration received 40% of total NETF disbursements, but except for support for collaboration in 2002, the funding has decreased. This downward trend with a new rise in collaboration in 2002 is highlighted in Graph 3 below.

Graph 3



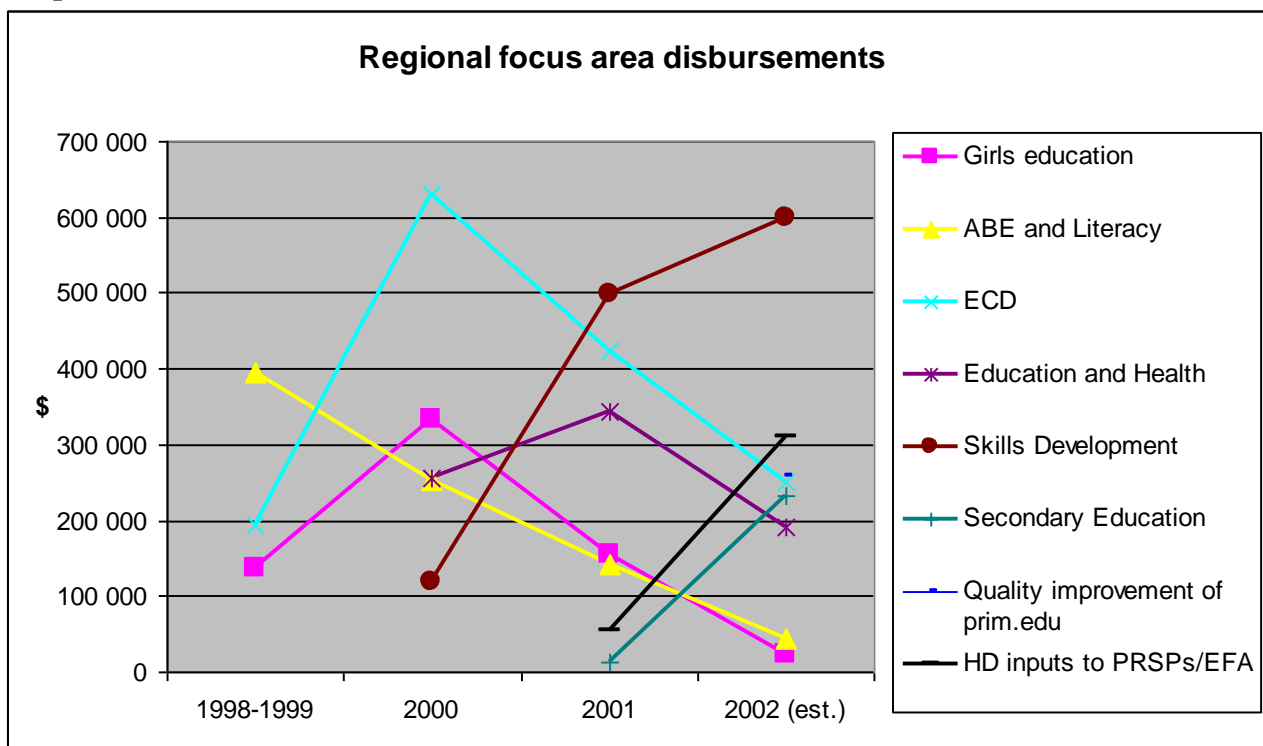
Focus areas

Support to certain focus areas originates from the identified obstacles and constraints to quality basic education for all. Originally there were three focus areas supported by NETF: Girls’ Education, Adult Basic Education and Literacy (Adult Basic Education) and Early Childhood Development. With the evolution of NETF, new focus areas have been introduced every year. School Health and Nutrition, Skills Development, and General Secondary education were introduced in 2000, human development inputs to Poverty Reduction Strategy Papers and Education for All processes in 2001 and Quality Improvement of primary education in 2002.

Regional support to focus areas, excluding national education sector programme preparation

Regional support to focus areas includes support to 1) workshops, 2) studies and strategy development and 3) other capacity building activities. It must be noted that support to national education sector programmes under focus areas is not included here. The absolute amount of support and the share of regional focus areas of total NETF support have increased steadily. In 1998 and 1999 the share of NETF financing for regional focus areas was 22% , and in 2002 it is estimated to reach 42%.

Graph 4.



Source: World Bank NETF monitoring data, Oct. 2002

Focus areas including support to national education sector programmes

Regional focus areas have received almost \$6.1 million. Added to country-specific support to education sector programmes under focus areas, the total amounts to \$8.5 million, i.e. half of the total NETF financing. Apart from education sector programmes, support to focus areas has increased every year, but if the national education sector programmes are included in the analyses, the largest amount of support to focus areas was allocated in 2000, when there were several focus area components under preparation of national education sector programmes.

The original three focus areas of Girls' Education, Adult Basic Education and Early Childhood Development all received NETF support in 1999 and over 90% still in 2000. In 2002 these three areas will receive only some 25% of focus area support. Skills development has become the most important focus followed by Human Development inputs to Poverty Reduction Strategy Papers and Education for All. Yet, in total, the amount of support to the first three focus areas is still at the top of the list together with Skills Development. Early Childhood Development has received 10% of the total NETF support, Adult Basic Education and Skills Development a little less.

