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Evaluation Report 10.98

Evaluation of the
Strategy for Assistance to
Children in Norwegian
Development Cooperation

Agenda Analysis & Action

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Strategy for Assistance to Children in Norwegian Development Cooperation

An Evaluation

A report submitted to the Norwegian Ministry of Foreign Affairs
by «Agenda».

The Ministry does not accept any responsibility for the information
in this report nor the views expressed, which are solely those of
Agenda

PREFACE

The report "The Strategy for Assistance to Children in Norwegian Development Cooperation - Evaluation" is presented to the Royal Norwegian Ministry of Foreign Affairs in August 1998.

The evaluation team has assessed key aspects of the Strategy for Assistance to Children in Development Cooperation, at policy, institutional and operational levels. The actual follow-up of the Strategy is assessed by reviewing instructions to, and implementation of, Norwegian assistance to children as defined by the Strategy.

The report has been prepared by Agenda Utredning & Utvikling. The evaluation team for Phase 1 has consisted of Irene Sørås and Nanna Thue, with Otto Hauglin as project adviser. Marianne Næss has assisted in writing the final document.

Phase 2 of the evaluation has been carried out by Janne Lexow from Nordic Consulting Group.

The team acknowledges Elizabeth Jareg for her contributions to the report's elaboration of approaches to children's issues. The team also expresses its gratitude the staff at NORAD, the Ministry of Foreign Affairs, Norwegian NGOs and UN agencies' staff for providing valuable information and assessments.

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

Sandvika, 20 August 1998

Agenda Utredning & Utvikling AS

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Acronyms and abbreviations

| | |
|---------|--|
| ADAE | Donors to African Education |
| CG | Consultative Group |
| CRC | The Convention on the Rights of the Child |
| DAC | Development Assistance Committee |
| ERP | Economic Rehabilitation Programme, Tanzania |
| ESAP | Economic and Social Action Programme, Tanzania |
| FAG | Technical Department in NORAD |
| FAO | Food and Agriculture Organization of the United Nations |
| FAWE | Forum for African Women Educationalists |
| FESP | Female Education Stipend Project, Bangladesh |
| HIRDEP | Hambantota Integrated Rural Development Programme, Sri Lanka |
| IDA | International Development Association |
| IDB | Interamerican Development Bank |
| IBRD | International Bank for Reconstruction and Development |
| IIEP | International Institute for Education Planning |
| INSSBBI | (The Nicaraguan Institute for Social Affairs) |
| ILO | International Labour Organization |
| LTTE | Liberation Tigers of Tamil Eelam |
| MFA | Ministry of Foreign Affairs |
| MONDEP | Moneragala Rural Development Programme, Sri Lanka |
| MoU | Memorandum of Understanding |
| MTIP | The Medium Term Investment programme, Sri Lanka |
| MULTI | Multilateral Department of MFA |
| NGO | Non-governmental Organization |
| NOK | Norwegian Kroner |
| NORAD | Norwegian Agency for Development Cooperation |
| ODA | Official Development Assistance |
| OECD | Organization for Economic Cooperation and Development |
| PRE | Economic Restructuring Programme |
| REG | Regional Department in NORAD |
| RB | Redd Barna - The Norwegian Save the Children |
| SAC | Strategy for Assistance to Children in Norwegian Development Cooperation |
| SAP | Structural Adjustment Programmes |
| SWP | Social Welfare Programme, Sri Lanka |
| UNDP | United Nations Development Programme |
| UNESCO | United Nations Educational, Scientific and Cultural Organization |
| UNFPA | United Nations Population Fund |
| UNICEF | United Nations Children's Fund |
| UNOMOZ | United Nations Operation for Mozambique |
| VS | Volunteer Service |
| WDR | World Development Report |
| WFP | World Food Programme |
| WHO | World Health Organization |
| WID | Women in Development |

0 EXECUTIVE SUMMARY

Background

The Strategy for Assistance to Children in Norwegian Development Cooperation (SAC) was adopted by the Royal Norwegian Ministry of Foreign Affairs (MFA) in 1992. The Strategy itself was a response to the adoption of the Convention of the Rights of the Child (CRC) and the World Summit for Children (1990) which resulted in the global adoption of both a declaration and a plan of action. The industrial countries were asked to re-examine their development assistance budgets to ensure that programmes targeting children receive priority. The Strategy states that the Ministry of Foreign Affairs should focus more closely on children and their circumstances. Development assistance focusing on children is defined as measures implemented to improve the living conditions for children through all channels of development cooperation.

The Strategy defines child-related development assistance in two main categories: (i) Activities that are directly and explicitly directed towards children, and (ii) activities in areas and sectors considered especially important for children's development.

The Strategy gives guidance on a number of strategic issues for child-related assistance in both categories. As its main point, however, the Strategy states that Norwegian support to children should be channelled to areas of particular importance for children. These include children's rights and public administration, health and nutrition, education, care

and early stimulation of children and children in especially difficult circumstances.

The evaluation

In 1997 the MFA commissioned an evaluation study of the follow up of the Strategy to Agenda Utredning & Utvikling, a Norwegian consulting firm. The evaluation has been carried out in two phases. Phase 1 was a desk study of how Norway has followed up the Strategy's intentions through bilateral development assistance. Phase 1 of the evaluation is structured around the following key issues:

- How the Strategy is placed in the broad policy context and rationale for support to children
- The institutional set-up for more specific monitoring and following up the Strategy in practice
- The concrete follow-up of the Strategy's intentions in the three priority countries (Nicaragua, Sri Lanka, Mozambique) which were given priority for bilateral support.

Phase 2 of the evaluation was to follow up Norwegian support to three multilateral organisations – UNDP, UNICEF and the World Bank. UNICEF was selected for further study because of its focal role as the UN agency for children. The other two were selected because of their major influence as donors; UNDP as UN's main instrument for co-ordinating external development assistance to developing countries and the World Bank

because of its role as the main actor in lending to social sectors.

The issues raised in the evaluation of Norway's follow-up through multilateral channels were:

- How the Strategy has been used in the dialogue between the partners
- Whether earmarked resources for children had been generated
- The effects of the Norwegian child-related support
- How this support had influenced policy and institutional levels.

The evaluation did not give access to information about the interface between assistance and children's living conditions in the countries in question. Whereas the visit to the three multilateral organisations headquarters gave much insight and understanding of the attention given to children's issues, real life information on how projects impact and benefit children directly is only obtainable when visiting the field offices and countries in question. Thus, important sources of information have been beyond the reach of the evaluation team.

Policy issues

The Strategy was formulated at the beginning of the 1990's and preceded those international events which later influenced Norwegian and international thinking and policy formulation on the importance of child-related development assistance. The UN-Conferences on Human Rights, the Social Summit, the Fourth International Conference on Women in the mid-90s were all bringing to the fore main issues from the Children's Summit and the Plan of Action. The active role Norway has taken internationally to follow up the 20/20

compact from the Social Summit, and the Oslo Conference on Child Labour in 1997, have significantly contributed to putting children on the agenda in Norwegian development assistance. In a very broad sense these international events contributed to a more complex thinking about human rights issues including children's rights. The effects of the Strategy should also be seen in the context of how other international events have influenced and shaped policies on assistance to children. It is fair to say that as a policy document the Strategy has been less influential on Norwegian policies for child-related assistance than other international events.

