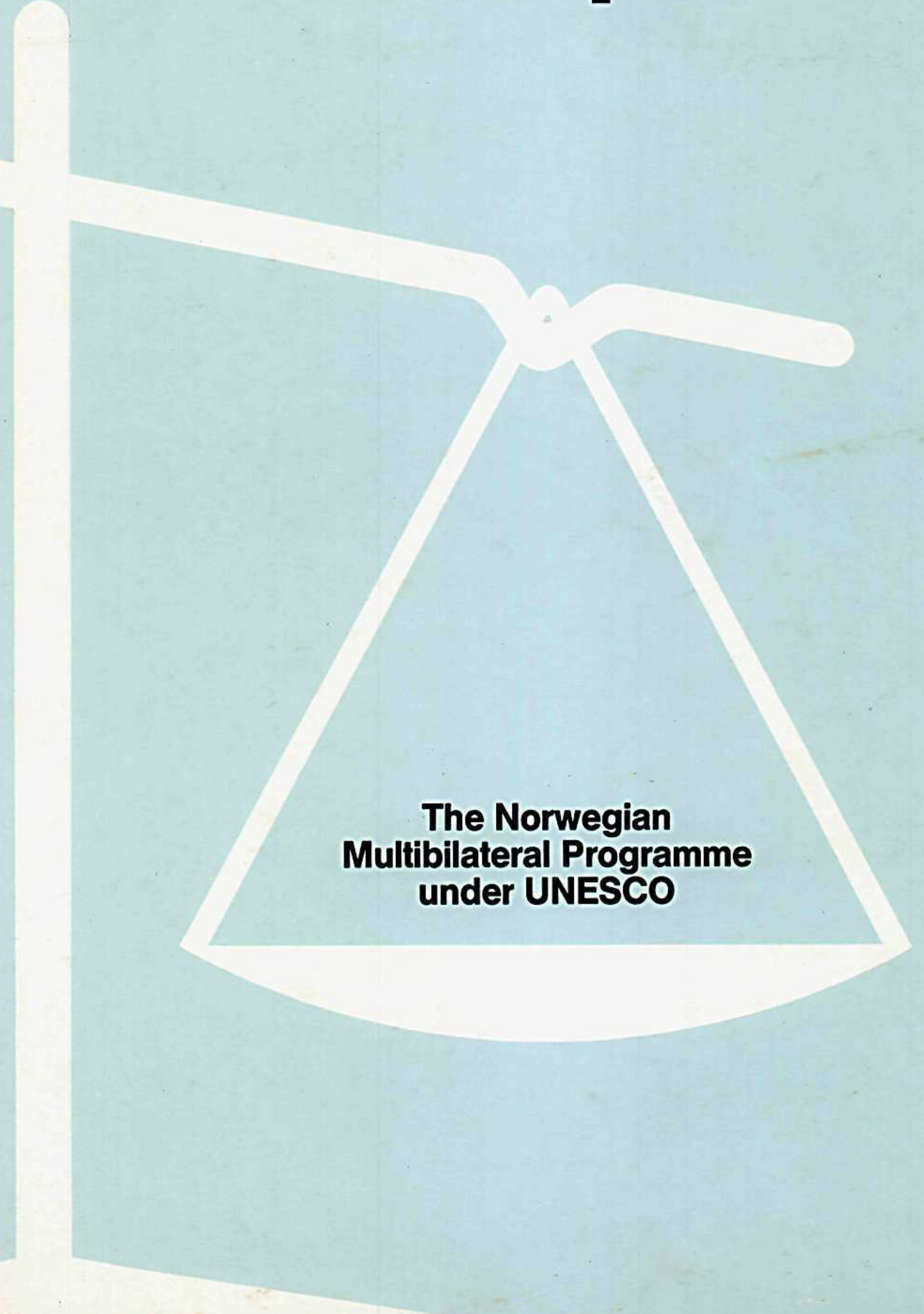




THE ROYAL NORWEGIAN MINISTRY
OF DEVELOPMENT COOPERATION

Evaluation Report 3.86



**The Norwegian
Multilateral Programme
under UNESCO**

ASSESSMENT OF THE NORWEGIAN MULTI-BILATERAL PROGRAMME UNDER UNESCO

Report to: The Royal Norwegian Ministry
of Development Cooperation

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Oslo, February 1986

The views expressed in this report are those of the authors and should not be attributed to the Royal Ministry of Development Cooperation.

LIST OF ABBREVIATIONS

AGFUND	THE ARAB GULF FUND FOR UNITED NATIONS DEVELOPMENT ORGANISATIONS
CEU	CENTRAL EVALUATION UNIT
DAC	DEVELOPMENT ASSISTANCE COMMITTEE (OECD)
DEV	BUREAU OF STUDIES OF ACTION AND COORDINATION FOR DEVELOPMENT
FAO	FOOD AND AGRICULTURE ORGANIZATION
FIT	FUNDS IN TRUST
FPO	FIELD PROJECT OFFICER
HQ	HEADQUARTERS
IAEA	INTERNATIONAL ATOMIC ENERGY AGENCY
IIEP	INTERNATIONAL INSTITUTE OF EDUCATION PLANNING
ILO	INTERNATIONAL LABOUR ORGANISATION
IPDC	INTERNATIONAL PROGRAMME FOR DEVELOPMENT OF COMMUNICATIONS
ITC	INTERNATIONAL TRADE CENTRE
JIU	JOINT INSPECTION UNIT
MDC	MINISTRY OF DEVELOPMENT COOPERATION (NORWAY)
MOEC	MINISTRY OF EDUCATION AND CULTURE (NEPAL)
MULTI	MULTILATERAL DIVISION (MDC)
NOK	NORWEGIAN CROWNS
NORAD	NORWEGIAN AGENCY FOR INTERNATIONAL DEVELOPMENT
OECD	ORGANISATION FOR ECONOMIC CO-OPERATION AND DEVELOPMENT
ODA	OVERSEAS DEVELOPMENT ASSISTANCE
PEMS	PERFORMANCE EVALUATION AND MONITORING SYSTEM
RA	REGIONAL ADVICER
RO	REGIONAL OFFICE
SIDA	SWEDISH INTERNATIONAL DEVELOPMENT AUTHORITY
Stm.	PARLIAMENTARY WHITE PAPER (STORTINGSMELDING)
TOR	TERMS OF REFERENCE
UN	UNITED NATIONS
UNDP	UNITED NATIONS DEVELOPMENT PROGRAMME
UNESCO	UNITED NATIONS EDUCATIONAL, SCIENTIFIC AND CULTURAL ORGANISATION
UNIDO	UNITED NATIONS INDUSTRIAL DEVELOPMENT ORGANISATION
USD	US DOLLARS

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CHAPTER I

SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

The present evaluation is an attempt to study UNESCO's project administration, reporting and evaluation as illustrated through the Norwegian funded multi-bilateral projects 1983-85, and is not an evaluation of the impact, success or failure of the projects involved.

The general impression of the evaluation team, based upon a review of existing documentation, interviews with UNESCO officials, and visits to two of the 12 projects involved, is summarized below:

It is evident that all the projects conform with Norwegian ODA principles, in terms of objectives, target groups, and priorities given by national authorities.

In most cases UNESCO was identified by national authorities as implementing agency in its professional capacity, being a specialized agency with technical competence within certain areas.

Because of its specialized professional resources, its international profile and vast experience within development aid, the technical follow-up of project activities by UNESCO is probably by no means inferior to that of other multilateral agencies, or within bilateral aid.

The evaluation team found it necessary to make a distinction between technical reviews (technical progress reporting) and evaluation (impact, relevance and effectiveness).

On the one hand, technical progress reporting withing UNESCO by and large appears to be adequate, and the amount of documentation available by far exceeds the present capacity of MDC for follow-up. On the other hand, there is so far no operational system or formats for project evaluation within UNESCO. The term evaluation is used indiscriminately for a number of different activities. The evaluation team found that most evaluations do not include assessments of impact, effectiveness or relevance of the projects, and could therefore be characterized mostly as technical reviews.

In the particular case of the 12 Norwegian funds-in-trust projects under review, it was found that 8 projects were either too small (minor component in larger, nationally controlled project), or too recent to warrant evaluation of impact. It was also noted that, as a result of the current reorganisation of UNESCO, the introduction of a new system for self-evaluation, as well as impact evaluation of projects and programmes are emphasized.

Within MDC, multi-bilateral aid is partly seen as a means to reduce the work-load in Norwegian aid. At the same time there is an awareness that multilateral agencies represent professional competence and experiences that might also benefit bilateral donors. This calls for strengthened cooperation. In the continued cooperation between MDC and UNESCO, a better balance should be found between the need to minimize the technical follow-up of projects by MDC, and the potential of technical cooperation with UNESCO for learning and confidence building within MDC.

In the opinion of the evaluation team there is room for improvements, both in the preparatory stage, in project reviews, and in more

comprehensive evaluations. The present line of three-partite missions in such cases should be pursued further. To the extent possible MDC should appoint professionals from its own technical divisions, to participate in such missions. This would strengthen both the learning and the confidence building aspects of the cooperation. In the future, funds should be set aside for evaluation when a project is designed.

The need of MDC for having access to informants, may also be solved by using external consultants responsible for follow-up of documentation throughout the project cycle. Debriefing of experts, consultants etc. is another (obvious) source.

In case of the 12 projects under review, it was found that Norway has been involved in the preparatory phase of 9 projects, either through the Norwegian resident representatives, by the use of external Norwegian consultants, or by appointment of Norwegians as project staff employed by UNESCO.

In some cases, there will be a need in MDC for pre-feasibility studies before funds can be committed. Preferably, such studies should be non-committing, and done on a three-partite basis.

Both in UNESCO and MDC, the usefulness of better contact between the technical divisions were emphasised. A one day technical meeting organized in order to clarify technical questions, in conjunction with the biannual consultations between UNESCO and Norway might be one way to improve technical cooperation, however modest.

Also, the possibility of linking multi-bilateral projects with bilateral aid represents an opportunity to strengthen mutual learning and confidence between the two organisations.

The team has found no reason to discourage future multi-bilateral cooperation between Norway and UNESCO. Rather, the team is convinced that the priority profile of Norwegian ODA to a great extent corresponds with UNESCO priorities, competence and capacity. A future expansion will therefore be pending the operational capacity of UNESCO, and its ability to present relevant and concrete project proposals to MDC.

C H A P T E R I I

BACKGROUND INFORMATION REGARDING THE EVALUATION

The Ministry of Development Cooperation (MDC) appointed fall 1985 an evaluation team to assess certain aspects of the Ministry's development cooperation with UNESCO. The team consists of three independent consultants;

Ms. Ingrid Eide, Sociologist, University of Oslo

Ms. Kristin Tornes, Sociologist, University of Bergen

Mr. Knut Samset, Ch. Eng. Samset & Stokkeland Consulting A/S

The Terms of Reference for the evaluation (TOR) is enclosed as Appendix 1.

12 UNESCO projects are currently financed by Norway under funds in trust agreements (FIT). The information about the 12 projects has been analyzed according to the TOR: Systems of identification, selection and planning of projects, donor participation, objectives and target groups, conformity with Norwegian ODA principles, systems of reporting, reviews and evaluation.

An assessment has been made of the extent to which the current project information offers an adequate basis for determining the development and impact of the projects.

Also the coordination and follow-up of project activities by UNESCO and Norwegian authorities, and the cooperation between the two parties has been discussed.