Table 4. Support to focus areas, national education sector programmes included. (US\$)

	1998-1999	2000	2001	2002(est)	total
Girls' education	351 256	438 783	289 143	57 970	1 137 152

Adult Basic Education	644 123	555 715	267 878	185 842	1 653 558
Early Childhood Development	275 895	887 366	596 109	381 778	2 141 147
School health	0	280 934	359 533	246 744	887 211
Skills development	0	207 171	651 137	697 672	1 555 980
Secondary education	0	0	12 999	266 416	279 415
Quality improvement				258 872	258 872
Human Development inputs to Poverty Reduction Strategy Papers	0	0	106 208	328 698	434 906
TOTAL	1 271 300	2 369 968	2 283 007	2 545 059	8 468 334

The introduction of new focus areas and decreased share of the old focus areas are due to reduced expenditure on national education sector programmes and other capacity building activities, and increases in studies and strategy.

Graph 5

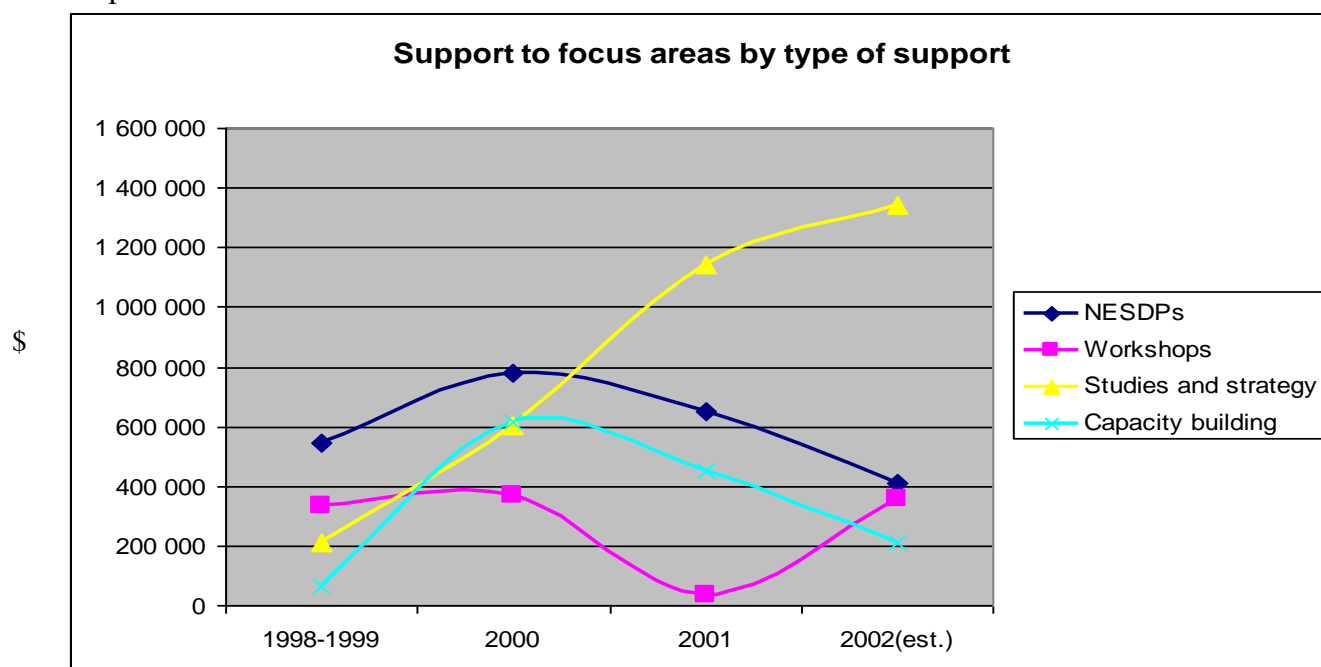


Table 5. Girls' education

All in US\$

	1998-1999	2000	2001	2002(est.)	total
National education sector programmes	215 532	106 471	133 050	7 100	462 153
Workshops	87 543	42 239			129 782
Studies and strategy	27 781	250 342	156 093	24 414	458 630
Capacity building	20 400	39 731		26 456	86 587
TOTAL	351 256	438 783	289 143	57 970	1 137 152

Table 6. Adult Basic Education

	1998-1999	2000	2001	2002(est.)	total
National education sector	248 759	303 497	124 768	142 409	819 433

programmes					
Workshops	213 705	223 863	35 099		472 667
Studies and strategy	181 659	28 355	108 011	43 433	361 458
Capacity building					0
TOTAL	644 123	555 715	267 878	185 842	1 653 558

Table 7. Early Childhood Development

	1998-1999	2000	2001	2002(est.)	total
National education sector programmes	83 106	256 853	173 482	51 197	564 638
Workshops	32 894	102 985			135 879
Studies and strategy	114 432	184 388	159 663	132 234	590 717
Capacity building	45 463	343 140	262 964	80 000	215 878
TOTAL	275 895	887 366	596 109	381 778	2 141 147

Table 8. School Health

	1998-1999	2000	2001	2002(est.)	total
National education sector programmes	0	23 947	15 375	56 611	95 933
Workshops				100 000	100 000
Studies and strategy		23 802	154 184	121 068	299 054
Capacity building		233 185	189 974	90 133	513 292
TOTAL	0	280 934	359 533	367 812	1 008 306

Table 9. Skills Development and General Secondary education

	1998-1999	2000	2001	2002(est.)	total
National education sector programmes	0	87 564	152 492	133 427	373 483
Studies and strategy		119 607	511 644	830 661	1 461 912
TOTAL	0	207 171	664 136	964 088	1 835 395