The evaluation team finds that there are several areas which later have emerged as central areas for child-related development assistance, but which were not dealt with in the Strategy:

- The conceptual basis reflecting the widely different legal, socio-economic and cultural environments of social constructs such as "childhood" and "children"
- Various approaches of assistance to children and categories of children reflecting the diverse circumstances and settings in which children live
- Assistance to children during armed conflict and post-war assistance
- The active participation of children in actions to promote their own development.

The evaluation team also concludes that the Strategy itself did not call for a redirection of development assistance in a rights-based direction. In other words, it questions the

validity of addressing children as part of regular development assistance programming rather than focusing more explicitly on children.

On the other hand, the evaluation illustrates that moving towards a child-rights based approach has been gradual also internationally. Today, both UNICEF and UNDP have been reshaped and reorganised with a perspective on building upon human-rights approaches of which the CRC is at base. The evaluation illustrates that Norway has been an active partner in this process and played an instrumental role in re-shaping the multilateral organisations into more focused human rights-based organisations.

The evaluation team does, however, note that the Strategy itself has not been actively promoted and used in this process. In the policy dialogue between Norway and bilateral and multilateral partners the Strategy itself appeared relatively invisible. The team also finds that among staff in the Norwegian development assistance system the Strategy itself appeared virtually unknown as a document. While being fully aware that reaching children and child-related assistance are important policy objectives for Norwegian development assistance, very few staff seem to have a first-hand knowledge of the Strategy and its potential policy and administrative implications.

Institutional arrangements for implementation of the SAC

The Strategy itself did not call for specific institutional arrangements to monitor and follow-up assistance to children. However, in 1993, the Minister called a meeting with representatives from the Ministry itself as well

as NORAD to clarify inter alia institutional responsibilities. In the case of NORAD, it was the Technical Department which was to serve as the main focal point, and in the Ministry the (then) Multilateral Department, UN Section, was designated a particular responsibility.

The Technical Department has advisory functions only, and responds to requests from other departments responsible for programming. The evaluation teams notices that neither in NORAD nor in MFA can any changes in terms of staff resources be attributed to the follow-up of the Strategy.

The MFA has had the overall responsibility for reporting on the follow-up of the implementation of the Strategy. Due to absence of appropriate categorization of statistics and indicators it has not been possible on a regular basis to demonstrate progress of Norwegian child-targeted development assistance. General DAC-reporting statistics in terms of progress in such sectors as basic education and basic health only illustrate part of the picture. However, both NORAD and MFA have reported on their respective follow-ups of the implementation of the Strategy in two seminar reports in 1994 and in 1996. In 1998 there have also been attempts to get a fuller picture of how assistance to combat child labour is reflected in Norwegian development portfolio.

The evaluation team still concludes that systematic reporting mechanisms or evaluations on Norwegian assistance to children have not been addressed. Neither were establishment of mechanisms which could facilitate knowledge generation of this kind part of the issues raised in the Strategy itself.

Training initiatives in addition to the current courses at the Foreign Service Institute are not considered required to enhance the insight and knowledge of children and their situation in developing countries.

Operationalization of the SAC: Bilateral assistance to children

The Strategy's guidelines for bilateral cooperation are modified by follow-up documents, such as the NORAD Plan for bilateral follow-up and assessments established in later follow-up reports. A main focus on support to basic services with particular emphasis on education for girls, is established.

Nicaragua

Country programming processes with Nicaragua reflect continued Norwegian attention towards the need to upgrade the social sector, both before and after the adoption of the Strategy.

This concern seems to become more focused after the adoption of the Strategy. Norway has promoted efforts within the Strategy's priority areas and contributed to the identification, appraisal and support of such efforts. This is in accordance with the NORAD Plan for follow-up of the Strategy.

The relative contribution to efforts within the social sector (except education) has increased substantially after the adoption of the Strategy.

Sri Lanka

Within state-to-state cooperation, children in Sri Lanka have been included as one of several target groups in integrated programmes. NORAD's ambition for follow-up of the Strategy was to maintain children as a target

group within these programmes. This ambition has been met.

The relative proportion of bilateral assistance to the social sector has decreased after the adoption of the Strategy, although the actual contribution has been stable during the period assessed.

Mozambique

The Norwegian aid portfolio in Mozambique has been huge and fragmented. It has been considered difficult by the Norwegian Embassy to enter into new commitments, especially state to state cooperation within the Strategy's priority area of children under especially difficult circumstances.

The relative and actual Norwegian contributions to health have increased substantially after the adoption of the Strategy.

NORAD's ambitions for follow-up of the Strategy in Mozambique were modest and have been met.

Operationalization of the SAC: Multilateral assistance to children

UNICEF

There is a general view that Norway is an active partner in the dialogue with multilateral organisations. In UNICEF, Norway is recognised as having influenced the development of a children's rights-based approach both through technical assistance and through strategically placed financial inputs. As one of the main contributors to UNICEF's general resources, Norway's influence in UNICEF Executive Board is significant. It appears relatively unproblematic for UNICEF to identify projects and programmes in accord-

ance with Norwegian policy and priorities. The areas in which priorities are currently found to be of particular interest for both parties are:

- Support to basic education with a special focus on girls
- Early childhood development with a special focus on water and sanitation
- The follow-up of the 20/20 initiative
- Child labour.

Increasingly, child-related assistance is also channelled to UNICEF through NORAD funding. NORAD staff from the Technical Department is also actively involved in strategic policy formulations and interaction with UNICEF through several working groups and committees.

Norway's active role in UNICEF is additionally demonstrated through active involvement in issues regarding improvement in reporting, programming, and management of the organisation.

Norwegian funding to UNICEF general resources has been relatively stable during the 1990s. However, Norwegian support to UNICEF in terms of multi-bilateral allocations has been steadily increasing.

UNDP

Norway contributes approximately eight per cent of UNDP's resources and ranks as the fifth largest contributor to UNDP's core budget in 1996. UNDP has undergone a profound reshaping during the last few years. UNDP's mandate is now streamlined focusing

on poverty eradication through four inter-related themes:

- Good governance
- Sustainable livelihoods for the poor
- The advancement of women
- Environmental regeneration

In January 1998 UNDP moved towards a human rights approach. In UNDP's view Norway has played an active role in this process.

Children are not very visible in UNDP's portfolio. Neither is Norway in particular following up child-related issues, but Norway supports, in line with UNDP priorities, a large number of projects related to good governance.

On the other hand, Norway's follow-up of UNDP's programming in relation to social sectors is substantial. Half of the Norwegian contribution (of NOK 35 million to the programme's trust fund) is earmarked to the basic social sector.

A study undertaken by UNDP in 1997 shows there is a positive trend in the generation of new resources for basic social services.

Norway has, particularly through bilateral funding, supported specific projects addressing child labour in India. The projects, which are implemented by NGOs on behalf of UNDP, demonstrate that awareness raising and people's participation are critical for reaching the goals. But these projects also show the difficulties of linking the issue of child labour to mainstream government policies.

The World Bank

The Strategy itself did not refer to the World Bank as a channel for Norwegian assistance to children. However, the evaluation team finds that the World Bank has an increasingly important role to play regarding children and that Norway has used its formally limited possibilities to influence the Bank's direction quite strategically. The Bank's arguments for support to children is based on economic analysis and not on human rights. The Bank attempts to show that improving children's living conditions pays off economically for the society in question.