Ms. Tornes and Ms. Eide have participated as UNESCO consultants in a tripartite evaluation mission (Togo: Literacy for women) and a tripartite review meeting (Nepal: Women's access to education) respectively. These two projects and the information generated about them is therefore described in more detail. Ms. Eide also visited the UNESCO Regional Office (RO) located in Thailand.

The team visited the UNESCO headquarters (HQ) in Paris for discussions and interviews with staff of the Coordination and Funding Sources Division, the Central Evaluation Unit, and the field project officers (FPO) of the 12 FIT projects under review. Other UNESCO staff were also consulted, and staff members of the Norwegian Embassy were interviewed.

The evaluation team should like to express its appreciation for the assistance and cooperation offered by all individuals in UNESCO and MDC.

CHAPTER III

GENERAL INFORMATION ABOUT UNESCO

The United Nations Educational Scientific and Cultural Organisation (UNESCO) was founded in 1945 to advance the objectives of international peace and the common welfare of mankind, by promoting collaboration among nations through education, science, culture and communication in order to further universal respect for justice, for the rule of law, and for the human rights and fundamental freedoms which are affirmed by the Charter of the United Nations. Until January 1, 1986, and the withdrawal of USA and UK, UNESCO had 159 member states.

1. THE ORGANISATION

The General Conference, which is the main policy-making body of UNESCO, consists of delegates from each of the 159 member states. It meets biennially to determine UNESCO's policies, budget and main lines of work, and has a mandate to make decisions on programs submitted to it by the Executive Board.

The Executive Board consists of 51 members elected by the General Conference from among the delegates appointed by the member states. Nordic countries are represented by rotation. The Executive Board meets at least three times a year to supervise the programme.

The Secretariat is headed by the Director-General, who as UNESCO's chief administrative officer, is responsible for carrying out the organisation's programme activities. At the headquarters, the organisation is divided into administrative and professional sectors,

i.e. education, natural science, social and human science, culture and communication. As of December 31., 1983, the Secretariat had a staff of 2446 people at its headquarters office in Paris and 870 people in its 33 field offices. The present withdrawal of UK and USA from the organization will cause substantial staff reductions.

2. ACTIVITIES

UNESCO pursues its aims through international intellectual cooperation in its fields of competence, and operational activities for development, embracing social and cultural as well as economic dimensions. The activities are reflected in the organisation's two primary funding sources: (1) regular programme funds and (2) extrabudgetary programme funds. The former are obtained through assessed contributions by member states and constitute about 60 per cent of the total budget. The extrabudgetary sources are derived from UN agencies, which use UNESCO as an executive agency, and from member states which contribute funds above and beyond their assessed contributions for specific projects in either their own country or other member states. A proportion of the extrabudgetary funds are funds-in-trust, which are administered by UNESCO under multi-bilateral agreements for specific purposes.

In general, regular programme funds support what UNESCO calls the "regular" activities - associated with promoting advancement of knowledge in general and its exchange among nations. Extrabudgetary funds support UNESCO's "operational" activities - those associated with developmental projects in third world countries.

Operational activities of UNESCO have been administered by a separate "Cooperation for Development and External Relations Sector". After the

current reorganisation of UNESCO, this is modified, and more responsibility for operational activities will be integrated in the respective professional sectors of UNESCO, i.e. education, communication etc. This is thought to better facilitate exchange of experiences and utilization of professional resources within the organisation. Externat relations and coordination of FIT activities will be handled by a separate "Bureau of Studies of Action and Co-ordination for Development" (DEV).

3. THE INTERNATIONAL CRITISISM

Some of the criticism against UNESCO from the US and the UK is related to the management of the organisation. The main reason for withdrawal of the two countries, however, is generally understood to be mostly of a political nature. Withdrawal of payments from UNESCO by USA in 1975 and 76 was done in response to the sanctions taken by the agency against Israel. The present withdrawal may be motivated by what is perceived as the general politization of the organisation, and particular initiatives taken; e.g. UNESCO's financing of disarmament studies, its struggle to counter western domination of international news reporting, and others.

The criticism regarding mismanagement is related mostly to the regular budgetary activities of UNESCO. It should be noted that only one of the trust fund projects of UNESCO is financed by USA, and none by UK. In an internal assessment, January 1985, MDC's Multilateral Division concludes that the operational activities are generally better organised than other areas of activities within UNESCO.

4. NORWEGIAN LINKS WITH UNESCO

Besides representation in the three major organs of UNESCO mentioned above, most member states have established National Commissions which will act in an advisory capacity to their respective delegations to the General Conference and to their Governments in matters relating to the organisation. In Norway, the National Commission falls under the Ministry of Culture and Science, and is involved directly only in regular budgetary activities, not in development projects. It has 37 members, the composition of the commission largely reflects the organisational structure of 'education', 'science' and 'culture' in Norway.

Most member countries also maintain Permanent Delegations in Paris. They constitute a mechanism for monitoring UNESCO's performance and serve as a link to member states. In the Norwegian Embassy in Paris, the ambassador and one secretary are accredited as permanent representatives to UNESCO. The Permanent Delegation is, however, mostly involved in regular budgetary activities.

The responsibility for the Norwegian financed extrabudgetary activities of UNESCO rests with MDC. In 1984 this included:

- Funds in trust	\$ 1.1 mill. (NOK 9 mill.)
- International programme for development of communications (IPDC)	\$ 0.9 mill. (NOK 7 mill.)
- International institute of education planning (IIEP)	\$ 0.1 mill. (NOK 1 mill.)

Total	\$ 2.1 mill. (NOK 17 mill.)
=====	

In comparison, the Norwegian contribution to the regular budget was \$

0.9 mill. (NOK 6.5 mill.)

The Norwegian trust fund contribution to UNESCO amounts to about 1 per cent of the total extrabudgetary funds in 1985. It formed a significant part of the total funds in trust (FIT), however; about 10 per cent. A relatively low implementation rate in UNESCO FIT projects has contributed to Norwegian funds being kept at the same nominal level for several years. Because of high carry-overs in UNESCO from one year to another, the allocation for a whole year was withdrawn by Norway in 1980.

5. ASPECTS OF THE TRUST FUND PROJECTS

The FIT projects are not classified as multilateral aid by DAC. The anonymity of multilateral aid relations (donor - receiver relations) does not apply. The donor has decisive influence in the initial acceptance and may affect design and reviews of projects.

Apart from this the FIT projects are clearly multilateral in character, i.e. in their organisation and administration, and they are definitely so perceived in the field.

The Norwegian financed trust fund projects are primarily technical assistance projects comprising international experts, training and related services, and permanent infrastructure such as school buildings, printing presses, a research vessel, etc. Thus they often aim at institution-building. Some represent minor inputs into activities organised nationally or internationally, with the participation of several other donors. Also in cases where the

projects include a capital investment component, the projects are relatively small in terms of financial inputs.

Whereas the average size of the UNESCO trust fund projects is approximately \$ 0.9 mill., the average Norwegian bilateral project involves a total contribution in the order of about \$ 6 mill.

As the projects are of limited size, it can hardly be expected that the analysis and preparations are equivalent to that prescribed for the average bilateral project. Effects, or specific impacts, may also in due course be difficult to trace.

On the other hand it should be noted that these projects more often than not are identifiable components of more comprehensive development strategies or "packages", and these may be based on available or special studies, national plans and planning of programs.

A given project may also be designed to correct short-comings of previous development efforts. Explicitly or implicitly the projects are then based on a hypothesis of "why we did not as yet - achieve". Special efforts to improve access to education for women, or development of a rural press system to maintain literacy and make literacy functional for development are cases in point.

CHAPTER IV

LESSONS LEARNED FROM THE 12 FIT PROJECTS

1. GENERAL

The present evaluation was initiated in an attempt to study UNESCO's project administration, reporting and evaluation as illustrated through Norwegian funded multi-bilateral projects in the period 1983-85. It should be noted therefore that this is not an evaluation of the impact, success or failure of the projects involved. One of the major questions raised by the evaluation team was: Is the information which is generated by UNESCO and presented to MDC adequate?

The evaluation team had the opportunity to visit only 2 of the 12 projects included in the UNESCO-MDC programme. Only in these two cases was it possible to some extent to verify the validity of the conclusions expressed in progress and evaluation reports.

In the remaining 10 cases, the information presented in the reports of UNESCO, and supplemented at HQ, had to be taken at face value.

The work of this team has focused on the quality of the project work in UNESCO, as reflected in project documentation, interviews with project officers and other UNESCO officials, and through interviews with Norwegian members of UNESCO evaluation teams.

In order to broaden the picture, also the follow-up at the Norwegian end has been looked into by the evaluation team, through interviews with officials in the Norwegian Ministry for Development Cooperation.

2. A BRIEF OVERVIEW OF THE 12 FIT PROJECTS

Of the 12 projects under review, 3 have recently been started, and 2 are completed. Most of the projects will be terminated during 1985-86. 5 of the projects fall under the education sector, 4 under the science sector and 3 are communication projects. Brief descriptions of the projects are given below.

1. SRI LANKA: Teaching of English for Teachers

The project was initially a pilot project designed to develop materials and methods for teaching English as a second language. It was later expanded into a national project. This was due to a policy decision by the Ministry of Education to introduce English in all primary schools as of 1985, partly as a means of integrating the various population groups in the country. The target group is the 15,000 teachers responsible for the teaching of English in the 9,000 primary schools in the country.

The pilot project started 1979. The input from the authorities in Sri Lanka is reported satisfactory. In 1984 it was reported that a Project Implementation Unit with 12 full time employees was established, and that 192 "teacher-trainers" had graduated. Although the general training programme started with half a year delay, it was reported in 1985 that the intermediate target, to train 7,000 teachers, had been achieved.

A general problem is the inherent shortage of English teachers in Sri Lanka which will reduce the likelihood of reaching the original target 100 per cent. Current political unrest in the country may also hamper the full realisation of the project.

2. NEPAL: Access of Women to Education

The project, Phase I was started in 1978, is described in some detail in chapter IV, below, because one of the members of the team, Ms. Eide, had the opportunity to participate in a tripartite review meeting of the project, November, 1985.

3. TOGO: Literacy Project for Women

Also this project, which was started in 1982, is described in some detail in chapter V below, as one of the members of the evaluation team, Ms. Tornes, had the opportunity to take part in a tripartite evaluation of the project in October, 1985.

4. SENEGAL: School of Home Economics

The project was started in 1978 in order to assist in setting up a national training centre for teachers of home economics, open to Senegalese as well as others from French-speaking Africa. It includes services as consultants, scholarships, extension and improvement of school buildings, and the organisation of regional seminars.

In 1984 it was reported that 48 students, half of which came from other countries than Senegal, were receiving scholarships from Norwegian multi-bilateral funds. Experiences have shown that most of the graduates from the school are able to find employment.

In 1985 it was reported that the documentation centre planned as part of the project was under construction. Within this framework a world wide directory of teaching-materials for nutrition, health and home economics education was compiled, completed April 1985.

5. BHUTAN: National Institute of Education

The project contributes to the upgrading of a teacher training institute established in 1968 to train primary school teachers. UNDP/UNESCO were involved from 1974. The institution was in 1981 renamed, and will now also produce secondary school teachers. Drawings indicate that a girls' hostel disappears in this process, and a boys' hostel is being constructed. (School enrolment in the country is presently 4 per cent for females and 10 per cent for males, and 55 per cent of the teachers are expatriates.

The project is cofinanced with AGFUND. Norway will finance the main building, the auditorium cum sports hall, service buildings, roads/paths and playfields, and landscaping.