Table 10. Quality improvement in Primary Education and Human Development inputs into Poverty Reduction Strategy Papers and “Education for All Fast Track”

	1998-1999	2000	2001	2002(est.)	total
National education sector programmes			50 700	18 382	69 082
Workshops				258 872	258 872
Studies and strategy			55 508	310 316	365 824
TOTAL			106 208	587 570	693 778

National education sector programmes and workshops, studies and strategy development and other capacity building activities

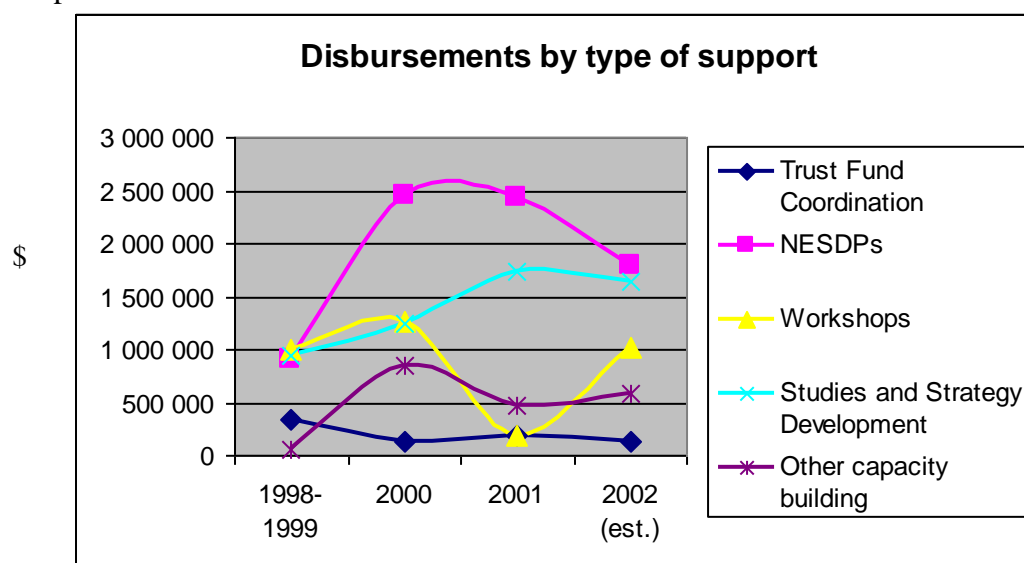
In the 2002 report a new division of NETF financed activities was introduced. NETF support (mainly technical assistance) has been provided to country-specific preparation of national education sector programmes (education sector programmes) and to capacity building through workshops, studies and strategy development and

other capacity building activities. Whereas support to education sector programmes can be seen to respond to the objective of preparation of such programmes to attract external financing, the workshops, studies and strategy development and other capacity building activities should

1. Synthesize knowledge and promote knowledge exchange on what works in key areas covered by sector programmes, good practice (mainly studies and strategy development)
2. Help countries develop wide national consensus on the difficult reforms. This includes closer involvement of teachers, parents and local community in design of programmes and management of schools to increase ownership of reforms (mainly workshops and other capacity building), and
3. Enhance closer cooperation and synergy between the interventions of external agencies involved in basic education in Africa (collaboration).

NETF financing is separated between workshops, studies and strategy and other capacity building under education sector programme regional activities, education sector programme collaboration and under regional focus areas.

Graph 6



Workshops, Studies and Strategy Development and other Capacity Building Activities

NETF supported capacity building activities include workshops, studies and strategy development and “other” activities. The total support for these activities amounts to almost \$11 million, of which 51% is used for studies and strategy development, 32% for workshops and 17% for other capacity building activities.

In studies and strategy development the main areas for NETF support have been regional activities, skills development, and collaboration. Regional activities have received most support in workshops, and in other capacity building activities. Early Childhood Development has been the main area of support.

Table 11. Disbursement by activity per year

	1998-1999	2000	2001	2002 (est.)	TOTAL
Workshops	997 237	1 257 134	179 948	1 010 750	3 445 069
Regional Activities	419 887	798 047	119 139	29 643	1 366 716
Collaboration	243 208	90 000	25 710	392 235	751 153
Girls education	87 543	42 239			129 782
ABE and Literacy	213 705	223 863	35 099		472 667
ECD	32 894	102 985		80 000	215 879
Education and Health				100 000	100 000
Skills Development				150 000	150 000
Secondary Education					
Quality improvement of prim.edu				258 872	258 872
HD inputs to PRSPs/EFA					
Studies and Strategy Development	937 984	1 238 174	1 729 044	1 632 665	5 537 867
Regional Activities	417 044	431 249	380 948	14 205	1 243 446
Collaboration	197 068	200 431	202 993	306 334	906 826
Girls education	27 781	250 342	156 093	24 414	458 630
ABE and Literacy	181 659	28 355	108 011	43 433	361 458
ECD	114 432	184 388	159 663	132 234	590 717
Education and Health		23 802	154 184	121 068	299 054
Skills Development		119 607	498 645	449 245	1 067 497
Secondary Education			12 999	231 416	244 415
Quality improvement of prim.edu					
HD inputs to PRSPs/EFA			55 508	310 316	365 824
Other capacity building	65 863	847 848	464 370	579 252	1 957 333
Regional Activities				4 063	4 063
Collaboration		231 792	11 432	340 253	583 477
Girls education	20 400	39 731		26 456	86 587
ABE and Literacy					
ECD	45 463	343 140	262 964	118 347	769 914
Education and Health	27	233 185	189 974	90 133	513 319
Skills Development					
Secondary Education					
Quality improvement of prim.edu					
HD inputs to PRSPs/EFA					
TOTALS	2 001 084	3 343 156	2 373 362	3 222 667	10 940 269

Workshops

According to the 2002 annual report, NETF has supported the organisation of 52 major multi-country workshops/seminars/consultations. The previous division of workshops into three categories (policy development, reforms and dialogue and consensus building) is omitted from the 2002 report.