The World Bank's strategy for improving the children's lives has usually been concentrated to three vital areas:

- Primary education
- Basic nutrition
- Essential health care services.

Today the Bank is the largest external source of financial support to these areas. Over the years Norway has actively supported the focus on these areas in the Bank.

Concerning children, it is perhaps through the non-lending activities that Norway plays the most significant role as an influential partner. In 1996, the Human Development Network of the Bank received a grant of US \$ 1.25 million, of which half was dispersed to issues concerning child labour and the rest to

education and early childhood-related activities. Norway has additionally financed technical expertise to work on the development of a data-base for early childhood development. This initial support has contributed not only to knowledge generation, but has contributed to an increased awareness internally among staff in the Bank, as well as to more than 20 new proposals for concrete early childhood programmes in Africa.

The Bank's programme on Child Labour has not emerged as a result of a Norwegian initiative, but the Bank considers the Oslo Conference on Child Labour 1997 to having impacted its work. The Norwegian Grant of US \$ 1.6 million is furthermore considered as an essential input for continued studies and knowledge building related to these issues.

Conclusions

Policy issues

Despite the fact that international events which took place after the adoption of the Strategy have shaped Norwegian policies for child-related assistance more than the Strategy itself, the evaluation team concludes that the Strategy was an important and well-timed document establishing Norwegian intentions to follow-up international commitments towards children in development cooperation. Its importance lies in its intentions, more than in its usefulness as a concrete guidance for project formulation and programming. An internal policy debate on how child-related assistance could be brought more to the forefront in Norwegian development assistance could have been achieved through a more active promotion and circulation of the document.

Institutionalising child-related assistance

The Norwegian development cooperation system lacks clear division of responsibilities for implementation and co-ordination of the follow-up of the Strategy. The question of whether child-related assistance require specific personnel resources has not been addressed.

The demands for reflection of the political intention to assist children through improved reporting is increasing. A Strategy for development assistance to children will not be credible, however, unless there are adequate instruments and a capacity to evaluate the inputs of such assistance. The current lack of appropriate categorization of statistical data and indicators to monitor the follow-up of the Strategy impedes any reliable assessment of the actual degree of child-targeting of efforts or their impact.

Bilateral assistance to children

The ambitions stated in NORAD's plan for follow-up of the Strategy in priority countries were modest. These ambitions were also generally met.

The Strategy's emphasis on leeway for Norwegian priorities in bilateral cooperation by using special allocations, loses some of its value with the modifications established in the NORAD Plan for follow-up of the Strategy and in the 1994 follow-up report.

A relative increase in the Norwegian emphasis on basic social services after the adoption of the Strategy is generally reflected in country programming documents and in the actual contributions to two of the three countries of

priority. These facts may be linked to the strengthening of such an emphasis in Norwegian development policy, as well as to the adoption of the Strategy. Evidence showing an explicit link between the Strategy and bilateral assistance was found in Nicaragua.

It has not been possible through this evaluation, though, to demonstrate convincingly the degree to which the Strategy has actually impacted children, or the areas where the Strategy has functioned as a catalyst for assistance to children. It is possible, but not certain, that consulting additional data would have given a better impression of the actual impact of the Strategy. Norwegian efforts are spread over a lot of inputs and not aggregated in a way that convincingly demonstrates an increased concentration of efforts on all the Strategy's priority areas. The administration has made no real effort to establish a body of knowledge on the impact of Norway's development assistance to children.

Follow up in multilateral assistance

Generally speaking, Norway's support to children's issues can be traced more to projects and programmes and less to its influence in the board rooms. The exception is UNICEF, where Norway seems to have been particularly active on all fronts – on the Board and in terms of support to projects and programmes as well as provision of technical expertise. In general, UNICEF seems to consider Norway as a partner with which fruitful dialogues are held at all levels.

In the UN system, UNDP has a particularly important role to play as co-ordinator of development assistance in partner countries. However, the organisation has not yet developed an explicit child-related strategy to

show how children might benefit from its support to the four inter-related themes of poverty eradication. Norway has not brought children to the forefront in dialogues, but this can be seen as a logic consequence of the Nordic strategy to streamline the UN system in general and avoid overlap of activities between the various agencies in particular. Norway's support to mobilise countries to support basic social sectors are bearing concrete fruits, albeit not with the speed envisaged.

The support to the World Bank has generated much interest internally in the Bank and appears to be strategically used. There has been a significant increase in lending programmes focusing children. This would most likely not have occurred if non-lending activities such as studies, research and knowledge generation had not paved the way and illustrated on a broad level the importance of investing in children.

Summary of recommendations

There are several arguments for stressing the need for specific strategies for assistance to children in Norwegian development co-operation. Compelling arguments are found both in pure economic terms as well as from a human rights perspective.

The CRC states that children have the right to the best care and protection that adults can give them. The realization of the CRC will for decades to come require specific strategies for children in order to ensure that their needs and rights are kept on the world development agendas. Based on the findings in this evaluation, the team has elaborated the following recommendations to ensure improved and continued focus on children in development.

Ensure the use of the increased resources to the social sector for the best interests of children

The follow-up of Norwegian commitments to international events, particularly the 20/20 initiative, should imply a strong Norwegian emphasis on guiding the increased resources to the social sector. Norway should make an effort to give *focus and direction* to the use of financial and human resources, ensuring their maximum use for the best interest of children.

Update the strategy

A strategy for assistance to children should have an explicit conceptual basis using the CRC and the Global Plan of Action from the World Summit for Children as guidelines. It should recognize the diversities of environments in which children suffer and die, but also develop competence and mastery, focusing, studying and understanding of this life.

An updated Strategy should distinguish between children in the "mainstream" (children living with their families and communities) and children "outside the mainstream" (children living outside their families and communities). Such a distinction will help guide the search for strategies addressing a main concern of efforts aimed at assisting children; the issue of children's *access* to basic social services.

Norway should be well positioned for follow-up of the Machel report's recommendation to prepare plans of action for war affected children and children in conflict.

Norway should likewise initiate research and studies showing effects of various child-labour strategies.

In addition to keeping a high profile on areas such as basic education and primary health care, strategies should be elaborated with the view to focus more on early childhood development programmes in general and water, environment and sanitation in particular.

Emphasise institutional arrangements

A focal point with special responsibility for following up child-related assistance in Norwegian development cooperation should be considered.

More consistent reporting mechanisms would show progress on Norwegian development assistance in general.

A credible strategy must be accompanied by an elaboration of child-relevant development indicators and statistical codes that make it possible to systematically monitor and report on its implementation and impact. Indicators should measure the impact of both child rights and child development efforts.

Such efforts will allow for systematic evaluation and the building of a body of knowledge that combines Norwegian and local expertise.

The intention to focus on children in Norwegian development assistance should be reflected in budgets and White Papers.

Promote child-relevant issues to Norway's partners

There is still an untapped potential for Norway to influence its partners in policy dialogues and through other types of interaction, and thereby signalling Norway's policy commitments to projects and programmes with a child-related focus.

Bilaterally, Norwegian representatives should be asked to systematically bring these issues into annual negotiations and also to request more systematic reports from partners on how projects and programmes benefit children.