A Norwegian architect - a woman - is employed as a UNESCO associate expert. Reporting is professional and regular. Communication problems, both nationally and internationally, heavy rains, technical problems, delays in the acquisition of land, and an overburdened Public Works Department have slowed down progress. Teaching is maintained despite construction work.

The RO maintains active supervision and networks the architect with colleagues in the area. A joint review meeting/evaluation mission is scheduled March, 1986, involving a HQ architect and a Norwegian sociologist.

6. TANZANIA: Rural Press Project

The project was started as a complementary programme to the national literacy campaign, as a pilot project from 1974 onwards. Based upon the favourable experiences gained, the project was expanded to cover several regions in 1980. The purpose of the project was to provide new literates in the rural areas with easy-to-read newspapers in order to help the literacy process.

In 1985 it was reported that 9 rural newspapers had been established and are functioning satisfactorily. The total monthly circulation of the 4-page paper is about 400.000 copies and the total readership is estimated at 4 mill. people. As a result of the project, the total adult population having access to rural newspaper is estimated at 50 - 75 per cent. As a result, Tanzania is now one of the best covered countries in Africa in this respect.

7. MADAGASCAR: Rural Press Project

The prehistory of the project is UNESCO's efforts for more than a decade to assist African countries develop a rural press. UNESCO's strategy aims at making literacy functional. The target group is the rural population, the objectives are to transmit relevant information 'on their own reality', promote literacy and nation building by means of introducing changes in the press.

UNESCO approached different donors who declined. Norway was approached because it would help 'balance the aid'; Norway would not, like France, insist on promoting French, and the country takes a systematic interest in the development of communication.

Planning involved a national interministerial seminar and a mission a Norwegian consultant familiar with MDC and similar projects. Two areas have been selected for a pilot project, if considered successful, a phase II will be proposed. Madagascar has refused, for budgetary reasons, to include an expert, and insists on the training of nationals. Due to limited capacity of UNDP, the National Commission administers the project.

Most equipment had arrived by December, 1985, one year later than planned. The first newspaper is expected for February, 1986. An evaluation mission is foreseen when the press is in operation.

8. AFRICA REGIONAL: Nordic Communication Project

The objective of this project, which was started in 1980, was to form a corps of African communicators capable of making radio broadcasting in Africa more relevant to and supportive of development, especially rural development. In 1984 it was reported that a total of 45 courses, seminars and workshops had been completed; 1180 trainee-months of training had been provided. Both trainees and resource persons were taken from the region.

The achievements of the project have been discussed by two evaluation missions, in 1982 and 1984, which arrived at fairly different conclusions. The achievements of the project was also discussed during a regional summing up seminar in Zimbabwe at the end of 1985.

9. KENYA: Technical Education

The UNESCO component of this project is terminated. The project

is aimed to assist in the establishment of decentralized training institutes of technology, to provide technical education and occasional training facilities for those school leavers unable to obtain employment. Being located mostly in rural areas, the curricula of the institutes are more suited to small scale industry and rural development than the training offered at the central polytechnics of the country.

After the termination of UNESCO's participation in this project, it has been continued as a national project run by the government, with inputs from other donors. A minor contribution has been made by Norway in order to produce a film that should document the project. Members of the team had an opportunity to view the film and found it better suited to motivate potential participants than to document the project.

10. BURMA: Marine Science Training and Research Vessel

The project started in 1983, and is limited to the supply of a research vessel and training of its crew. The ship was built in Norway and handed over in June 1985. The training component of the project started with the arrival of 3 Burmese fellows in Norway, May, 1985, to undergo training in the use and handling of the vessel. It was reported in December, 1985, that the ship had been handed over to the Burmese authorities, that the procurement of equipment was under way, and that the project would be terminated by the end of the year.

11. AFRICA REGIONAL (Zimbabwe): 2nd Regional Training Course in Mining Geology

The course, arranged in 1985, was one of several under UNESCO's regional program "Mining for Economic Development". It was designed to meet the need for field training relevant for mining in Africa. The level is post graduate.

As exploitation is transferred from transnational to state development corporations, the demand for trained personnel increases. Few universities in Africa can teach mining geology as a special subject.

The course was organized by local institutions, and most instructors were Zimbabwean. The equipment was donated by the US Geological Survey. 20 mining engineers/geologists from 13 African countries took part in the course, during a period of 10 weeks. The participants hold central positions in universities, geological surveys or ministries and mining corporations, approximately one third from either category. One woman had been recruited. All participants completed the course, which appears to have been efficiently and professionally organized.

The type of training offered under this programme is of strategic importance for the national economies of the region, and the FPO reports several requests from African governments and institutions for a third course.

12. BANGLADESH: Development of Technical Education

The project, designed to supply technical institutions with scientific equipment and assist the authorities in developing curricula for technical education, was terminated in 1984. The objectives of the project was to assist the engineering colleges in their development in order to better meet the technical manpower needs of the country, particularly in the field of industrial development.

Questions have been raised as to whether the project was too ambitious. A positive aspect of the project is that particularly the curriculum development part of it has laid the foundation for future expansions with inputs from other donors.

3. IDENTIFICATION OF THE PROJECTS

The impression of the team on the basis of the 12 projects reviewed and discussed, is that their prehistory is varied. While UNESCO in principle strongly advocates the requests and planning efforts of national governments as the origin of projects, actual initiatives may have many sources.

UNESCO, as a highly professional organization, with several decades of experience with international development cooperation / technical assistance, is clearly in a position to act as a catalyst in formulation of project ideas:

- models of projects considered successful may be replicated elsewhere (for instance the rural press projects, or the mining geology courses).
- lacking components in a development strategy may point out the need for new inputs (for instance functional literacy depends on the availability of reading material, nation building will gain when education is done in a common language, recruitment of girls to primary education increases with female teachers at the schools, development of fisheries will benefit from the use of a research vessel etc.)

UNESCO's regional offices provide a flow of new project ideas. The organization has guidelines for the identification, preparation and

evaluation of projects, according to which some work is done before donors' interests are gauged. Only if such interest is confirmed will more detailed planning take place. How this planning phase is carried out, who takes part etc. varies. If the donor maintains interest, the donor may be asked to participate in an appraisal, and the resulting document would form the basis for an agreement, a plan of operation and eventual execution.

According to the Norwegian principles for multi-bilateral cooperation, a precondition for such cooperation is that the agency involved has been requested by the recipient government to implement the project in question.

Of the 12 projects under review, 10 projects are national and 2 are regional. It is evident from the information available to the team, that in all the national projects a specific request was made by the national governments. The regional projects have been carried out in close cooperation with the governments in the region, and relevant local institutions, such as universities, since these have been active in appointing participants and making available the venues for the projects.

The information indicates that 4 of the projects are continuations of previous phases of the same projects. In 4 cases, the projects were designed as a result of experiences in other countries with similar projects implemented by UNESCO. Two projects were identified directly by national authorities as part of a larger national plan, while the remaining two projects were identified as parts of larger ongoing projects in the countries.

The evaluation team had no possibility of assessing the quality of the

consultations between UNESCO and the national authorities in the identification and planning of the projects, but is reassured that the majority of projects have been initiated in response to needs identified by the governments. In two cases Norwegian authorities have been directly involved in the identification of projects.

4. SELECTION OF IMPLEMENTING AGENCY

From the material available to the Mission it is evident that in 7 of the 12 projects UNESCO has been identified as implementing agency by national authorities because of its specialization and experiences in the areas. Most of these projects fall under UNESCO's sectors for communication and science. As mentioned above another 4 projects are continuations of ongoing projects. In the remaining two cases: Literacy for Women (Togo) and School of Home Economics (Senegal), it is assumed that UNESCO was selected because of its previous experiences with such projects.

5. PLANNING OF PROJECTS

The Norwegian Government's White Paper on Development Aid (Stm 36: 1984-85) suggests that Norway might get more actively involved in the planning and preparatory phases of projects, as a means to improve the multi-bilateral cooperation in general.

In the case of UNESCO, Norway has been indirectly involved in the preparatory phase in 9 out of 12 projects, either through the NORAD resident representatives, by the use of external, Norwegian consultants, or by the appointment of Norwegians as project staff employed by UNESCO. In addition, SIDA was actively involved as the leading donor agency in the joint Nordic Regional Communication

Project.

Only in two cases; the literacy programme in Togo and the technical education programme in Kenya there have been no involvement from the Norwegian side. Of the 12 projects under review, 6 were either planned as continuations of on-going projects or based on previous designs of projects in other countries. According to the material available to the team, the way in which national authorities have been involved in the planning of new project activities varies. It is quite common to find civil servants with relevant professional backgrounds as members of appraisal missions, pre-project meetings, etc.

6. CONFORMITY WITH NORWEGIAN ODA PRINCIPLES

An overriding objective of Norwegian development assistance is that the projects should contribute to "the creation of lasting improvements in the economic, social and political situation of the people in developing countries. ODA should be applied so as to have the greatest possible development effect for the poorest population groups. Assistance shall preferably go to the poorest developing countries, and be designed to create as little dependency on continued assistance as possible." (Stm. 36, para. 2.2, refers)

Of the 10 national projects, 9 are implemented in so called low-income countries, i.e. the group of the 35 poorest countries in the world as identified by the World Bank. The 10th project is located in the poorest of the so-called lower middle-income countries (Senegal) while the 2 regional projects address themselves to the needs of low-income countries only.

Out of 12 projects, 7 address themselves directly to the rural

population, where the poorest segments of the societies usually are found. It was also noted that 3 of the projects are in support of women directly.

A major objective in Norwegian ODA is to mobilize indigenous abilities and resources, so that development may be self-sustained. All 12 projects are consistent with this idea. Education at different levels may be used as a main heading. The projects are designed either in support of the literacy process, in order to promote basic education, or in order to provide specialized education at a higher level. To the extent that the objectives are explicitly stated in the project agreements, it is evident to this evaluation team that all 12 projects conform with Norwegian ODA principles.

7. EVALUATION AND PROJCT REPORTING

Project management in UNESCO is supported by various systems of monitoring and reporting to the different decision levels. A system for more comprehensive evaluation of effectiveness, impact and relevance, however, appear to be non-existent.

According to the material available to the Mission, in 7 out of 12 projects, no guidelines or requirements for evaluations were specified in the project agreements. In the remaining 5 cases, the time schedule for evaluation was included in the plan of operation, but no details as to the composition of the team, scope, or main questions to be raised were mentioned.

Evaluations are usually undertaken at a time when a project or a project phase is terminated. In most cases such evaluations do not include assessments of impact, effectiveness and relevance, and should

therefore be characterized as technical reviews, rather than evaluations. From the information available to the Mission, it appears that only in 4 cases the evaluation team was provided with specific and detailed guidelines by UNESCO.

A review of the project documentation available through MDC, reveals that technical progress reporting within UNESCO appears to be adequate; only in two cases the documentation failed to meet reasonable minimum requirements. The reports appear to be generally less specific, however, in spelling out the problems encountered during implementation, and necessary actions to be taken. Again, this is partly explained by the fact that some of the UNESCO projects are just one of several components in a larger project organised and controlled nationally. In some cases the project administration may be decentralized, particularly in countries where there are UNESCO regional offices.

In general, more project information is generated than what is presented to the donor. The team has no reason to believe that the quality of follow-up of project activities by UNESCO is inferior to that of other multilateral or bilateral organisations.