The annual reports give information of participating countries in 37 of the workshops. There are a few isolated errors, since there have been cases where a country did not attend. As the graph below illustrates, the Low Enrolment Countries, especially in Francophone Africa, have been the most active participants in the multi-country workshops.

The workshops can be divided between workshops organised under education sector programmes, Girls' education, Adult Basic Education, Health and Education, and Human Development inputs to Poverty Reduction Strategy Papers. Furthermore the workshops under education sector programmes can be divided between advocacy workshops with a clear objective of increasing awareness of the importance of Education for All at a high political level. In addition, there have been workshops that clearly aim at increasing consensus and dialogue among different national stakeholders in education, usually teachers and parents. Finally, there are workshops that largely deal with education quality-related issues, such as curriculum, textbooks, school management and the involvement of local communities.

**Table 12: Participation in workshops supported by NETF
(Low Enrolment Countries in *italics*)**

SUMMARY	Education Sector Programmes				Girls (2)	Adult Basic Education (5)	Health (9)	Poverty Reduction Strategy Papers (1)
	TOTAL	advocacy (1)	consensus (7)	quality (12)				
<i>Mali</i>	25	1	5	8	2	2	7	
<i>Senegal</i>	25	1	3	6	2	5	8	
<i>Guinea</i>	23	1	5	7	2	3	5	
<i>Burkina Faso</i>	22	1	5	5	1	5	5	
<i>Niger</i>	22	1	4	6	2	4	5	
<i>Chad</i>	20	1	2	4	1	5	6	1
Ivory Coast	15		2	1		4	7	1
Benin	12		3	3	1	2	3	
Mauritania	12			1	2	2	7	
Madagascar	8			4			4	
Togo	8		1	2		2	3	
Uganda	8		1	2		1	4	
Zambia	8			4			4	
Nigeria	6		2	1			3	
Tanzania	6		2	2		1	1	
Gambia, The	5					4	1	
Ghana	5		1	1			3	
Kenya	5		1				4	
Cameroon	4		1	2				1
<i>Eritrea</i>	4						4	
<i>Ethiopia</i>	4		1	2		1		
<i>Mozambique</i>	4			2		2		
Cape Verde	3					3		
<i>Guinea Bissau</i>	3		3					
<i>Rwanda</i>	3		2					1
South Africa	3		1	2				
Zimbabwe	3		1	2				
Botswana	2		2					
Congo, Democratic R	2		1					1
Lesotho	2		2					
Mauritius	2			2				
Namibia	2			2				
<i>Sierra Leone</i>	2		2					

Swaziland	2			2			
Central African Rep.	1		1				
Malawi	1					1	

Summary: Direction of NETF support

Combining country-specific support to education sector programmes (total \$7.6 million) and participation in workshops (total \$3.2 million) we can divide the countries roughly according to the type and level of support they have received from NETF. The table below sorts the 38 countries that have benefited from NETF by the amount of support received for education sector programme preparation and participation in workshops.

Table 13. Countries with education sector programmes or workshops supported by NETF

(Low Enrolment Countries in *italics*)

		Workshops	
		below average participation (fewer than 8 workshops)	above average participation (8 or more workshops)
support to National Education Sector Programmes	support above average of \$246,167	<i>Djibouti, Eritrea</i> , Cameroon, <i>Mozambique</i> , Nigeria (5 countries)	<i>Senegal, Mali, Guinea</i> , Uganda, <i>Chad</i> (5 countries)
	support below average of \$246,167	Mauritius, The Gambia, Zimbabwe, <i>Guinea-Bissau, Ethiopia</i> , Swaziland, Cape Verde, Kenya, Burundi, <i>Rwanda</i> , Tanzania, Ghana, Malawi, Central African Republic, Botswana, Democratic Republic of Congo, Lesotho, Namibia, <i>Sierra Leone</i> , Rep. of South Africa (20 countries)	Togo, Ivory Coast, Madagascar, <i>Niger</i> , Zambia, <i>Burkina Faso</i> , Mauritania, Benin (8 countries)

Based on the rough analysis of benefits, it seems that five countries (Senegal, Mali, Guinea, Uganda and Chad) have benefited most from NETF in terms of support to education sector programme preparation and workshops. Another five countries (Djibouti Eritrea, Cameroon, Mozambique and Nigeria) have benefited more in terms of support to education sector programme preparation whilst eight countries (Togo, Ivory Coast, Madagascar, Niger, Zambia, Burkina Faso, Mauritania and Benin) have been active participants in the workshops but received less support to education sector programme preparation. It is also noteworthy that the prioritised Low Enrolment Countries are rather well represented in the boxes of more support.

More than half of the countries supported by NETF have received less than average support to education sector programmes and participated in fewer than eight workshops.

The other main feature of NETF support is the fluctuations. Unlike a project, where activities are planned in detail well in advance and a budget is prepared, NETF is a call-down fund for shorter-term needs. Nonetheless, the problems which are being dealt with are long-term.