There seems now to be a scope for bringing child-issues into the board-rooms of multi-lateral partners more explicitly than to date, and for Norway to take active initiatives for mainstreaming projects that are directly benefiting children. Norway could, together with other actors, attempt to increase the knowledge base on how to reach children through the support of special studies and research programmes.

Earmarking of funds to multilateral organisations should be used strategically with this aim.



1 INTRODUCTION

The Strategy for Assistance to Children in Norwegian development cooperation (SAC) was adopted in May 1992 by the Ministry of Foreign Affairs within a political climate of increased focus on children at both national and international level. The SAC document is enclosed as Appendix II.

The *objective* of the SAC was to intensify efforts to reach children through Norwegian development cooperation, and to strengthen the knowledge of children and their situation by those working in this sector.

Child-targeted aid was acknowledged as difficult to define, but was divided into two main categories: Measures directly and explicitly designed to help children, and measures in areas and sectors of particular importance to children's development.

The SAC acknowledges that the situation of children is contingent on the situation of the family and local community. Targeting children's surroundings has, however, proved insufficient to improve their situation. Children's particular needs must be considered when planning integrated programmes. Additionally, reaching children who have no family or community to rely on, requires measures designed explicitly for this group.

Various *strategies* are discussed by the SAC. They include:

- Increasing directly targeted assistance
- Strengthening assistance to sectors of particular significance to children

- Making measures within these sectors more child-oriented
- Integrating the interest of children into development cooperation on a broad basis.

Although the choice of strategy is partly contingent on how intensified efforts can be most effectively put to use, the SAC states that *Norway's main strategy will be to place greater emphasis on child-targeted efforts in sectors of particular importance to children.*

In addition to the previously mentioned strategies, the SAC lists several issues that should be considered:

- Exploring efforts within multilateral and bilateral cooperation, including the use of the special allocations and work through NGOs.
- Carrying out an evaluation and examination of *Norwegian expertise* on children's issues, with the intention of making greater use of such expertise in Norwegian bilateral assistance and promoting its use by international organizations.
- Attempting to integrate knowledge about assistance to children into *the general training* of development aid personnel.

The priority areas, appropriate measures and channels, as well as considerations for use of Norwegian expertise within these areas are outlined. They are:

- Children's rights and public administration
- Health and nutrition
- Education
- Care and early stimulation of children
- Children in especially difficult circumstances.

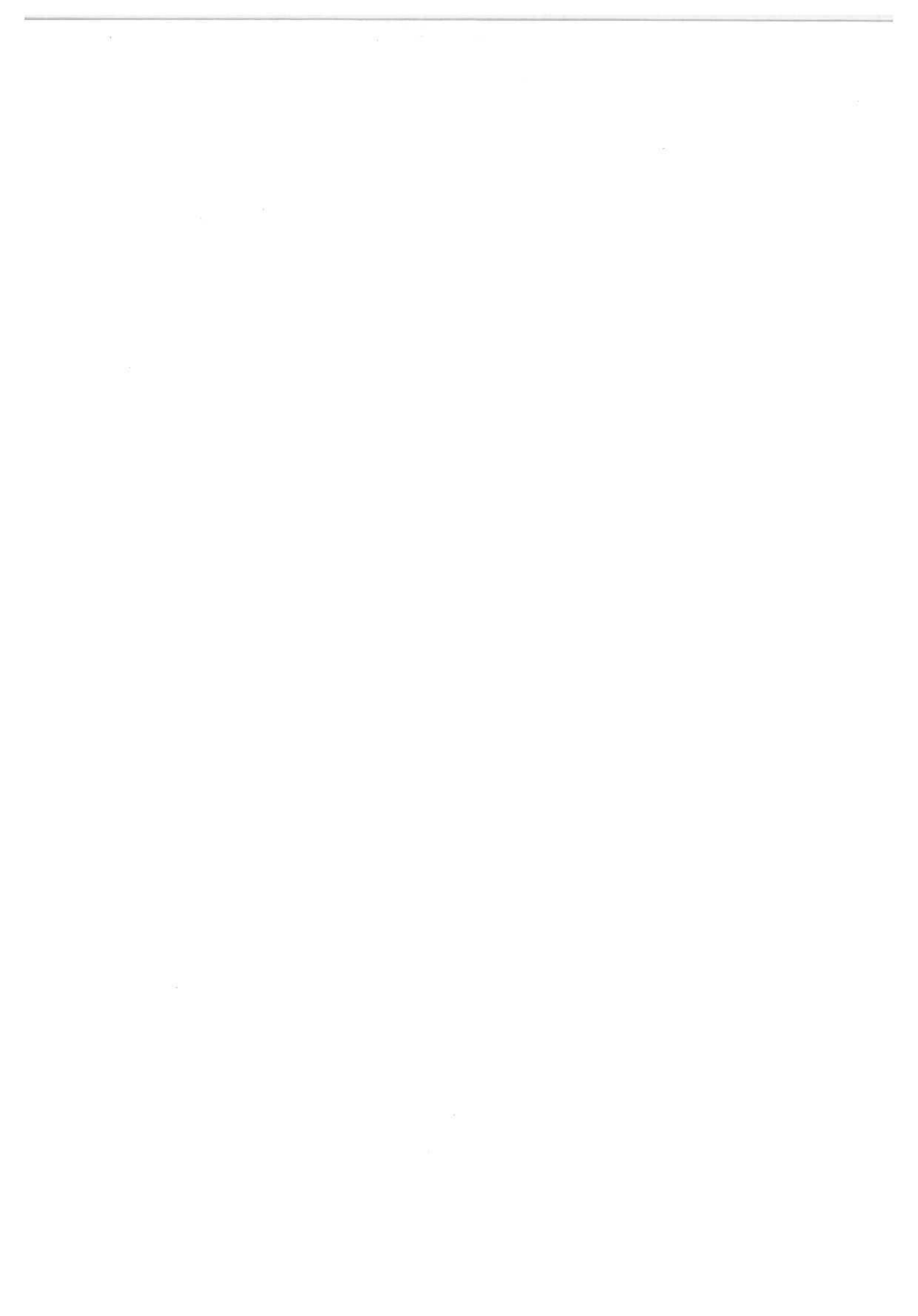
Although not defined in the document, the administrative responsibilities for follow-up have been divided between NORAD and the Ministry of Foreign Affairs (MFA), the MFA having the superior responsibility.

The MFA decided to evaluate the SAC in 1997. The Terms of Reference for the evaluation is enclosed as Appendix I. Using the SAC as a basis, the evaluation should undertake a

comprehensive assessment of Norwegian assistance to children. The primary objective is to *assess whether the SAC has contributed to strengthen the efforts towards children in Norwegian development cooperation*. In addition, the evaluation should *assess the adequacy of the SAC as a tool for policy orientation and management* in terms of choice of channels and measures for obtaining the objectives of the strategy.

The evaluation has been carried out in two places. Phase 1 addresses the above mentioned issues. Phase 2 follows the response to the SAC in Norway's multilateral assistance and more specifically in the three organisations UNICEF, UNDP and the World Bank' from 1992 to 1998.

PHASE 1



2 FRAMEWORK AND METHODOLOGY – PHASE 1

The following chapter briefly describes the framework and the methodology used in the evaluation. The latter descriptions include presentations of areas studied, sources consulted and limitations of the study.