As mentioned above, more comprehensive evaluations with assessments of effectiveness, socio-cultural impact and relevance is so far virtually non-existent in UNESCO. None of the so-called evaluation reports available to the Mission take up this kind of analysis at any length. At this point one should, however, be aware that 4 of the 12 projects have been operational for such short periods that no impact evaluation could be expected. (Bhutan, Madagascar, Burma, Zimbabwe)

In 5 of the 12 projects, the UNESCO component represented a minor part of a larger project controlled by national institutions and there would be no obvious justification for UNESCO to undertake comprehensive evaluations. (Sri Lanka, Tanzania, Kenya, Bangladesh, Bhutan).

In the opinion of the team, 8 of the FIT projects are either too small, and/or too recently launched to warrant evaluations of impact. Only four projects remain where such evaluations would be applicable, namely the ones in Togo, Nepal, Senegal and the Regional communication project. Of these, three have been recently evaluated, but probably only the one in Nepal will meet the stricter standards of evaluation, as defined by the UN and OECD/DAC.

The team is of the opinion that a better indication of the quality of follow-up of project activities is the level of professional experiences of the project staff and those responsible for the coordination and supervision of the projects, rather than the amount and quality of reporting. The team has been reassured that all the 12 projects are now handled by senior field project officers in UNESCO with several years of experiences from developing countries, some of them as former regional advisors. Also the expert staff in the field are generally highly qualified professionals and have several years of experiences from developing countries. To a much higher degree than in bilateral aid, qualified experts from the region and other third world countries are utilized.

In conclusion, therefore, UNESCO's follow-up of projects may very well be more professional than that of work done on a bilateral basis by countries like Norway. In both places the quality of the work done by

project officers may vary substantially.

On the other hand it may be noted that sometimes the "administrative distance" between field and headquarter is larger than in bilateral aid with its system of resident representatives. But in the case of UNESCO, both UNDP and other UN agencies, regional office staff etc. function as local support systems for projects.

The team was also made aware of the value of inter-agency cooperation in the field (for instance UNESCO - UNICEF, Nepal).

CHAPTER V

CASE STUDY 1: NEPAL - ACCESS OF WOMEN TO EDUCATION

1 CONTEXT AND PROJECT IDENTIFICATION

The area of Nepal is less than half the size of Norway, and as part of the Himalayas, large parts of the country are inaccessible and uninhabitable. Hence it is claimed that with its rapidly increasing population of 15 mill., the population pressure on the land is among the most severe in the world.

40 per cent is said to live below the poverty line. 90 per cent are rural, largely engaged in subsistence farming. Survival depends on hard work by all age groups, and on skills - in crafts and agriculture, developed over the generations. Past achievements are highly visible, in terraced agriculture, religious monuments, and agriculture.

A change of government in 1951 started a long process of modernization. Education was - and is - considered of strategic importance for national development. The population was largely illiterate, 12 languages and several dialects were spoken, and Nepali, defined as the national language, was the mother tongue of only 52 per cent. Ethnically, the country is heterogenous. In 1950, school enrolment was less than 1 per cent.

In the development of a school structure, a division of labour between the state and the local community has emerged: the physical facilities are the responsibility of the local level, while the state would provide and pay teachers and teaching material.

Enrolment increased, to 32 per cent in 1970, and to 65 per cent in

1982. But major problems manifested themselves: despite efforts to the contrary, the enrolment in 1981 was 95 per cent for boys and 35 per cent for girls. Remote areas had particular difficulties obtaining adequate teachers which were in short supply at all levels. Most teachers were untrained, and as late as in 1981 less than 10 per cent of all teachers were women. Observers noted that enrolment was high, but attendance much lower. 28 per cent remained illiterate after 3 years at school. Overcrowded schools in poor condition, overburdened and frequently untrained teachers, and households where child labour was more important than sending children, and particularly the girls, to school were all factors that contributed to a result below the targets set. But compared to the situation one generation ago, the efforts and achievements are admirable at all levels.

LITERACY RATE

	1952/54	1961	1971	1975	1981	1983
MALE	8	16	25	33	34	36
FEMALE	1	2	2	5	12	12
TOTAL	4	9	14	19	23	25

Quoted from: Majupuria, I: Nepalese Women, Lashkar 1985

2. PLANNING

Development is under constant supervision in Nepal. National and international research institutes in the field of education produce empirical studies of high quality. Results appear to be widely disseminated, and discussed at workshops, seminars, training institutes, and at the levels of authority from government to the local level. Challenges are met with rationality, compassion and persistence, in some cases also with innovation.

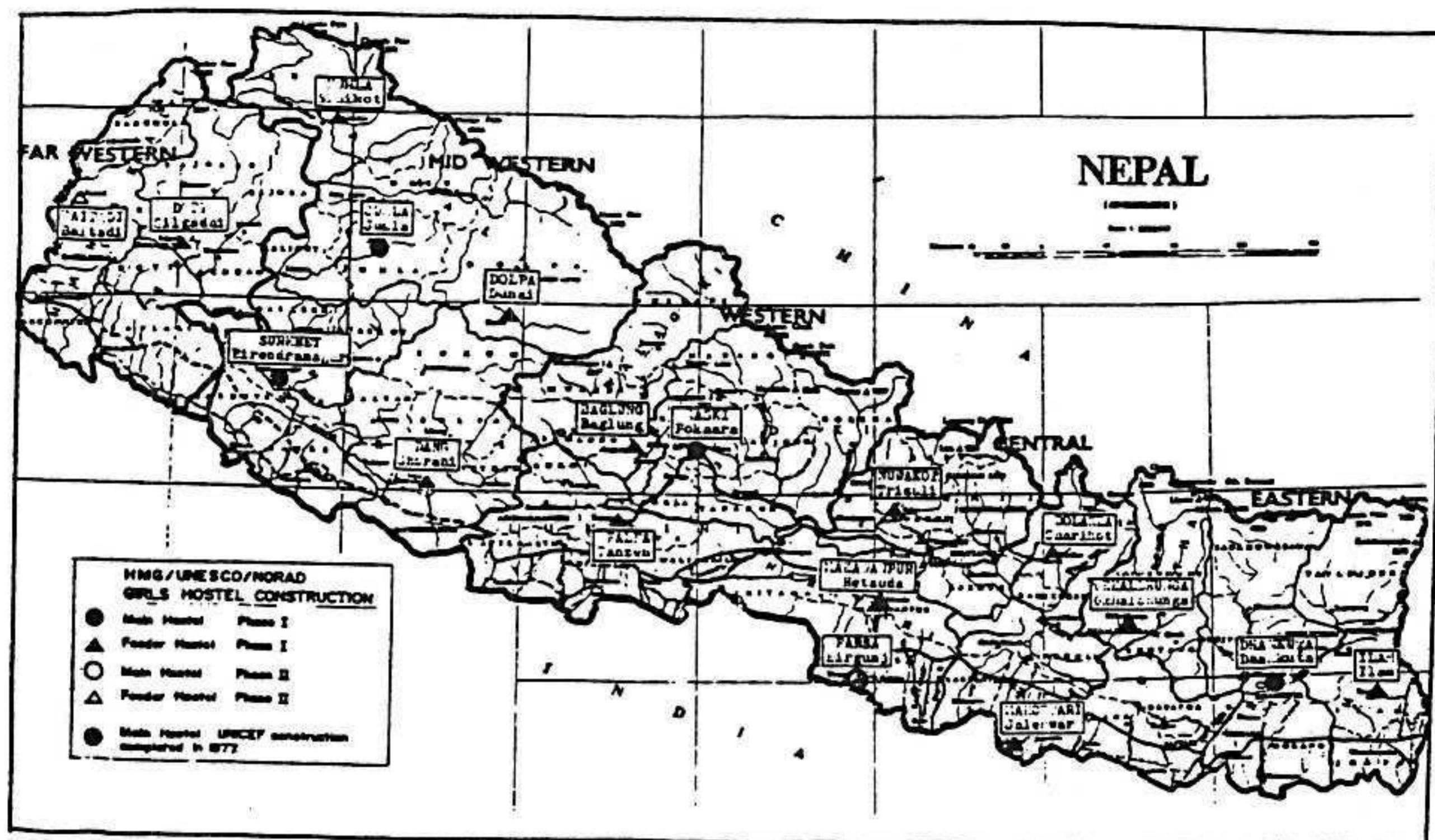
3. IMPLEMENTATION

A number of foreign aid agencies are involved in the educational sector in Nepal. A special programme, "Equal Access of Women to Education" was started in 1971, under the aegis of UNESCO and UNICEF. The programme focussed on the recruitment of women from disadvantaged groups and remote areas for teacher training and set out to provide the facilities that could make this possible. Hostels where the girls could stay while attending local secondary schools, and decentralized teacher training institutes had to be constructed.

Norway entered the project in 1977. UNICEF, and later UNESCO/Norway have financed the construction of 19 hostels so far. The Norwegian commitment has been in two phases, and may be said to have three components. One is the "feeder hostels", 14 so far, each housing approximately 15 girls who attend a secondary school near by. The second component is the construction of 4 "main hostels", housing 70-100 students attending one year courses at decentralized teacher training institutes. The third component is the upgrading and maintenance of educational buildings already constructed. The distribution of the hostels is shown on the attached map.

The construction programme has emphasized that design and building methods be adjusted to local traditions. Material, workers and contractors are local. Efforts are made to keep total costs low.

During both phases, a Norwegian architect has been attached as UNESCO associate expert, both deeply involved in the project and committed to its ideology, and highly praised by their collaborators.



Project management rests with a Project Management Board. There is a Liaison Committee to the more comprehensive programme, and local Construction Committees.

The procedure for tendering is strictly regulated. Construction is supervised by overseers from the project. Workers wages are said to be standard. It is interesting to note that many of the construction workers are women.

The general impression is that the team working for the project is dedicated and competent. The project emphasizes the need for staff development, and measures have been taken to formally upgrade their education and training.

Distance between sites and capital must present the project with a challenge. Communication is extremely difficult, and project personnel have adjusted admirably to this situation.

The standards set for the students quarters are a compromise between necessity and available resources. The hostels are modest and adequate, but hardly comfortable. Considerable efforts are made to design systems for water supply and toilets in a way that will minimize maintenance problems.

The project is also engaged in upgrading of education facilities related to the hostels, such as schools in poor condition.

Maintenance is an important problem in the project, and the question of responsibility for maintenance is not resolved. Poverty also manifests itself in little capacity for maintenance and upgrading. The cost of delaying repairs, however, have been clearly demonstrated to all parties involved. Tool boxes have been provided, some funds are now set aside locally, and up to a certain amount some preventive maintenance may now be carried out.

The project has also given thought to the general situation of school building in the country. Many new schools are needed and existing schools are clearly inadequate for the nation's educational effort. The Government is careful not to take over what is considered local responsibilities. Still remedies have to be found, and it is proposed that the project now systematizes its own experiences, and collects information on actual and proposed designs of school buildings with a view to improving the Ministry's long term ability to correct the present situation. It was suggested that a possible phase III of the project should include this issue.

4. STUDENTS

The output of teachers per year will vary with the number of years of

secondary school education required before these students may enter teacher training institutes. At the end of the present building programme, the hostel capacity will be around 500 students, hostels ranging in size between 15 and 100 beds.

At the hostel inspected, the 15 students very kindly and well organized served a meal to the visiting team. Despite years of training in English, conversation was difficult. An attempt was made to have them indicate on the map where their homes were located. This was evidently a new experience, and caused great excitement. It was revealed that their homes were wide apart, definitely located in remote areas. Some of the girls may be relatively privileged, but all claimed a high motivation to become teachers "at home".

The Ministry has guaranteed employment for these students, and School Management Committees are instructed to employ them. Still, some go unemployed as no local job is available, and the candidates and their families are reluctant to move. Most, however, find employment immediately, others after a few months. An investigation of 20 cases revealed that only 2 were unemployed after 2 years.