Annex 5 Programme design of NETF

Background

The basic rationale for the establishment of NETF is still valid. Access to basic education is still problematic for the poorest, barriers to basic education still exist, learning needs to be improved, and basic education has to be directed towards poverty reduction. The problems identified in the 1997 strategy paper are not solved, albeit many countries have progressed towards the Education for All goals.

The overall objective of NETF can be identified as:

...to help countries (16 prioritised by United Nations Special Initiative for Africa with gross enrolment rates of less than 60%) to accelerate their progress towards quality basic Education for All. This is accomplished by supporting the preparation of high quality education sector development programmes which are both ambitious and financially sustainable so that they can attract external financing, especially from IDA, and which are owned by key national stakeholders so that they can be implemented.

To achieve this, the operational objectives of NETF are to:

1. Provide support for national teams to help countries prepare high-quality sector development programmes that address a combination of identified supply and demand constraints.
2. Synthesize knowledge and promote knowledge exchange on what works in key areas covered by sector programmes, good practices
3. Help countries develop wide national consensus on the difficult reforms required to ensure that the sector programmes developed give appropriate attention to the inputs and school management aspects that are key to improving education quality, as well as to ensure that the programmes are financially sustainable and socially capable of being implemented. This includes helping promote close involvement of teachers, parents and local community in the design of programmes and management of schools, to increase ownership of reforms.
4. Enhance closer cooperation and synergy between the interventions of external agencies involved in basic education in Africa; support for knowledge development and exchange/local capacity building jointly with other agencies and help build partnerships with and capacity in African institutions

To meet the operational objectives, NETF has financed three types of activity:

1. Support for national teams to prepare programmes has largely been in form of Technical Assistance by international experts. The need for support has been identified by the World Bank Task Team Leaders or Thematic Foci experts together with Ministries. (Operational objective 1)

2. Different types of capacity building activities that can be seen to meet the operational objectives for knowledge production, dissemination and sharing. These activities include extensive series of workshops, publications and various other capacity building activities such as the preparation of toolkits, and support for establishment of national/regional/virtual knowledge bases. (Operational objectives 2 and 3)
3. Salaries of experts in the Human Development Department Africa Region or different collaboration partners (UNESCO, BRENDA) and supported ADEA, UNESCO, UNICEF, World Bank or International Labour Organisation activities. (Operational objective 4)

The objectives as such are deemed to be relevant to promote education for all in Africa. However, they are very general and lack indicators against which the monitoring and evaluation of NETF could be carried out. The different types of activities carried out do not always cohere strictly with the operational objectives and it has not been possible for the evaluation team to verify how and to what extent each of the activities implemented furthers the operational objectives.

Furthermore, as NETF operates on an annual basis (given understanding of continuing finance) there has not been a proper planning of activities that span over more than one year. Yet one year planning in the context of Sub Saharan Africa is hardly ever adequate, and many NETF activities extend over two and sometimes three years. Without longer-term planning there can be no set indicators and thus no progressive monitoring of NETF either. These critical management functions, planning and post-hoc monitoring, at the moment occur only at the level of single activities, not of NETF per se. This is witnessed in the annual reports which do not give clear information on the degree of adherence to or variation from the operational objectives, linking the activities to objectives, and describing in a simple way the activities actually completed and ongoing compared to planned activities (to be considered as the main management task in monitoring).

At the same time, NETF has been greatly appreciated by the World Bank Task Team Leaders and Thematic Foci as a unique Trust Fund with which urgent needs can be addressed flexibly and rapidly. It is obvious that this flexibility needs to be maintained to meet the rapidly rising needs in programme preparation in Sub Saharan Africa. Another commendable feature of NETF has been its availability for soft interventions, and knowledge accumulation and sharing, especially at regional level. The problem is that it is not often evident from the reports how these activities are planned in relation to wider objectives, although that might be clear within Human Development Department Africa Region. Also, there is a lack of feasible dissemination and follow up activities. Studies are produced but ministries or other agencies are not using them enough, regional workshops are organised but there is seldom national reporting, information dissemination or follow up. Sometimes the effect can be seen, but there is no guaranteed effect, and impact has not been considered and planned, rather hoped for.

Proposed programme design

The team proposes the following programme design for NETF. It is based on the existing NETF objectives that highlight the priorities set for education in Africa and subsequent operational objectives. It acknowledges and strengthens the appreciated features of NETF but introduces a more structured model for capacity building activities with clear strategic objective setting with necessary planning and monitoring functions, but without rigidifying NETF in a logframe or blueprint approach.

It is proposed that NETF comprises two components, one as now for short-term inputs, and another planned over three year cycles.

1. Technical Assistance to country teams to help develop education sector programmes and programmes for sector support from World Bank/IDA. The objective of this component is assist country teams in preparation of education sector programmes that meet the quality criteria to attract external financing, and to support existing programmes to increase their effectiveness.

The countries and programmes to be supported are decided upon by the World Bank country offices, Task Team Leaders and Human Development Department Africa Region in cooperation with the programmers of the given country and in consultation with the in-country steering committee for programmes (which includes representatives of other donors) and NORAD if it is not on the steering committee.

When selecting countries and programmes, priority is to be given to the Low Enrolment Countries (Low Enrolment Countries), and countries worst hit by HIV/AIDS, and to programmes that either address thematic priorities directly, or to programmes where there already exist provisions to address NETF thematic priorities.