2.1 Key issues

The key issues of the evaluation are:

The policy context

The evaluation briefly looks into the policy context of the SAC, with the aim of eventually modifying the causal relations between the SAC and the findings of the evaluation.

The evaluation assesses the approach of the SAC in terms of its policy rationale, its main approaches and priorities, and its link to other leading policies in development cooperation.

Institutional arrangements for implementation of the SAC

The evaluation assesses the application of the SAC at the institutional level, and the actual follow-up of the activities, as well as the systems for monitoring and evaluation.

The implementation and follow-up of the SAC

Another focus of the evaluation is to determine how and to what extent the SAC has been followed up. The team has conducted a comparative study for the years 1990-1996 to assess:

- The degree of emphasis on children in bilateral and multilateral development cooperation before and after the adoption of the SAC
- The degree of follow-up in the countries given SAC priority.

Recommendations

The evaluation team discusses the SAC's main approaches and priority areas, and provides recommendations for an improved strategy for assistance to children.

2.2 The channels and countries assessed

Norwegian *state-to-state cooperation* in selected countries has been examined, as well as bilateral cooperation through two major Norwegian NGOs. Specific instruments in bilateral cooperation, such as the special allocations to women, environment, culture, training and the Norwegian Volunteer Service, have not been systematically and separately assessed, except for their quantitative contributions to the various sectors within bilateral cooperation.

Norwegian *multilateral cooperation* through specific multilateral organizations has been examined. The multilateral organizations mentioned by the SAC as having specific importance for increasing child-oriented aid are reviewed in terms of Norwegian policy, funding, and other specific efforts.

Two Norwegian NGOs have been examined. The evaluation focuses on their awareness of the SAC and their child-orientation in terms of activities, and the amount of assistance channelled to child-targeted or child-relevant activities. The discussion of the NGOs is enclosed in Appendix IV. The NGOs included in the evaluation are:

- Redd Barna (Norwegian Save the Children)
- Norwegian People's Aid

As a follow-up of the SAC, the following four countries were given priority by the aid administration for implementation of the Strategy in bilateral cooperation:

- Nicaragua
- Sri Lanka
- Mozambique
- Botswana.

The criteria for choosing the four priority countries were stated as¹:

- Strengthening of child-targeting of development assistance shall be in concordance with the existing and planned commitments in the country.
- The authorities in the recipient country shall give high priority to children. The country's own strategy for children shall either be elaborated or under elaboration.
- Countries with large groups of children lacking proper care shall have priority.

¹ "The Plan for Follow-up of NORADs Strategy for Children", page 2, refers to decision on criteria for selection of priority countries

In our study, *the first three countries* were chosen for further investigation. *Tanzania and Bangladesh* were selected by the evaluation team with the aim of assessing the child-orientation of development cooperation in these countries, as compared to the SAC priority countries.

The contexts of the selected countries differ greatly. No systematic monitoring of the efforts emphasized in the SAC has been carried out. No indicators of child-targeting of efforts or relevant statistics exist. A comparative study requires that the units are comparable, and that systems for monitoring provide reliable and comparable information. If this is not the case, a comparative study will be rather irrelevant. The team has therefore chosen to remove the assessment of the follow-up of the SAC in Tanzania and Bangladesh from the main body of the report and present the discussion in Appendix III.

2.3 Sources consulted

The evaluation is carried out as a *desk-study*, surveying relevant documents for the years 1990-1996. Lists of consulted documents for both phases of the evaluation are enclosed as Appendix V and VI.

The data for the assessment of the bilateral assistance to children in the selected countries have mainly been the inputs to the country programme negotiations given by NORAD and the Ministry of Foreign Affairs through draft and adopted Instructions and Agreed Minutes.

In addition, instructions for World Bank Consultative Groups Meetings, and Norwegian and Nordic Statements in CG-meetings for

Nicaragua have been examined. The aim has been to follow Norwegian policy towards Nicaragua in another forum than those available through state to state cooperation.

The methodological approach applied does not illustrate the results of the assistance provided in multilateral and bilateral development cooperation.

Interviews with staff at the Ministry of Foreign Affairs (MFA), the Norwegian Agency for Development Cooperation (NORAD) and non-governmental organizations (NGOs) have been carried out to supplement the written sources of data. Interviewees are listed in Appendices VII and VIII.

The MFA, NORAD and NGO staff members selected for interviews held the positions of:

- Officers in charge of the development cooperation with selected countries in the MFA, NORAD and the NGOs
- Advisers within the MFA, NORAD and NGOs in charge of the main topics of interest
- Heads of sections and directors of departments within the MFA and NORAD.

The country allocations have been reduced during the last years, to the advantage of increased regional allocations. The team has not assessed the policy for use of regional allocations, but their quantitative contributions are included in tables illustrating the sectorial distribution of total Norwegian bilateral assistance in the countries assessed.

The evaluation team has not systematically assessed specific instruments in the bilateral cooperation such as the special allocations and support to local NGOs, except for their contributions in quantitative terms.

The content and distribution of Norwegian humanitarian assistance during the period under review are not assessed in the evaluation.

2.4 Limitations of the evaluation

2.4.1 Limitations of data

The evaluation is limited by the following constraints:

- A desk-study limits the evaluation to *available written data*. Valuable information is missing because much communication is transmitted verbally, such as the weekly telephone consultations between members of the Executive Board in the World Bank.
- The day to day monitoring of multilateral and bilateral cooperation are carried out by the embassies and NORAD representations. Substantial amounts of relevant data are thus only found abroad.
- The evaluation team could not reach the partners in Norwegian development cooperation based abroad.

Quantitative data for the total bilateral cooperation in the countries assessed are based NORAD's annual reports from 1990, 1993 and 1996. The tables give an impression of the development of the sectorial distribution of

Norwegian assistance, but there are uncertainties attached to the numerical data:

- The classification and labelling of sectors in NORAD's annual reports have changed within the period under review.
- Categorizations of programmes and projects change. Programmes classified one year as district development programmes may later be classified as programmes within the social sector due to increased weight on social sector components.

The numerical data for NGOs have been gathered by the team with NORAD's help. The team has categorized the inputs as explained in the text.

A major limitation of the evaluation has been the lack of complete information and statistical data that categorize assistance directly targeting children, or the child-targeting of efforts within certain sectors. The absence of systematic evaluations has made it impossible for the team to assess the quality of efforts carried out and whether they have been relevant for reaching the objectives of the SAC.

2.4.2 Additional limitations

The methodological limitations of the evaluation, including the lack of statistical data accounting for the dimensions of gender and age, has made it difficult to convincingly assess the actual follow-up of the NORAD Plan's focus on:

- A more precisely targeted process for integrating children in development assistance.

- Directing support to the social sector more specifically towards children, especially girls.

The team has relied on available data, including the data on volume of Norwegian sectorial contributions in bilateral development assistance.

The MFA and NORAD have contributed to an effective data gathering in terms of documentation. The staff interviewed within the MFA, NORAD and NGOs contributed with considerable knowledge of their areas of responsibility, but less on the focus of the evaluation - the follow-up of the SAC. The gathering of reliable data was constrained by a high turnover of personnel and the fact that key personnel stay abroad for longer periods.