Bonding is not considered a solution, as it would imply forced migration. Offering relevant jobs in community development is an option that might be of interest, if funds existed, for instance for adult literacy classes.

The completed hostels were used to full capacity with one exception. A special effort should be made to improve the local learning environment and perhaps use the facilities for more experimental approaches in formal as well as informal education and community development.

5. EVALUATION AND REVIEWS

UNICEF's initial project was evaluated in 1978. Hence the Norwegian FIT project could be based upon an empirical study that by and large had confirmed the wisdom of the strategy chosen, including the hypothesis that women teachers, working in their home communities, would motivate parents to allow their daughters to go to school.

A second evaluation study has now been carried out. Analysis is near completion, and the report will be ready by February, 1986. Preliminary results were presented in November, 1985. Reporting from the project is professional and regular, biannual reports were available both at UNESCO's Regional office in Bangkok where a senior architect is responsible for supervision, and at the HQ. The UN involvement provides continuity of operations, and the project is followed closely by a research institute of the university. Both evaluations have been carried out by this institute.

The review meeting was arranged as scheduled in November, 1985, as a threepartite meeting between HMG, Norway, UNESCO and UNICEF. Field visits were carried out, separate meetings were arranged with all relevant sections of the Ministry, as well as local authorities during site visits. Hostels in operation and under construction were visited. The plan of operation was revised, making the division of labour between UNICEF and UNESCO clearer, and securing improvements in project staff development as well as project economy. The meeting was well prepared and the discussions were frank and friendly.

The present phase II has to be prolonged one year, at no additional cost. It is strongly desired that Norwegian commitment be continued,

and that a phase III be planned. There are major challenges in primary education, and the emphasis on women is outspoken and sincere. Conformity with Norwegian ODA principles is evident.

The present project is well known in Nepal. In the Ministry of Education as well as at all sites where construction takes place, the project is known as the Government/NORAD/UNESCO project. Introducing a change in name in accordance with the reorganization in Norway would create confusion and an impression that "Norway had disappeared". It is therefore recommended that the name is maintained.

It may also be argued that the project so far has created an image of Norway as relevant and competent in this field. The challenges of topography and distance, and coping with scattered populations are familiar constraints to many Norwegian professionals and institutions.

UNESCO and UNICEF benefit from the UNDP infrastructure and have apparently established remarkably good modes of cooperation, as well as good links to the university and national and local authorities. Continued Norwegian support may be channeled via both agencies. Norwegian personnel already familiar with the country and this particular project may, if desired by MDC, take part in the preparation of a phase III.

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C H A P T E R V I

CASE STUDY 2: TOGO - LITERACY FOR GIRLS AND WOMEN

1 PLANNING AND CHARACTERISTICS OF THE PROJECT

Phase I of the project was started in 1976, and was continued with a Phase II from 1982-85. It set out to promote functional literacy among women within a new national strategy for socio-economic and personal development. "Self-assistance" is the key slogan - which is to be realised with the aid of the state.

By August 1985, 265 centres of alphabetization were reported to be operating, and literacy to have been achieved by nearly 9.000 girls and women (the Plan of Operation for Phase II sets as its goal 15.000 literates). The actual teaching is taken care of by village volunteers, who are partly being trained within the project. Economic, mechanical, artesanal, and health/nutritional assistance is given by local technicians, some of whom have received their education through national and international scholarships given as part of the project. The project also furnishes technical equipment like a printing press, cars, motorcycles, "female Vespas", etc., all seen as crucial for communicating with the centres and to provide the necessary technical services. A project newspaper is established with the purpose of keeping up the reading ability of pupils, once they have passed the basic courses.

After a rather modest Phase I, initial progress in Phase II was also slow. An evaluation May, 1984, called for the project to move beyond the "demonstration stage". By fall 1985, the project seems to have taken off "for real", partly due to improvements of the

administration, the employment of returning scholarship holders as technical staff, a new project manager, and a more concerted effort to integrate literacy into national development schemes. In this process the goals of the project have become more ambitious, with the number of alphabetised raised to 25.000 and the centres to 600.

The project was selected through negotiations between UNESCO and Togolese authorities, and based on experiences from a previous UNESCO/UNDP project in Togo which started in 1970. This project favoured the male population, and the need for a specific effort in favour of women was launched in 1976 in a collaboration between the Togolese Division of Alphabetisation, Norway as donor and UNESCO as the implementing agency.

This process implied little, if any, active donor participation. The initial planning and design of the project seem to have followed from previous efforts in Togo.

The objectives as well as specified target groups were well in accordance with Norwegian principles for development cooperation. The general Norwegian FIT policy, calls for minimum interference on the part of Norway. This probably accounts for the lack of involvement by Norwegian authorities.

2 EXPERIENCES WITH THE PROJECT

The project has tested various models of teaching, administration and technical assistance. The present set-up and division of responsibilities seem to be working fairly well in promoting the main targets of the project.

The lack of written "evidence" of a systematic discussion of the

planning process through Phase I and II, suggests that it has been a process of trial and error. This impression was supported by interviews in Togo. During the later part of the project, there has also been a more active effort by the government in defining development goals and policies in general - alphabetisation being a crucial part of this - which has helped the project administration to a more dynamic conception of the project as a central part of a major national strategy. No doubt this has meant an extra impetus to the project, in an environment where political acceptance from central authorities is of utmost importance in order to secure vital local support.

One of the positive consequences of this has been the willingness of the project administration to work out guidelines and workplans for future phases of the project. An overriding goal is to integrate the alphabetisation effort into the budget of the Togolese Division of Alphabetisation as a part of the Dept. of Social Affairs, once foreign assistance is terminated.

3 METHODOLOGY OF EVALUATIONS/PROJECT REVIEWS

Given the "ad hoc" nature of much of the earlier project planning and administration, there has until the very last year been no systematic plans for evaluations/project reviews, nor time schedules or modes of implementation - including methods for data collection and formats for report writing. For Phase II, the following national and international documents exist:

- Plan d'Operation: Phase II (January 1982)
- Evaluation du Projet d'Alphabetisation des Femmes et Jeunes Filles au Togo (Ali Hamadache, March 1982)

- Travaux préparatoires a un Programme Regional d'Elimination de l'Analphabetisme: Repport conjoint du Groupe national et de la Mission pluridisciplinaire (May 1983)
- Togo: Alphabetisation feminine, (Report for Jan. - Sept. 1984)
- Rapport d'activites: (A. Kankpe-Kombath, Oct. - Dec. 1984)
- Joint Report of the UNESCO National groups evaluation (May 1984)
- Rapport de Mission (L. Lokisso, May 1985)
- L'Alphabetisation de la Femme et la Jeune Fille (S. Miziyawa, Sept. 1985)
- Joint NORAD-DUH/UNESCO Evaluation Mission (Nov. 1985)

There is at least one report/review pr. year, and in that sense, the reporting has been fairly regular. However, the lack of a standard format for reporting, and time schedules, makes the progress of the project very difficult to assess. The quality and scope of the reports vary widely. Some are mere collections of statistics with little or no substantive information beyond what is found in previous reports, while others give a very thorough description of the state of affairs, including suggestions for practical improvements.

The reports therefore do not give a consistent picture as to actual progress or standstill of the project, nor whether suggestions from previous evaluations actually have been followed up. Furthermore, the presentation of the statistics leaves one at a loss as to the actual number of new centres of alphabetisation that have been established pr. year, how many new pupils have been enrolled, and how many have

received their literacy certificates and with what results.

The main difficulty with the present reporting , however, is that it includes no baseline data from which outside agents may judge the socio-economic impact of the project. Given the functional focus of this programme, some sort of operationalisation of the concept "functional literate" was to be expected. There is, however, no such specification. The evaluation reports/reviews have therefore concentrated on the statistical side of the project as well as organisational and administrative developments, leaving the more qualitative question of impact to a side comment based on random impressions. At times the need for baseline data has been underlined in reports- for instance to be collected at the entrance/final examination of the pupils. As late as of Sept. 1985, nothing had, however, been done with this matter.

For the donor to have an adequate picture of the development and impact of this project, routines for data collection and reporting have to be set up. This is given priority by the present project staff. (Ironically, the lack of such routines has also hidden some of the very positive new trends to be found in this project).

4 COORDINATION AND FOLLOW-UP

From what has been said above, it seems clear that the coordination and follow-up of this project has been slight - from Norwegian authorities as well as from UNESCO.

The Norwegian policy as to Funds in Trust explains some of the donor reluctance. There is, however, the question of how little/unsystematic information from UNESCO the Norwegian authorities should be content

with. As mentioned, in this case the lack of systematic information may have hidden some of the positive and very interesting paths of development which the project presently is going through.

On the other hand, UNESCO has in this case not handled it's administrative job satisfactorily. Part of the lack of an active and informative administration may be due to an unfortunate change of project officer in UNESCO, as well as a change in the top director of the project in Togo - due to a car accident. However, these changes took place as late as 1984/85 - well into the second phase of the project.

It also seemed unclear to the Togolese administration what the relationship between MDC/UNESCO was in this project. Some of the administration expected a more active role to be played by Norway, once it had agreed to become a donor country. Several of the people interviewed also expressed great interest in Norway taking a more active part, based among other things on our own history and experience of making the entire population literate.

5 IMPACT OF THE PROJECT

The Plan of Operation states a rather ambitious set of goals for the project - qualitative as well as quantitative. For Phase II it is stated that the project is mainly tied to functional literacy work in the sense that "l'action educative envisagee se propose de familiariser les femmes avec les projects de developpement et de leur donner le complement de formation necessaire pour leur permettre de repondre aux exigences d'une communaute qui evolue".

In spite of the criticism voiced above as to lack of base-line data, planning and follow-up (making the "objective" measurement and

assessment of progress towards targets difficult), there are clearly positive results to be reported from the project.

First of all, the project's new strategy and general vitalization are beginning to show quantitative results; nearly 9.000 girls and women are reported to having achieved literacy.

Also qualitative results are becoming evident. Most classes seem to have good reports when it comes to reading, while progress is less evident in writing and calculation.

One of the main obstacles for any project of literacy in an oral culture like the Togolese, is how to create the need for literacy. Is it feasible to change the minds and habits of people, from functioning on the basis of oral information and oral messages to written communication unless the environment also is being changed substantially? The answer is probably that in order to make literacy functional, there have to be some such changes in the villages and the person's nearest circumstances. Introducing technical assistance the way it is being done in this project, will contribute to the evolution of such a written culture, which is likely to benefit the women in various ways. In visiting various groups in the project we got a vivid impression of the enthusiasm among the women engaged in the process of learning. When asked what immediate use they had of becoming literate, some of the answers were to be able to:

- read roadsigns avoiding to end up in the wrong district.
- avoid being cheated at the market place on change given back.
- give other people credit.
- help the children with the homework - and understand the importance of doing homework.
- read the bible, and labels on medicine bottles

The beneficiaries appear to have an increasingly active attitude towards shaping their working conditions as well as taking part in the development of their communities. Both leaders and technicians report increasing self-consciousness, expressed e.g. through increasing demand for technical assistance, loans, material inputs, etc. some groups obviously had more difficulties in formulating demands than others. This could partly be explained by their varying cultural and religious background, and the traditional power structure of the family. The positive economic consequences for the family involved, has however alleviated some of the antagonisms on the part of men.

The members of the groups seem to take readily to planning their economic activities which in turn implies greater investments as well as greater need for basic literacy.