Technical Assistance for support of education programme preparation operates, and is replenished, on an annual basis subject to approval of annual report. The report should consist of:

- Programmes supported, amount of NETF support and information on status of the supported programme (approved, pipeline, approved or foreseen amount of IDA lending)
 - Name of consultants, number of consultancy working days divided between international consultants, African consultants and national consultants
 - Which thematic focus areas are included in the programme, which thematic focus areas are catered by other programmes and projects, which thematic focus areas are not being catered for
 - Summary of the above data
 - Comparison of actual activities to planned activities with explanation of possible difference
2. Support to capacity building in Africa for improving the quality of basic education. By basic education is meant formal and alternative/complementary primary education (or if a country defines it as more than primary, as defined

by the country) and adult education to the equivalent level of irreversible functional literacy and numeracy. The objective of this component is to increase the capacity within Africa not only to plan and develop education sector policies that address current problems but also to consider future challenges. The supported activities should provide for the whole process from awareness raising to sensitisation, capacity building, empowerment and consolidation.

3. This component is proposed to go over three-year cycles. It is constructed along the following tasks and responsibilities in different phases.

1. Programming: analysis of current needs in the development of education in Africa and selection of priority themes and priority countries. The analysis of current needs can be done on the basis of existing literature and first-hand knowledge, and the selection of priority themes and countries should be agreed between the Ministry of Foreign Affairs in Norway and the World Bank. These priority themes could include current thematic focus areas in NETF but also other more operational themes such as quality of learning, the utilisation and dissemination of existing knowledge and studies, and studies on future challenges in education in Africa. Objectives and indicators for NETF support to activities in priority themes and countries should be elaborated.

2. A. Planning for country-specific activities:

- Identification of activities to be financed. This is done together with the stakeholders in the countries, based on the actual needs as defined by the African countries in collaboration with the Norwegian representation, the World Bank country office and the World Bank Task Team Leaders and Thematic Foci, to ensure that the activities are relevant both to the needs of the country and within the objectives of NETF.
- Elaboration of activity plans ensuring that the activities are both feasible and sustainable. The plans should state clearly the objectives of the activity and identify indicators which can be monitored to verify achievement of the objectives. The planned activities should preferably involve African institutions and experts and include a plan for dissemination and follow up. In the case of studies, for example, how the findings are to be discussed and by whom; how the study report will be disseminated; and in the case of a workshop (or series of workshops) plan how the participants will disseminate information in their respective quarters, reporting, possible follow up activities etc.

B. Planning for regional and sub-regional activities

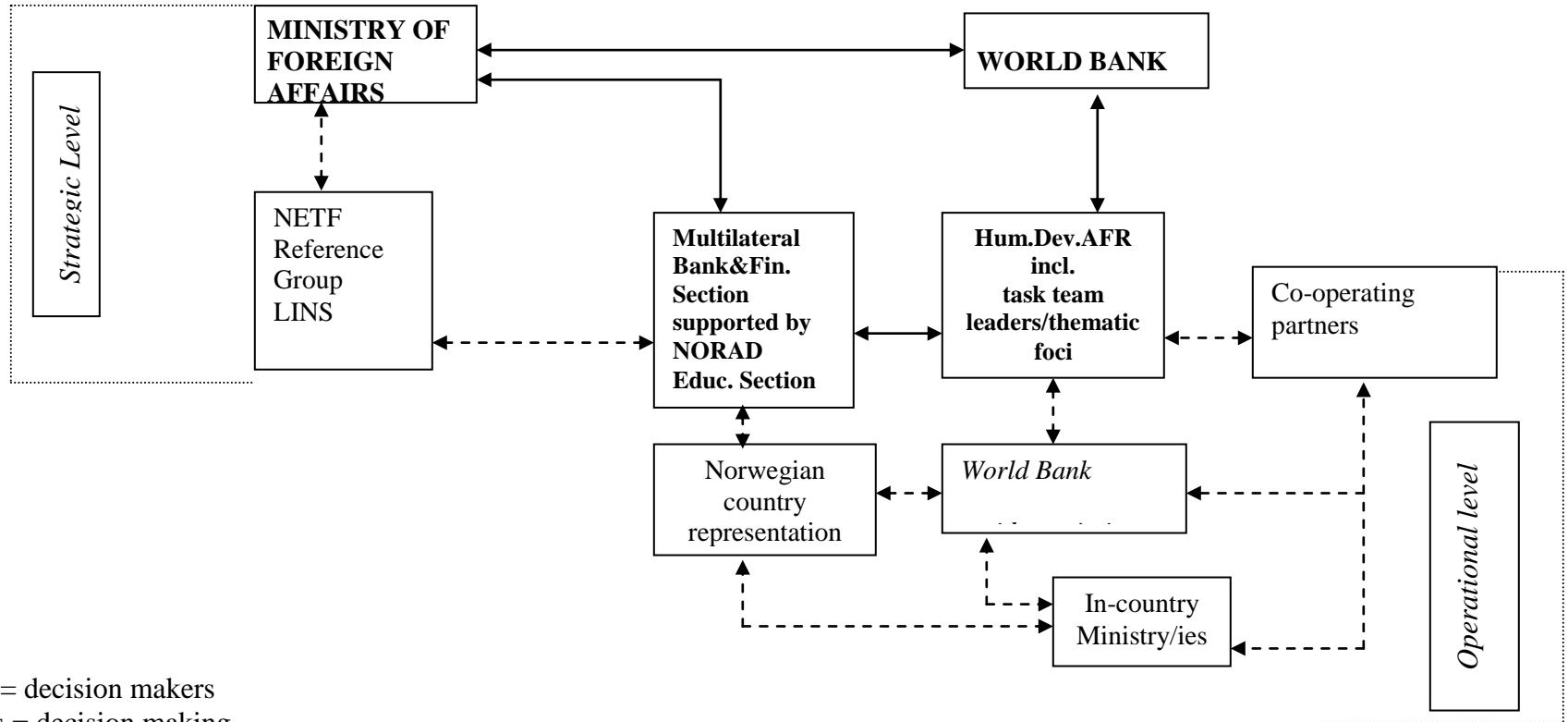
- Selection of activities in e.g. an annual NETF workshop for regional and sub-regional activities with participation from ministries and other relevant stakeholders in Africa, the Norwegian Ministry of Foreign Affairs, the reference group, the World Bank country offices and