Another methodological limitation is the lack of process data. The documents generally describe the results of decision-making processes. The documents do not express the actors' understanding of the events, or their way of thinking. The original perceptions cannot fully be reconstructed through interviews, due to the actors' subsequent adaption to the changed circumstances.

Important events, such as the World Summit for Children and the adoption of the Convention on the Rights of the Child (CRC) took place prior to the adoption of the SAC. These events, as well as other international events that took place after the adoption of the SAC, are assumed to have influenced a reorientation of development cooperation towards an increased focus on children's issues. It is thus difficult to isolate, and thereby assess, the SAC as catalyst for increased efforts towards children in Norwegian development cooperation.

3 THE POLICY RATIONALE

The team has looked into the *policy context and rationale* and the *main approaches of the SAC* with the aim of suggesting additional or alternative approaches that may improve the strategy for assistance to children in Norwegian development cooperation. The first part of this chapter establishes the international and Norwegian contexts in which the strategy operates. The latter part of the chapter discusses issues to consider for improving the strategy and its relevance.

3.1 The policy framework of the SAC

3.1.1 The international context

Before the introduction of the SAC

The SAC places itself as a follow-up document based on the Alma Ata Declaration on Health for All (1977), the Convention on the Rights of the Child (CRC) (1989), the World Summit on Education for All (1990) and the World Summit for Children (1990).

The CRC was adopted by the United Nations General Assembly in 1989 and is now ratified by 190 countries. Its Article 4 obliges state parties to extend measures to a maximum extent of available resources, including development assistance, to ensure the implementation of the articles of the Convention.

The global commitment to the Convention seems, in practice, to rest upon this concerted “contract” of transferral of resources. The

conclusion drawn by the UN Committee that monitors the implementation of the Convention, is that both donors and recipient countries should adjust their cooperation in the direction of further child-orientation, both quantitatively and qualitatively.

The four “baskets” for the rights established in the CRC, the rights to protection, survival, development and participation are described in the SAC.

The World Summit on Education for All and the World Summit for Children adopted specific plans of action that identified both areas of priority and time-bound and measurable goals. The obligations are referred to in Parliamentary Bill no 1, 1991-1992.

The SAC refers to the main goals from the World Summit for Children, as they are formulated in the Plan of Action. It also refers to the World Summit on Education for All’s emphasis on literacy and education for girls and women.

After introduction of the SAC

Other UN conferences further focused on the social sector and support to children. They include:

- The International Conference on Population and Development in Cairo in 1994
- The Fourth World Women’s Conference in Beijing in September 1995

- The World Summit for Social Development in Copenhagen in March 1995

The first two conferences focused particularly on “reproductive health” and “reproductive rights”. There was a special focus on youth in Cairo and on girls in Beijing.

The latter conference brought social issues strongly back on the development agenda and prepared the ground for new initiatives. Chapter 5 on the

“Implementation and Follow-up of the Copenhagen Declaration and Programme of Action”, states that the “Implementation of the Declaration and Programme of Action in developing countries, in particular in Africa and the least developed countries, will need additional financial resources and more effective development cooperation and assistance”.

Among the listed requirements for further action was:

“Agreeing on a mutual commitment between interested developed and developing country partners to allocate, on average, 20 per cent of Official Development Assistance (ODA) and 20 per cent of the national budget, respectively, to basic social programmes.”²

This commitment is later referred to as the *20/20 initiative* which aims at ensuring that all people have access to basic social services.

Norwegian follow-up of the 20/20 initiative

The Norwegian strategy for follow-up of the 20/20 initiative is twofold, embracing both the increase in support to the social sector within Norwegian development assistance, as well as promoting reallocations of assistance internationally. An increase in the funding to health and primary education was recommended by the Norwegian Parliament when the White Paper no 19 was discussed in the autumn of 1996.

The 20/20 initiative has been strongly supported by Norway and the Netherlands. Norway hosted a follow-up conference in April 1996. A major concern was to clarify what constitutes the social sector, and what is meant by 20 per cent both regarding donor and partner country contributions to this sector.

The follow-up of the 20/20 initiative is not firmly anchored within the UN system. As a reaction to an inquiry from the Netherlands to the UN Secretariat, it was communicated that the follow-up falls outside the responsibility of the UN and that interested countries were encouraged to follow-up the initiative. UNDP, UNFPA and the World Bank have, however, decided to follow-up the initiative. UNICEF has taken on the role as lead agency, and has initiated a process of country studies that survey the resources spent on the social sector and the possibilities for reallocation within national budgets and foreign assistance.

The last UN conference focusing children's issues was the

- Conference on Sexual Exploitation of Children in Stockholm 1996.

² Point 88 of the Copenhagen Declaration and the Programme of Action

Norway hosted an international conference on child labour in October 1997, in cooperation with ILO and UNICEF.

3.1.2 The Norwegian policy context

Before the introduction of the SAC

White Paper no 51 on The Development of North-South Relations and Norway's Cooperation with Developing Countries (1991-92), states that:

“The development of human resources is fundamental in strategies for development aiming at economic growth and equitable distribution. Strengthening of basic social services and the utilization of the fundamental resource of the poor - their labour force - are considered important measures for poverty reduction. Improved health and education contribute to people's commitment to the development of their societies, and to a lasting, sustainable development process. The development of human resources is, correspondingly, a central task in Norwegian development cooperation³.”

White Paper no 51 further states that Norway will support Structural Adjustment Programmes (SAP), but will contribute actively to consider the consequences for the social sectors. Guidelines for assistance to the social sector are to strengthen basic social services and making them accessible to all. This involves strengthening:

- Primary health care with particular emphasis on women and children

- Family planning
- Primary education, particularly for women and girls.

At the time the SAC was adopted, focus on children was pronounced most clearly in White Paper no 51. The Strategy for Assistance to Children is explicitly referred to, and the follow-up activities emphasized in accordance with the approaches and priorities of the SAC.

The Norwegian Labour Party Government in charge during the adoption of the SAC held a high profile regarding children's issues. The government had appointed a Minister for Children and Family Affairs, and created the position of an Ombudsman for Children. The Minister for Development Cooperation publicly promoted children's issues. In addition, high expertise within the field among persons holding key positions in the MFA accentuated the emphasis on assistance to children.

After the introduction of the SAC

White Paper no 19 (1995-96) on Main Elements of Norwegian Policy towards Developing Countries confirms the Norwegian emphasis on support to basic social services as a means of poverty reduction. The last years' international conferences and summits are considered an expression of the importance of social development on the international agenda.

- The elaboration of strategies for assistance to children and the follow-up of the International Conference on Population and Development in Cairo in 1994, are considered supportive measures for increased Norwegian assistance to basic social services.

³ Government White Paper no 51 (1991-92), pages 175-176.

- The White Paper refers to the strong Norwegian support for the 20/20 initiative from the World Summit for Social Development in March 1995.
- Norway is actively promoting the implementation of the 20/20 initiative, both in international fora and in its bilateral cooperation. The importance of education as prerequisite for economic and social development is also emphasized in White Paper no 19.

The MFA's Assignment Letter to NORAD for 1996 stresses support for measures to improve women's conditions. With reference to the 20/20-initiative, NORAD is asked to place *special emphasis on assisting children, and particularly measures to combat child labour.*

The Norwegian development aid administration is currently working on how to further increase funding to the health and educational sectors. According to the general guidelines for the 1997 aid budget, there will be increased focus on primary education and basic health services, partly by earmarking multilateral assistance to these areas.