No doubt, the technical assistance given to the project must take a large responsibility for the reported economic success. However, the success of the technical assistance rests fundamentally on the ability of the women's groups to absorb and apply new knowledge in their daily routines. To this end, literacy has proven to be singularly important.

A last point deals with the question of communication across barriers of language, culture, etc. Since this project deals with functional literacy for women, the fact that Norway was represented by a woman on the last evaluation mission, helped to open up communication with those involved on the basis of a shared women's culture. Because of this, information was brought forth, which would otherwise have been difficult to obtain.

CHAPTER VII

EVALUATION IN UNESCO. STATE OF AFFAIRS.

1. BACKGROUND

The evaluation practices in UNESCO over the years have varied. The very diverse evaluation and assessment activities in various UNESCO programme sectors and the scattered evaluation resources available was found by the Joint Inspection Unit (JIU) in 1981 to place a considerable burden on the small central evaluation unit's responsibility to organise and systematise evaluation work.

In the period 1981 - 83, a performance evaluation and monitoring system (PEMS) was introduced on an experimental basis, in order to improve efficiency and heighten staff awareness of the need for evaluation. The experiment was discontinued at the end of 1983, on the grounds that the system was too specific and could not be generally applied, it was not adequately controlled, and required extensive programme staff work without conveying relevant information to higher management levels.

The question of evaluation has been pursued further by a high-level intersectoral evaluation committee and five consultative working groups.

2. EXPERIENCES BY OTHER AGENCIES

A review carried out by the Swedish International Development Authority (SIDA) regarding its trust fund projects with six UN agencies (FAO, IAEA, ILO, UNESCO, ITC and UNIDO) presents a number of conclusions in its summary report of February 1985:

It was found that although a formal system for progress reporting, monitoring and evaluation is elaborated in the UN agencies, the contents of this reporting is often of little value for purposes of supervision to the donor country. Compromises between parties, diplomatic considerations and internal politics tend to produce vague reports, avoiding sensitive issues in project implementation and occasionally even give misleading information.

The report recommended that SIDA should introduce its own monitoring and evaluation system for trust fund projects consistent with the methodology used for bilateral projects. In cases where SIDA participates in joint evaluation exercises with a UN agency and government, the SIDA representative should independently report his/her findings to the SIDA management.

The report from the US General Accounting Office, November 1984, concludes that "UNESCO does not have an effective evaluation system, and the Secretariat cannot provide member states with information that would allow them to fully understand what and how well UNESCO is doing." One should bear in mind that this statement, however, relates to the **regular programme** activities. Extrabudgetary activities will generally be subjected to more careful monitoring, particularly where bilateral donors are involved.

3. FUTURE DEVELOPMENTS

Following the recommendations generated within the system and by special working groups, and as a result of the current reorganisation of UNESCO, the idea of an "independent" Central Evaluation Unit at a high level was pursued further. The unit was staffed in April/May 1985 with 4 professional posts. At the same time one or several staff

members have been designated in each programme sector to be responsible for implementation of evaluation activities.

The CEU is required to coordinate and lead evaluation activities, including those financed by extrabudgetary resources and especially operational projects, and to undertake the analysis and studies needed for the establishment and functioning of the entire evaluation system of UNESCO.

During the Mission, December 1985, it was indicated that UNESCO will promote a **system of self-evaluation**, taking into consideration the experiences already gained. Such a reporting system would be integrated into the existing organisation, linking up with the existing computerized information retrieval system of UNESCO. It would be maintained by the existing technical staff, and would need no additional funding, therefore, in order to become operational.

The next level would be a system of **more comprehensive evaluations of programmes or subprogrammes**. This might be three-partite evaluations including the donor and the national government, and would probably have to rely upon separate funds set aside in the project budget when the project is designed.

The third level would be a series of more in-depth **ex-post impact evaluations**. Such evaluations would involve the use of external consultants in order to secure independent assessments. Eight impact studies are now being planned for the next two years. Financing of such evaluations will be taken from funds set aside by the different sectors of UNESCO. For the coming two years, 200.000 dollars have been allocated, which is less than 0,1 per cent of the total budget.

4. CONCLUSIONS

Because of the ongoing reorganisation of UNESCO, it is less relevant to discuss previous evaluation experiences. The practices have been very varied in the past, but some effort have been made to introduce systematic monitoring and evaluation, and raise the awareness of the importance of such work within the organisation.

It is the impression of the Mission that within UNESCO, the term **evaluation** is used to describe such varied activities as project reviews, monitoring, appraisal, as well as analyzing the impact and achievement of a project. Because of this, the picture of evaluation activities given by the organisation refers to a very heterogeneous set of activities.

UNESCO has, however, adopted the internationally recognized definition of the concept, which states that: "Evaluation is a process which attempts to determine as systematically and objectively as possible the relevance, effectiveness and impact of activities in the light of the objectives". Given this definition, very few, if any, of the reports available to the Mission could be characterized as evaluation reports.

There are several indications, however, that evaluation efforts will be encouraged and improved in the near future. It remains to be seen whether or not this will be followed up by resources being allocated for the purpose. The total budget of the Central Evaluation Unit is at present limited to \$ 800.000. It will be necessary, therefore, that funds - and time - for evaluation of trust fund projects are set aside in the project budget directly as a part of the multi bilateral agreement.

Evaluation is costly in absolute terms, even if the proportion of a given budget spent on evaluation seems small.

The recent demand for evaluation should be met with another question; evaluation for what? Evaluations have many functions: it may discipline, control, signal unexpected problems and suggest corrective measures. Evaluation may also institutionalize a learning process for those involved in the project and/or evaluation. But evaluation should never be expected to become a "magic cure" for development aid.

CHAPTER VIII

MODES OF COOPERATION BETWEEN MDC AND UNESCO

1. GUIDING PRINCIPLES FOR MULTI-BILATERAL COOPERATION

During the latest years of international economic recession, the financial resources of several international organizations have been drastically reduced, while they still retain a strong administrative system and a pool of professional competence. In a period with shortage of both administrative and professional competence in Norwegian bilateral aid, trust fund arrangements with UN agencies are a particularly useful and complementary activity.

In the Government's white paper on Norwegian development assistance, No. 36 (1984-85), trust fund projects are seen as a means to reduce the work load in Norwegian aid. The importance of learning from improved cooperation with international organizations is also emphasized.

The basic questions that have to be settled by MDC in order to decide on a model of cooperation with UNESCO is therefore:

- how much of its own organization it wants to mobilize in connection with the FIT projects in UNESCO,
- how deeply it wants to be involved in individual FIT projects, in the individual phases,
- how actively it wants to participate in the evolution of new FIT projects

- how much and what kind of information it wants about current and potential FIT projects respectively.

Different modes of cooperation in different professional and geographical areas, the possibility for linkage of trust fund projects with bilateral aid etc. are questions that are linked with these.

Behind these questions lie the more fundamental and clearly political ones:

- The proportion of Norwegian ODA funds channeled via the UN, and
- The particular involvement in UNESCO's programme.

2. ORGANIZATIONAL ASPECTS

UNESCO is presently undergoing certain organizational changes. Most relevant for the FIT cooperation is the establishment of a

- Bureau of studies of action and coordination for development (DEV), a subdivision of which will handle extra budgetary funds, i.a. FIT, and the reinforcement of the
- Central Evaluation Unit (CEU) under the Director General's office which will improve existing and develop new systems of self evaluation, management and impact evaluations.

Another important organizational change is the integration of the so called operational activities with the regular activities under the respective technical sectors of the organization. This is thought to improve the professional relationships between different categories of personnel and make better use of the professional capability for operational activities.

The system of Regional Advisors and Regional Offices will be maintained, which will continue to provide professional supervision of project activities, and be active in identifying new projects.

The structure of UNESCO has identifiable "opposite numbers" in the MDC organization, and some of its internal operations - and ambiguities- also seem to be parallel:

- UNESCO's DEV-division will correspond to MDC's Multilateral division and relate to it in FIT connections. Both divisions are responsible for the coordination of the FIT programme and the liaison between the two parties. Both divisions will refer technical questions to the respective technical sectors or departments of the organization.

UNESCO covers the following technical sectors:

- Education
- Natural sciences
- Social and human sciences
- Culture
- Communication

Each sector is subdivided into a number of divisions.

Within MDC there is one Project Department which is subdivided into the following technical divisions:

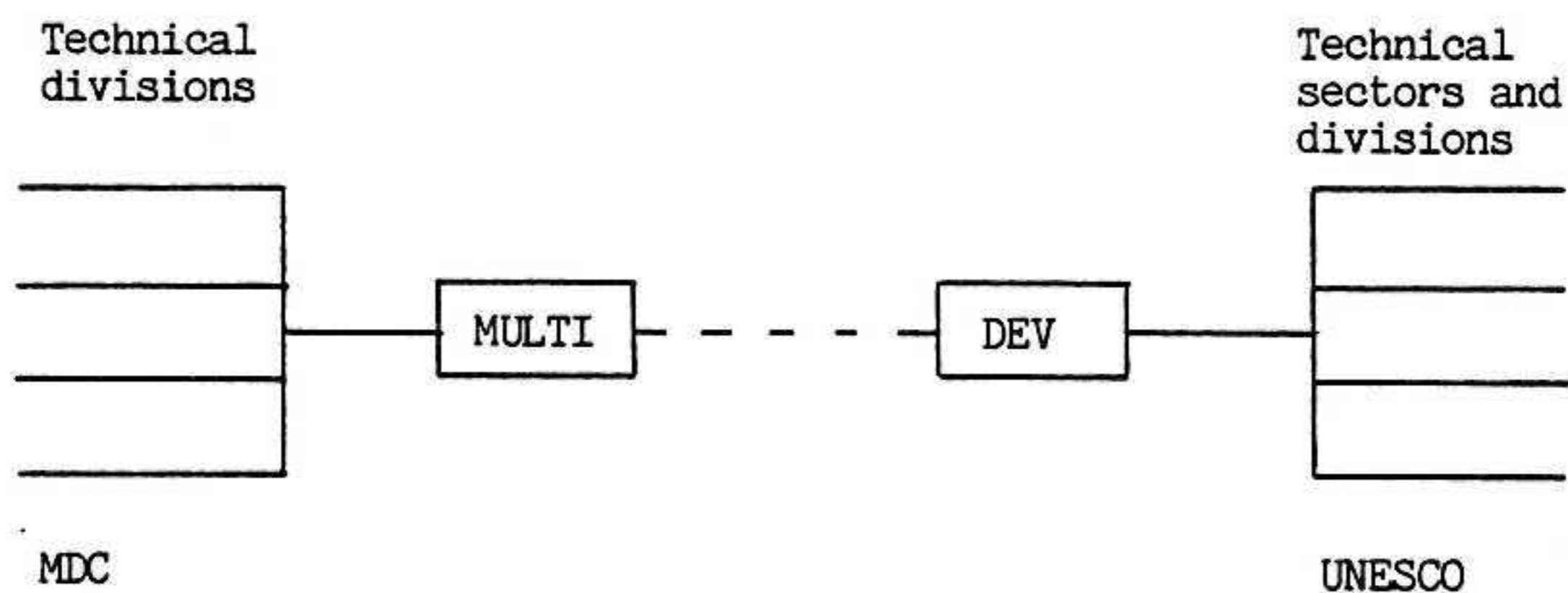
- Health, nutrition, family planning and education
- Maritime transport and industries
- Energy and tele-communications
- Building and construction
- Fisheries

Agriculture and rural development

Non-governmental organizations

- The Sectors of UNESCO will correspond to the Divisions of the Project Department of MDC. While the Sectors are responsible for the implementation of the individual FIT projects, the Technical Divisions of MDC (which are responsible for the implementation of bilateral projects) will be in an advisory position vis a vis the Multilateral Division on technical questions.