Washington, and co-operating partners (UNESCO, UNICEF, WHO, ADEA, BREDA etc).

- Elaboration of activity plans ensuring that the activities are both feasible and sustainable. The plans should state clearly the objectives of the activity and identify indicators which can be monitored to verify achievement of the objectives. The planned activities should preferably involve African institutions and experts and include a plan for dissemination and follow up. In the case of studies, for example, how the findings are to be discussed and by whom; how the study report will be disseminated, and in case of a workshop (or series of workshops) plan how the participants will disseminate information on their return, reporting, possible follow up activities etc.
- 3. Implementation and monitoring:** carrying out the planned activities, and annual reporting and monitoring on progress compared to the plan. Identification of revisions to the original plan and their justification due to e.g. changes in the operating environment.
 - 4. Evaluation:** evaluation of the activities to learn from good practice and from failures, to further improve the analysis and priority setting in the following programming phase and identification of activities.

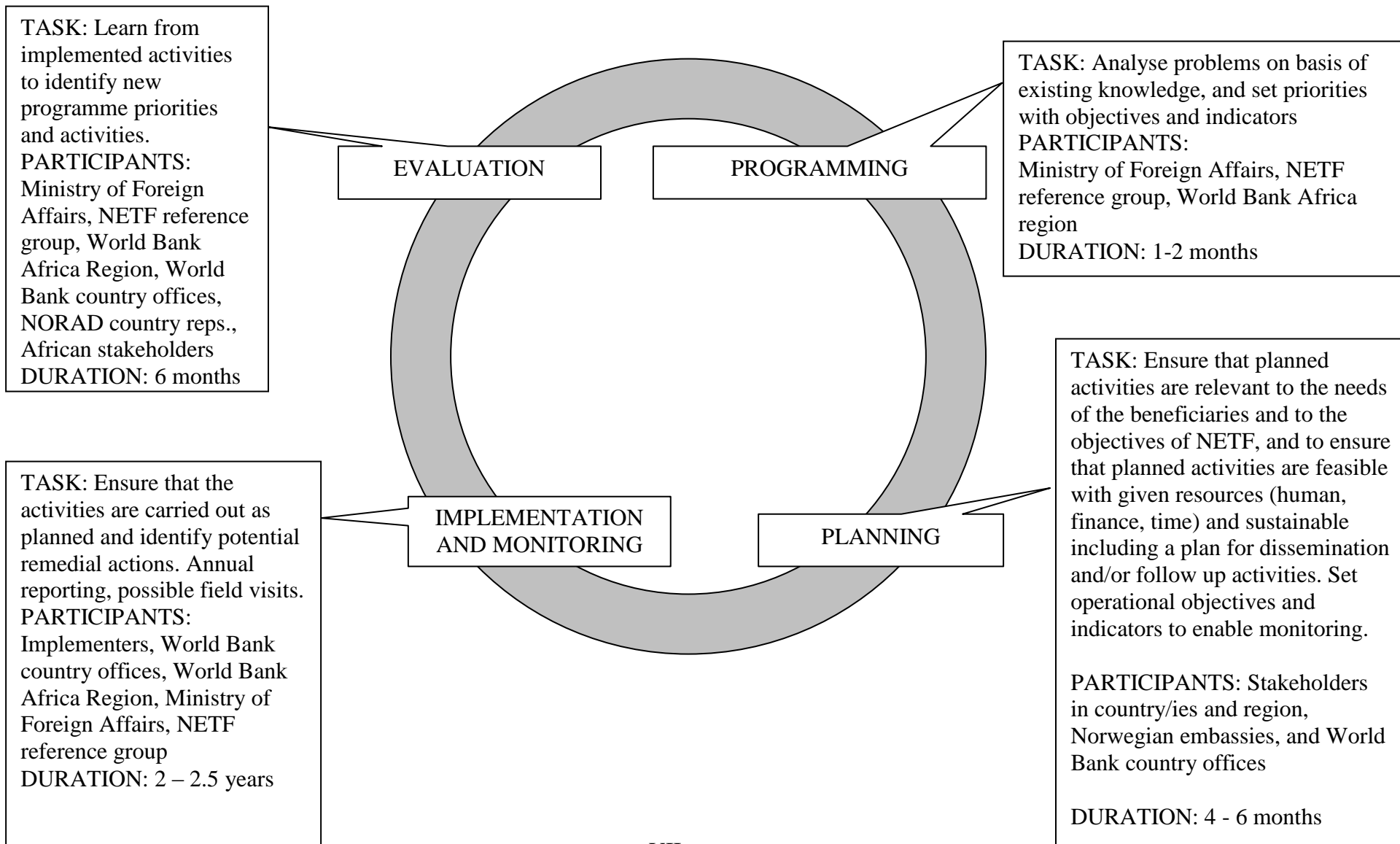
The process of implementation of this component and management responsibilities are illustrated in the following figures.