The child-oriented issues particularly highlighted in Norwegian development cooperation at the present, are education for girls and measures against child labour.

3.2 The policy rationale for assistance to children

The SAC does not explicitly state the reason *why* child-targeting of assistance is an area of particular priority in Norwegian development cooperation, or explain the links to the central Norwegian objectives in development coopera-

tion. The following discussion is based on the key findings of the evaluation, emphasizing how the content and the relevance of the strategy may be improved. Recommendations based on the following discussion are presented in a summary at the end of the chapter.

Human resource development

A strategy for children needs to put forward convincing arguments as to why there is a need for specific strategies for children. The most compelling and logical argument is that of the largest returns in terms of investing in human resource development. There is now a considerable body of evidence to show that investing in the cognitive, emotional, social and physical capacities of the young human being in a diverse and consistent manner is the best way of ensuring adults capable of managing their lives and contributing positively to their societies.

Demographics

The demographic argument can be added. Children and young persons in developing countries make up at least half the population. Children all over the world make significant, but unregistered contributions to the economy of their families, yet they have no political power to shape their own lives. The needs of half of the population cannot be ignored, and demands special action by the adult world, since children's needs and interests are different from those of adults, and change throughout development.

Rights and needs

The Convention on the rights of the Child states that children have the right to the best care and protection adults can give them. The

realization of the CRC will for decades to come require specific strategies for children in order to ensure that their needs and rights are kept on the world development agendas. Specific strategies to assist children also generate more specific information on the lives of children. This information should be an overall indicator of progress in the world. Implementing strategies benefitting children additionally develop competence of a specific nature.

A happy childhood is also a value in its own right.

3.2.1 The foundations for strategy for children

The foundation for any strategy for assisting children should be formed by the dynamic interplay of the following three dimensions:

- The child development dimension: Knowledge of new trends in child development and factors promoting, threatening or inhibiting child development, in particular physical, social political and cultural environments.
- The child rights dimension: The child as a legal person, CRC, child laws; traditional ideas of justice towards children.
- “Best practices” of development cooperation which actively support the other two dimensions, at the same time always being refined and developed by them. “Best practice” could be culturally appropriate strategies and actions, consultation and participation with targeted populations etc.

3.2.2 Core concepts

Any strategy to assist children in widely different cultural and socio-economic environments needs to clarify its positions on social constructs such as “childhood” and “child”. The SAC does not attempt to define and explain the term “children”, and thus seems to take the legal definition of the CRC for granted.

The term “children”

The term “children” must be understood beyond its strictly legal definition in Norwegian jurisprudence and in the CRC, where a child is a person below 18 years.

Upon signature or ratification of the CRC, some of Norway’s partner countries (such as Botswana and Pakistan) have made a general reservation against the legal definition of a child with reference to national laws. Even in the absence of such reservations, a partner country may have a variety of laws with different legal definitions of the child. The national laws may conflict with, and undermine, the legal definition agreed to when the states become a party to the CRC.

“Childhood” and “child development”

“Childhood” and “child development” are understood very differently. Local ideas may exert more influence than national laws or treaties on actual chances for survival, protection, development and participation. This means that there may be less attention to “the child” as an individual with its corresponding rights as established in the CRC.

"Coming of age"

The process of coming of age varies substantially among countries. The transition from a relatively sheltered existence to being assigned "adult" responsibilities may happen at a young age, particularly for girls. Yet, the performance of "adult" domestic and productive tasks does not imply similar recognition of "adult" responsibilities and rights in vital areas of decision making and resource use.

3.2.3 Approaches to child targeted assistance

The SAC defines direct and explicit measures where children are the central target group, as compared to measures within areas and sectors that are of particular importance to children, but where children are one of several target groups.

Access

The distinction between direct and indirect assistance as used in the SAC may give the impression that children are reached as a consequence of the intent to reach children. The formulation of a policy for assisting children should depart from an analysis of the main issues and problems in trying to reach children. A major area of concern in a strategy aiming at promoting child survival and development should be the issue of *access*. This issue is particularly central in Sub-Saharan Africa. Important improvements regarding child survival and development have been reached globally, while these developments are slow in Sub-Saharan Africa. Considerable set-backs are observed, particularly in war-torn countries.

An analytic distinction should be made between

- children in the "mainstream", i.e. children that live with their families and communities,
- children "outside the mainstream", i.e. children living outside the family and community system.

Children in the mainstream have a higher potential for access to whatever services there may be, at least if they live in peaceful societies. Children living outside the mainstream, children living in labour camps, in the streets, in detention or in institutions, or disabled children, have a far weaker potential for access to basic services.

Children normally lose their status if they are not connected to a family and may practically lose their rights as citizens. These children are often left to the concern of NGOs without their governments taking responsibility for them.

A strategy for assistance to children should thus be linked to the types of strategies needed according to the potential for children's access to basic social services.

Participation

The quality of a strategy for children must be characterized by the growing recognition that children must be actively involved in all stages of actions to promote their development. This means that up-to-date strategies for assistance to children must advocate real participation of children in the conceptualization and implementation of development activities on their behalf. The more direct the targeting of children is, the more involved they should be. Children are experts in many areas of their

own lives. Depending on their age and maturity, they can be articulate, honest, realistic and pragmatic. They can often provide important information which is not available from other sources.

Parenting

The SAC mentions women and of course children, but not parents. Considering that most of the world's children depend almost entirely on their parents (as well as of course members of the extended family) for their survival and development, a child assistance strategy has to discuss ways in which the capacity for good parenting can be strengthened. It is not enough to consider the role of women as mothers. The absent father and the drunk, abusive, irresponsible father is a significant contribution to family breakdown and to "children in difficult circumstances". Perhaps the time has come to bring men into the areas of child development and child rights, and to recognize their vital role in bringing up the world's children.

3.2.4 Priority areas

The SAC outlines important priority areas for assistance to children. In the following, a "menu" of strategic choices and focuses for efforts within these priority areas are suggested for integration in an upgraded strategy for assistance to children.

Early childhood development

The "menu" of strategic choices should include direct and indirect approaches to promote early childhood development focusing on children in the 0-7 age groups. Adolescents - who in many countries are on the brink of parenthood -

should also be targeted. Broad strategies include:

- Child and parent education and awareness
- Education of traditional counsellors
- Health activities
- Stimulation through play
- Pre-school establishment
- Vocational training
- Credit schemes
- Policy development.

Implementation of activities should be based on ongoing dialogues with parents and youth concerning the factors affecting development and well-being of small children.

Basic services

The focus on primary education and health should continue, but this time with more child-specific information and advocacy of the need to consult children. Drop-out monitoring is particularly important. The concept of "child-friendly schools" should be introduced, and include a concern for long, unsafe routes to schools, teachers who physically and sexually abuse children, schools not allowing children whose parents cannot pay for extra tuition, payment for the issuing of exam papers etc.

A health promotion strategy should advocate greater interaction with children. Most children (read girls) look after small children; children quickly learn new ideas and are more likely to put them into practice. Furthermore, regarding specific programmes on AIDS, the psycho-social consequences for children of parental loss needs constant attention and support.