- UNESCO's CEU has its MDC opposite in MDC's Planning Department's Division for Evaluation.



Both systems have regional extensions and are established in the field. Here, however, UNESCO with its 33 field offices has the obvious advantage of being part of the UN-system, supported by the UNDP network, and interacting with other specialized agencies. MDC with its 9 field offices has no similar support system at hand.

Among the priority countries for Norwegian bilateral aid, UNESCO is represented in Kenya, Zambia, Zimbabwe, Tanzania and India.

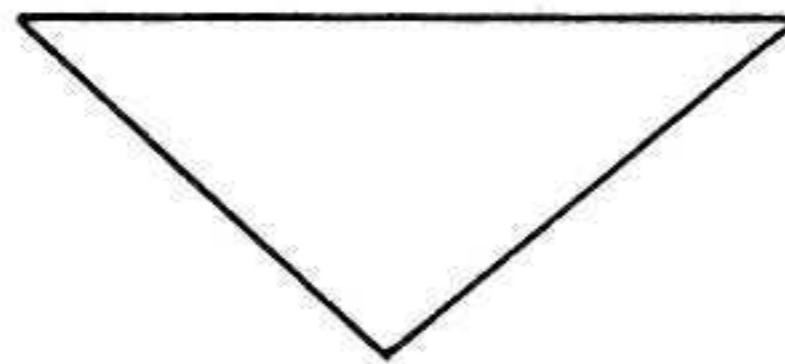
3. OVERALL LEVEL OF INTERACTION BETWEEN MDC AND UNESCO

FIT projects are referred to as "tripartite", involving the international organization, the donor and the receiver countries.

Receiving country

International organization

(UNESCO)



Donor country (Norway)

The frequency of contact may - theoretically - be anything from maximized to minimized by any of the three pairs of the triangle. The interaction in pairs or tripartite interaction may also vary. Finally, the pattern - and content - of contacts may vary over time, with individual projects, or with the project cycle. Obviously, from a theoretical point of view, options are many. Practical considerations have to limit, and institutionalize contact.

The "minimized contact model" would imply a total trust by Norway in UNESCO as implementing agency. Once projects are accepted and financial resources are transferred by Norway, the project, including all relations to the receiving country, is UNESCO's concern and responsibility only. Norway's relation to the receiving country is a pure formality. The administrative and project-professional work load is reduced to a minimum for Norway in this case.

In the period before MDC was established (1984), when the responsibility rested with the Ministry of Foreign Affairs, operation of the FIT agreements seems to have been close to the "minimized model", and this heritage may still prevail.

The "maximized contact model" on the other hand, would imply that more of MDC is involved, notably the technical divisions of the project department, which correspond to the technical sectors of UNESCO.

At predetermined points in the project cycle, the relevant technical divisions of MDC would take part in the planning and follow up of FIT projects. This would clearly add to the MDC work load, probably also UNESCO's, and perhaps the receiving country's as it would have to face two partners instead of just one, part of the time.

One intermediate model might be that UNESCO was left with the entire responsibility for the implementation of the projects, while MDC took part, directly or indirectly, in the planning and design phase of the projects.

In MDC - UNESCO relations, the biannual meeting is presently a focused event. Alternately, the meetings are held in Oslo and at the UNESCO HQ. Both parties involve the departments generally responsible for FIT projects - as well as their technical divisions.

Ongoing as well as potential projects are discussed, but meetings are alternately giving priority to more general and more project specific discussions.

The team is under the impressions that there is room for improvement of this meeting. This would, however, require more active preparation by MDC, more involvement by MDC technical divisions and more precise signals regarding priorities, degree of involvement and preferred type of information.

4. PLANNING AND DESIGN OF PROJECTS

The establishment of MDC does facilitate more involvement of the technical divisions in FIT activities. The government's white paper (Stm. 36: 1984-85) referred to above, is arguing a minimized contact model, but suggests that a certain involvement by MDC in the planning of new projects might be desirable. This opinion has also been emphasized by the technical department of MDC.

Actually, UNESCO's existing guidelines for project identification, preparation and evaluation of projects already invites much donor involvement.

The team has also received clear indications that UNESCO - at all levels - is eager to seek those models of interaction with Norway that maintains, improves and preferably expands the FIT cooperation.

Project ideas are usually generated as a result of interactions between UNESCO and the national governments, and are presented to potential donors for funding during the regular bi-annual consultations. It has been emphasized by MDC that such proposals should be forwarded at least one month before the meetings take place. There is also a general concern that such proposals should

include sufficient information for the technical division to make its assessment.

In some cases a pre-feasibility study will be necessary before MDC can commit its funds to a new project. Preferably, such studies should be financed by UNESCO. An alternative would be to set aside separate funds for undertaking joint, preferably tripartite, non-committing pre-feasibility studies. Such a fund could be well justified on the grounds that there is a definite need for a general strengthening of the planning/design phase of projects.

MDC would then have the possibility to appoint members to pre-project missions. In order to strengthen the learning process between MDC and UNESCO, it would be preferable that staff members from the technical divisions took part in such missions. With the present shortage of professional personell an alternative would be to involve external consultants. These might also be utilized in the future follow-up of project activities.

All communication between UNESCO and MDC today, is through the Development (DEV) and the Multilateral (MULTI) Departments. The technical divisions have an opportunity to interact during the biannual consultations, however briefly. At both sides it have been pointed out that increased professional contact may be desirable for the follow-up of project activities and for advance learning and confidence building. If the biannual consultations were preceded by a one day professional meeting between the technical divisions involved in the consultations, the more formal consultations - as well as the current MDC - UNESCO cooperation - might become more fruitful.

5. FOLLOW-UP OF PROJECT ACTIVITIES

The team has indications that within UNESCO, project documentation is generated in quantities and frequencies that would most probably overload the MDC's present capacity. In fact, without a radical improvement in professional capacity at the Norwegian side, hardly any follow-up of the implementation process can be expected.

What is needed by MDC, therefore, is hardly elaborate technical reports about the progress of activities. Rather, there is a need for reliable assessments of effectiveness, impact and relevance of the projects, which are policy oriented and can be used in deciding priorities for the future FIT programme.

The contact between UNESCO and MDC regarding the follow-up of project activities has to be minimized. But where it will benefit the learning process and improve project quality, i.e. between the technical divisions, the interaction might be strengthened.

The need of the Multilateral Department is to receive brief, reliable "executive" summaries of project activities at regular intervals with emphasis on the status and the prognosis. These already exist in the form of "Implementation status reports" produced by UNESCO for the biannual meeting. See appendix 4.

As an alternative to reading comprehensive evaluation reports, MULTI might choose to contact informants who are familiar with the projects. This may be dealt with by pursuing the present line of MDC appointing members of evaluation teams. To the extent

possible, however, MDC should appoint members of their own professional staff for participation in evaluation missions and follow-up activities. This would benefit the learning process and the motivation within MDC.

Because of its own personell shortage, MDC would to some extent probably will have to rely upon external consultants. It may be argued, however, that a consultant who has "followed" a project, may eventually become less independent, "less objective" in his - or her - assessment. These consultants should anyway be selected on the basis of their experience with development aid. Being a specialists within the area of activity should not be sufficient to qualify for such assignments. The same consultant may be involved from the very early phases of the project activities.

Also, MDC might wish to make use of the experiences of Norwegian associate experts in a more systematic way than today, e.g. through more systematic debriefing procedures.

The Norwegian National Commission for UNESCO may present another possibility for decentralizing the follow-up of project activities. The Commission is at present under the Ministry of Science and Culture, and mostly involved in UNESCO's regular programme activities. The Commission is , however, informed about the status of the extra-budgetary activities by MDC once a year. To a certain extent, the Commission represents specialized professional competence. On an individual basis, National Commission members might be useful in FIT connections. MDC prefers to retain the same model of cooperation with the National Commissions for the various UN agencies, and is reluctant to increase, formally, the range of cooperation with them. This

should not prevent National Commission members from being individually involved.

The Norwegian permanent delegation with UNESCO might represent another alternative for decentralizing the follow-up of project activities. The permanent delegation is at present involved mostly in regular programme activities. Given that substantive follow up normally requires access to professional advice, the delegation may not be in a position to respond adequately.

6. EVALUATION

The team is of the opinion that the evaluation of project activities done by UNESCO so far tends to focus on technical questions related to the implementation of the project, rather than on the more fundamental questions of effectiveness, impact and relevance. This corresponds with the findings of the Joint Inspection Unit of 1984.

This raises more general questions of evaluation methodology: While **relevance** may be hypothesized - and even argued with some certainty - impact is a long term and complex process. Moreover, as already noted, the impact of **small** projects, or limited components of larger projects, is indeed difficult to trace.

As part of the current reorganization of UNESCO, work is under way to develop new procedures and formats for evaluation. Since there are no examples of what the future evaluation system will be like, no assessments are possible. The questions of quality and comprehensiveness of evaluation reports, however, should be closely followed by MDC in the future, and should be one of the agenda items in the negotiations about future trust fund

cooperation with UNESCO. Norwegian participation in evaluation missions may be an effective way of learning about evaluation activities in general, as well as about the activity being evaluated.

In order to strengthen this part of the follow-up of the FIT cooperation, funds should be set aside for project evaluations directly when project budgets are agreed, and the time and mode of evaluation settled in the work plan. But in order to prevent "evaluation overload" in the tripartite system, and else where, the demand for evaluation must be justified both with a reference to the type and size of project and the expected functions and utilization of evaluation reports. There is little point - and indeed little justification - in demanding - and paying for - activities - if the products are hardly ever used.

7. SCOPE OF FUTURE FIT COOPERATION

The total Norwegian allocation for funds in trust projects with UNESCO has been kept constant over the last years. This was explained by MDC to be in response to a general concern expressed by UNDP that funds should not be channelled directly to the specialized agencies of the UN system. The fact that UNESCO has a relatively low implementation rate with high carry-overs from one year to another is also an important explanation. Finally, the US/UK criticism of UNESCO may have influenced the situation in the same direction.

The general opinion in MDC, however, seems to be that the efficiency of UNESCO is not very different from that of the other

UN agencies. An increase in the FIT cooperation in the future is mostly a question of to what extent UNESCO will be able to present good project proposals within priority areas, i.e. basic education and women projects, and to what extent such proposals are supported by individuals or organizations in Norway.

In the past, a main guiding principle for FIT cooperation has been that such funds should not be used in the priority countries for Norwegian bilateral aid. The Government's white paper referred to in this chapter, however, suggests that it should be possible also to finance trust fund projects in these countries.

Including a multi-bi project component in some of the bilateral projects in areas where UNESCO have a clear professional edge would provide a basis for mutual exchange of experiences. This would both benefit Norwegian bilateral aid and reduce the demand for follow-up of some multi-bilateral project activities in other areas. But it may also create new conflicts in a slightly more complex tripartite system, that manifests itself more clearly and continuously in receiving countries.

In general, the evaluation team is convinced that there is room for further expansion and innovation in the modes of cooperations between MDC and UNESCO.

ASSESSMENT OF THE NORWEGIAN MULTI/BILATERAL PROGRAMME UNDER
UNESCO

TERMS OF REFERENCE

I BACKGROUND

The Norwegian multi/bilateral programme administered by UNESCO encompasses twelve projects in the period 1983-85, of which two have been completed. (See enclosed project list.) Total annual allocation of funds has been around NOK 9 million during the period. Reporting by UNESCO under the programme is made through regular progress reports, project reviews and evaluation reports.