ORGANOGRAM FOR NETF MANAGEMENT



Bold text bold = decision makers
 Unbroken lines = decision making
 Dashed lines = information, advice and/or request
 Dotted lines = Strategic/operational level

Modified program cycle for NETF



1 Reconstructed logical framework for NETF 1998–2001

The original agreement:

1.1 Goal

Help countries (16 prioritised by United Nations Special Initiative for Africa, with gross enrolment less than 60%) accelerate their progress toward quality basic education for all.

1.2 Purpose

to prepare high quality education sector development programmes which are both ambitious and financially sustainable, so that they can attract external financing.

1.3 Results

- *national planning teams are supported;*
- *knowledge is synthesized and knowledge exchange is promoted on what works less well in key areas covered by sector programs, to ensure that these programs benefit from world-wide good practices;*
- *countries are helped to develop wide national consensus on the often difficult reforms required to ensure that sector programs give appropriate attention to the inputs and school management aspects that are key to improving education quality, as well to ensure that the programs are financially sustainable and socially capable of being implemented.*
- *closer cooperation and synergy between the interventions of external agencies supporting educational development in Africa is enhanced.*

Besides the results in the agreement there is another set of results in the NETF proposal and the yearly reports, not directly indicated as such, but nonetheless orienting the activities. The last two were added during implementation. These additional results are:

- *policies are developed to solve the problem of insufficient teacher supply;*
- *public budgets make more provision for basic education;*
- *the quality of adult education programmes is increased;*
- *a policy is developed to solve problems related to language of instruction;*
- *curricula and materials are appropriate;*
- *a policy to support girls schooling is developed;*
- *local communities are involved in school management;*
- *an adult education policy is developed;*
- *an early childhood education policy is developed;*
- *an HIV/AIDS school health programme is developed.*

Activities:

Result:

Policies are developed to solve the problem of insufficient teacher supply

Activities:

1. study by
2. workshops in

Result:

Public budgets make more provision for basic education

Activities:

1. study by
 2. workshops in
- etc.

Proposal for tentative Logical Framework matrix for NETF:

<p>Overall objectives (goal): (ONCE APPROVED, NOT TO BE ALTERED) Quality Basic Education for All in Africa</p>	<p>Possible Indicators (DISCUSSED AND AGREED BETWEEN MFA NORWAY AND WB):</p> <ul style="list-style-type: none"> • increase in enrolment, girls/boys, age groups • increase in number of pupils completing grade 9 or 10 • decrease in teacher/pupil ratio • decrease in number of textbooks/pupil • decrease in number of children out of school • others 	<p>Sources of verification</p> <ul style="list-style-type: none"> • official government, UNESCO, WB statistics 	<p>Budget: Duration:</p>
<p>Purpose: (ONCE APPROVED, NOT TO BE ALTERED) Education programme planners in Sub-Saharan African Countries and in the World Bank are able to prepare better quality education sector programmes.</p>	<p>Possible indicators (DISCUSSED AND AGREED BETWEEN MFA NORWAY AND WB):</p> <ul style="list-style-type: none"> • amount of external funding attracted • decrease in disbursement problems/timely implementation • increase in number of programmes rated good/excellent • development of domestic finance for education • others 	<p>Sources of verification:</p> <ul style="list-style-type: none"> • NETF reports • Country budgets • WB budgets • WB programme monitoring/evaluation reports 	<p>Assumptions:</p> <ul style="list-style-type: none"> • Economic and political development in the countries favourable
<p>Results (operational results defined for NETF priorities) (TO BE AGREED BETWEEN MFA NORWAY AND WB FOR 3-4 YEARS):</p> <ol style="list-style-type: none"> 1. Girls education 2. Adult Basic Education 3. HIV/AIDS and education 4. Other priority areas 	<p>Possible indicators (for each of the results) (DISCUSSED AND AGREED BETWEEN MFA NORWAY AND WB):</p> <ul style="list-style-type: none"> • Specific quantitative output indicators for each result, e.g. • Number of programmes/countries supported, directly/indirectly • decrease in number of countries, where e.g. girls education not targeted in education programmes • Consultation with education development partners in-country, regional, international • Use of available research/studies • Use of African expertise 	<p>Sources of verification:</p> <ul style="list-style-type: none"> • NETF reports 	<p>Assumptions</p> <ul style="list-style-type: none"> • Availability of donor funding
<p>Activities (TO BE DECIDED BY WB IN COOPERATION WITH THE COUNTRIES)</p>	<p>Means (DEPLOYED BY WB)</p>	<p>Costs (PROVIDED BY MFA NORWAY)</p>	<p>Assumptions</p>
<p>For each result</p> <ul style="list-style-type: none"> • Amount of consultancy/TA to support programme preparation • Number of workshops on the issue • Research/studies carried out • others? 	<ul style="list-style-type: none"> • expertise, international, regional, domestic 		<ul style="list-style-type: none"> • required expertise available • absorbing capacity of the African countries not exhausted
			<p>Preconditions: Norwegian funding for NETF guaranteed and replenished</p>

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