As shown in the enclosed project list, three of the projects have recently been started. Most of the projects will be completed during 1985-86, offering an opportunity to redirect the programme in the near future. The guiding principles for Norwegian aid emphasize that assistance for support of women and the area of basic education shall be given priority.

In order to better understand the operational strength of UNESCO - one of the UN executive agencies - the Ministry of Development Cooperation intends to study UNESCO's project administration -reporting and -evaluation as illustrated through Norwegian funded multi-bilateral projects.

II IMPLEMENTATION AND REPORTING

The task shall be undertaken by a team consisting of:

Ms. Ingrid Eide, head of the mission
Mr. Knut Samset
Ms. Kristin Tornes

The work will be carried out in close cooperation with the

Evaluation Division, Ministry of Development Cooperation and UNESCO.

III ASPECTS TO BE ADDRESSED

The assessment shall be based upon a review of existing project documentation, and interviews with Norwegian personnel who have been working at the individual projects or participated in reviews or evaluations. Interviews will also be made with staff at the UNESCO headquarters in Paris.

The team shall have regard to existing evaluation material concerning UNESCO.

The following aspects shall be addressed by the mission:

1. PLANNING OF INDIVIDUAL PROJECTS

1.1 Describe UNESCO's criteria for identification, selection and planning of projects, and assess the likely or desired donor participation at the planning and design stage.

1.2 Determine to what extent the objectives and the target groups are specified and in accordance with donor (Norwegian) principles for development cooperation.

2. METHODOLOGY OF EVALUATION/PROJECT REVIEWS

2.1 The mission shall describe and assess:

- Systems for the planning of evaluations/project reviews
- Guidelines for the drafting of terms of reference, and criteria for selection of evaluation teams.
- Time schedules and modes of implementation, including methods for data collection, and formats for report writing.
- The relationship between regular reporting and reviews/evaluation reports.

2.2 The mission shall assess to what extent the current evaluation and progress reports offer to the donor a comprehensive and adequate picture of the current development and impact of the projects.

3. COORDINATION AND FOLLOW-UP

3.1 Describe and assess the adequacy of coordination and follow-up of project activities by UNESCO and Norwegian authorities.

3.2 Assess the scope and quality of the follow-up of project review/evaluation reports by UNESCO and Norwegian authorities.

III RECOMMENDATIONS

On the basis of the conclusions on the above points the team shall submit recommendations regarding the Norwegian-supported UNESCO projects and their reporting/evaluation system. The team shall also make recommendations regarding possible Norwegian involvement in future evaluation and concerning the internal organisation within the Norwegian administration with respect to the multi/bilateral cooperation with UNESCO.

The final report shall be submitted before the end of January, 1986. A preliminary report of major findings and conclusions shall be presented by the end of 1985.

Oslo, 08.10.85


Helge Kjekshus

LIST OF INDIVIDUALS MET BY THE MISSION

Norwegian Ministry of Development Cooperation

Mr. T. P. Svennevik,	Director-General, Multilateral Division
Mr. K. Tørraasen,	Head of Division, Multilateral Division
Mr. N. A. Haugen,	Counsellor, Multilateral Division
Ms. A. Wahlstrøm,	Head of division, Health, Family Planning and Education Division
Ms. M. Gleditsch,	Counsellor, Health, Family Planning and Education Division
Mr. H. Kjekshus	Head of Division, 2. Planning Division
Mr. J. Hårstad	First Counsellor, 2. Planning Division

UNESCO - Paris

Mr. K.-H. Standke	Director, Coordination of Funding Sources Division
Ms. T. Skard	Bureau of Studies and Programming (BEP)
Mr. H. Kaltenecker	Coordination of Funding Sources Division
Mr. W. T. Parmel	Coordination of Funding Sources Division
Mr. A. Sasson	Central Evaluation Unit
Mr. Schreyer	COM/DMC, FPO
Mr. Goodship	Director, COM/DMC
Mr. N'tamila	SC/OPS, FPO
Mr. Ghosh	FPO
Mr. Missotten	SC/GEO, FPO
Mr. El Jack	ED/EPP, FPO
Mr. Almeida	ED/EPP, FPO

Ms. Sauliere	ED/SCM, FPO
Mr. Lokisso	ED/PLA, FPO
Mr. Gillette	Evaluation, FPO
Ms. Van der Vynckt	ED/STE, FPO

Others

Mr. A. Hetland	Associate Expert, Unesco, Nairobi
Mr. T. Fuglevik	Editor, Norwegian Broadcasting Corporation
Ms. I. Opdøhl	Sandaker videregående skole, Oslo
Ms. E. Vinje	Nesoddtangen videregående skole.
Mr. H. Bjønness	Architect, Arkitekthøgskolen, Oslo

In addition, Ms. Eide met with a number of individuals during her mission to Nepal:

UNESCO Bangkok

Mr. J. Beynon	Director a.i., other staff members
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Kathmandu

Mr. M. Kennedy	UNICEF
Mr. Mac Matheson	UNICEF
Ms. M. Santapilai	UNDP
Mr. N.N. Singh	Secretary, MEC
Mr. I. Upadhaya	Joint secretary, MEC
Ms. S.M. Shrestha	Women's Education Unit, MEC
Mr. N. Bhattarai	Project staff
Mr. G. Dale	Project staff
Mr. Pandey	University of Nepal
Ms. Rajbhandari	-"-
Mr. Shresta	-"-

UNESCO - NORWAY MULTIBILATERAL COOPERATION

Information received by the evaluation team

In addition to the project documentation for the 12 FIT projects; including a large number of technical progress reports, evaluation reports, project reviews, mission reports and biannual statements regarding the individual projects, the following documents have been used by the team:

1. Project evaluation: Problems of methodology, UNESCO, Paris 1984, pp.141.
2. Improvements needed in UNESCO's management, personell, financial, and budgetting practices, US General Accounting Office, GAO/NSIAD - 85 - 32, 1984, pp.128
3. Government's White Paper on Development Aid. St. meld. nr. 36 (1984 - 85): Om enkelte hovedspørsmål i norsk utviklingshjelp
4. Jan Isaksen: Hvordan kan et giverland gjennom medvirkning i evaluering og på annen måte skaffe seg innsyn i FN-systemets utviklingsvirksomhet. Oslo, September, 1984
5. Evaluation of SIDA Finance Trust Fond projects with the UN's executing agencies. Report I: Summary of conclusions and recommendations, SIDA februar 1985, p.19
6. St. prp. nr. 32 (1971 - 72). Om samtykket til undertegning av en avtale mellom Norge og De Forente Nasjoner's organisasjon for undervisning, vitenskap og kultur (UNESCO) vedrørende bistands-samarbeid.
7. Government's White Paper on Norwegian cooperation with developing countries. St. meld. nr. 74 (1984-85)
8. UNESCO. Organizational chart of the secretariat for 1986-87
9. Evaluation of Technical Co-operation Projects in Education. Guide for the non-specialist practitioner. UNESCO 1979.
10. DUHs forhold til UNESCO. Notat, Multilateral Avdeling 2. januar 1985.
11. Faglige vurderinger av Multibi saker. Notat, HEFU, 6. august 1985.
12. Undersøkelse av det norske multi-bi programmet under UNESCO, HEFU, 9. september 1985.

13. Status of internal evaluation in organizations of the United Nations system. Joint Inspection Unit, Geneva, 1985.
14. Evaluation methods and procedures: A compendium of donor practice and experience. OECD Development Assistance Committee. Paris, May, 1985.
15. Evaluation Terms: UNESCO Glossary. Paris, July 1979.
16. Evaluation: Proposed Outline for Impact Evaluation. UNESCO/Central Evaluation Unit, memo. 3 p.
17. Post description: Chief of Section, Funds-in-Trust Section, Co-ordination of Funding Sources, UNESCO 1982
18. UNESCO: Guidelines for Project Preparation Missions, 57 p, Paris, May, 1982

UNESCO/ NORWAY TRUST FUNDIMPLEMENTATION STATUS REPORTAs at 30 September 1985

- 1) Funding Source: Norway
- 2) Project Title and Code: ACCESS OF WOMEN TO EDUCATION (II) - NEPAL
(SOW/NEP/11)
- 3) Sector/Division:
- 4) Project Officer: ~~XXXXXXXXXXXX~~ Mr. EL Jack ED/E
- 5) Project Budget: (exc. Programme Support Costs) US\$ 917.300
(inc. Programme Support Costs) US\$ 1.036.500
43 % Programme Support Costs

6) Implementation Report

See attached

Current Situation

See attached

7) Special Problems

See attached

Note: Items 6 and 7 should be continued on a separate sheet and attached report if space insufficient.

P10.60.

UNESCO/ NORWAY LEASE FUNDS
Budgetary
Planned Status Report as at 30 September 1985
Project: Access of Women and Girls to Education (II) Nepal (604/NEP/II)

Component	Total Budget approved		Disbursements		Total Expenditure/Obligations		Balance		Expenditure Forecasts	
	US\$	US\$	To 30/9/85	Unliquidated	At 30/9/85	Total Exp/Cbl. 30/9/85	1/10/85	Oct/Dec 1985	1986	1987
Personnel	69.400	16.860	1676	18536	50864	32595	18269			
Contracts										
Training	86.900	5.447	19653	26100	61800	19100	42700			
Construction	626.900	78762	1200	79962	546.938	042800	619466			
Equipment	124.100	8.762	10	8.772	115.328					
Miscellaneous	10.000	8.364	291	8.655	1.325	96	979			
	917.300	118.195	22.830	141.025	776.275	094.861	681414			

* to be reduced by \$100.000

6. Implementation Report

Current situation

After experiencing difficulties such as a delay of one year in the starting of the project caused by the delay in signing the plan of operation by H.M.G., a high turnover in the project's local staff and the absence of a policy statement on the multipurpose laboratory construction, the project is now making considerable progress and gaining momentum. This is reflected in the following:

- prompt acquisition of land by H.M.G.;
- steady progress in the execution of the construction programme as regards feeder hostels, main hostels and the improvement programme;
- improvements in employment conditions for the project local staff through an increase in salary and the provision of fellowships for their training as an incentive. The funds for staff development have therefore been increased in the revised plans;
- the decision by H.M.G. to abandon the construction of multipurpose laboratories and the use of the funds originally foreseen for this purpose for the construction of more feeder hostels, warden's quarters to liberate rooms already occupied by them and the improvement of facilities in hostels and feeder school will be reflected in the plan of operations prepared by the Quadripartite Review meeting held in November 1985;
- the project has been extended through end 1986 to compensate for the one year delay in starting.

7. Special Problems

1. So far the average of girls who secured employment is 67% of those trained. This is explained by:

- girls abandon their jobs on getting married;
- there is a reticence amongst girls to take jobs away from their homes;
- school management committees are inclined to employ those with a school leaving certificate;
- bias which creates barriers against the employment of women teachers.

Certain recommendations have however been made to remedy this situation and ensure a higher rate of employment amongst which are:

- recognition of the B level certificate which the girls pass;
- B level certificate holders could be prepared for the role of change agents by introducing into the programme training in community skills;
- the suspension of government grants to schools if trained girls are not preferentially employed.

2. There have been problems resulting from delays sustained as regards transfer of funds from the central account to the project. The authorities gave their assurances that:

- for central activities funds will be transferred to the Ministry of Education;
- for district activities the funds will be made available through district treasuries.