Children in especially difficult circumstances

The focus on “children in especially difficult circumstances” as a specific area of concern is important, because many of these children lack access to basic social services either for a part or all of their childhoods. The SAC should emphasize government responsibility for the welfare of these children because they are often seen as target groups of NGOs only. The NGO involvement is of course important, but no real progress in prevention or rehabilitation can be made without government support.

Children affected by armed conflict

The CRC, Article 39, states the right of children to physical and psychological rehabilitation following exposure to harmful experiences, including war. The UN report on the Impact of Armed Conflict on Children (the Machel Report) recommends that the development of a specific plan of rehabilitation for war-affected children should be part of all peace negotiations.

It is a well-known fact that the prolonged, internal armed conflicts of the last decades have had a particularly damaging effect on civil populations with a high percentage of children. In several conflicts, children themselves have been singled out for attack and recruitment. Community infrastructure of importance to children - schools, health posts, not to mention thousands of homes - have been destroyed, often in economically fragile rural areas.

There is an urgent need for well-coordinated and sustained programmes of rehabilitation in response to children’s needs in the post-war

phase, expanding programmes already started during the conflict. The momentum of child development coupled with the particularly damaging effects of war-related experiences demands urgency. The main aim of an intensified strategy of rehabilitation is to prevent the inevitable social, economic and cultural marginalization of thousands of children whose lives have been thrown into disorganization due to war.

Children particularly at risk are:

- Children separated from their families, many of whom may be found in the streets
- Children up to the age of 18 demobilized from (forced) military service
- Children in institutions who are likely to be forgotten
- War-injured children
- Children of widowed and destitute mothers
- Young girls (and boys) who are survivors of rape
- Children detained for war crimes.

All these children are likely to have experienced traumatic events, and many will probably manifest disturbances in function and development.

A strategy to meet these children’s rights and needs, must be based on a wide programme of approaches implemented through several channels - government, the UN, local and international NGOs - and include policy formation, research, advocacy and implementation of national programmes.

The time scope of an intensive rehabilitation programme of war-affected children would be 5 to 10 years, and should gradually be

integrated into other longer-term development programmes.

Children's rights

A strengthened support to the child-rights process should be considered, advocating the ratification of the African Charter of the Rights and Welfare of the African Child. Norway can also consider supporting more substantially the work of the Committee on the Rights of the Child, enabling them to actively follow-up the reporting process on the implementation of the CRC.

3.3 Conclusions

The SAC is an important and well-timed document establishing Norwegian intentions to follow-up international commitments towards children, and Norwegian policy statements. The SAC does, however, lack compelling arguments as to why there is a need for specific strategies for assistance to children.

The SAC is mainly intended to guide assistance to children in longer-term development cooperation, omitting specific strategies for assistance to children in war and post war situations.

The SAC has not been updated after its adoption, and the implications of Norwegian commitments and priorities of relevance for children, such as the 20/20 initiative, are not reflected, although the 20/20 initiative can be considered an extension of the intentions of the SAC.

Both the CRC and the 20/20 initiative imply an increase in the volume of efforts of relevance for children.

3.4 Recommendations

Norway should make an effort to give focus and direction to the use of increased financial and human resources following Norwegian international commitments, ensuring their maximum use for the best interests of children.

International commitments adhered to after the adoption of the SAC require elaboration of a more sophisticated strategy for assistance to children.

A strategy for children should include convincing arguments as to why there is a need for specific strategies for children.

The foundation for any strategy for assisting children should be formed by the dynamic interplay of the child development dimension, the child rights dimension and a repertoire of "Best practices".

The strategy needs to clarify its positions on social constructs such as "childhood" and "child". This is particularly important when the strategy's main objective is to assist children in widely different cultural and socio-economic environments.

A major area of concern is the issue of access. An analytic distinction should be made between children in the "mainstream" and children "outside the mainstream". A strategy for assistance to children should be linked to the types of strategies needed according to the potential for children's access to basic social services.

The strategy should also recognize that children must be actively involved in all stages of actions to promote their own development.

4 THE SAC AT INSTITUTIONAL LEVEL

4.1 Responsibilities for implementation of the SAC

The SAC does not contain any guidelines for follow-up, and it does not assign responsibilities or propose to allocate resources to support its implementation. Nevertheless, specific tasks in administering the implementation and follow-up of the SAC are assigned to different departments and units within the MFA and NORAD⁴.

4.1.1 The Ministry of Foreign Affairs (MFA)

The Multilateral Department (MULTI) of the MFA developed the SAC and is assigned the coordinating responsibility of the strategy. The department is also assigned the responsibility for developing and coordinating reports on the follow-up of the World Summit on Children. MULTI was assigned this role primarily due to the Department's expertise on issues related to children. MULTI is also responsible for the multilateral follow-up of the SAC. The Bilateral Department of the MFA, on the other hand, has the authority to instruct NORAD.

4.1.2 The Technical Department (FAG) - NORAD

NORAD decided in 1992 to anchor the responsibility for follow-up of the part of the strategy that deals with bilateral cooperation in the Health Unit of the Technical Department (FAG).

A plan for follow-up was developed by the Health Unit and adopted in June 1993. The plan covers bilateral development cooperation including the special allocations and the training of staff. The Health Unit reports annually on the bilateral follow-up of SAC to NORAD's Director General.

The Technical Department (FAG) provides expertise within most thematic areas of development cooperation, such as environment, women, economic development, human resources, etc. FAG acts upon requests and provides professional advice to the operational units of both NORAD and the MFA. FAG does not have the authority to make decisions with operational consequences.

4.1.3 The Regional Department (REG) - NORAD

The responsibility for operationalization of the SAC in NORAD is placed with the Regional Department (REG) and shared between the geographically organized units. The primary responsibility for operationalization is delegated to the embassies and NORAD-representations. The embassies are delegated the authority to decide on support to local NGOs and the use of the special allocations for women, training, environment, AIDS, etc.

⁴ The institutional assessment was made prior to the reorganization of the MFA in Sept 1997

4.1.4 Key Finding

Organizational dilemma?

It is the Technical Department in NORAD that has been delegated the responsibility for overseeing the follow-up of the SAC and for reporting to the NORAD Director and the MFA. The embassies/NORAD representations, however, report to REG. This division of responsibilities in NORAD may illustrate an organizational dilemma creating difficulties in terms of follow-up of cross-sectorial issues in Norwegian bilateral development cooperation.

Resources for follow-up of the SAC

The FAG/Health Unit has not been allocated human resources with expertise on assistance to children in development cooperation or other support mechanisms, as has been the case concerning the thematic areas of gender and environment. An argument for not creating a specific position with this responsibility has been the intention to integrate the issue of children into all relevant sectors, particularly health and education. In the evaluation team's opinion, this argument does not contradict the creation of a position of an adviser within NORAD/FAG who may reinforce expertise on children's issues within the aid administration.

4.2 Monitoring and reporting

4.2.1 Reports

The MFA issued a report in 1994 on the follow-up of the SAC. A second report was published in 1996 by the MFA to UNICEF. It was occasioned by the midterm review of the Declaration and Plan of Action of the World Summit for Children.

The two reports describe projects and programmes supported by Norway in bilateral and multilateral cooperation that either directly or indirectly target children. The reports present an overview of Norwegian policy and initiatives at executive board level in multilateral cooperation.

The 1994 report states that it is difficult to assess whether the total allocations for child-relevant assistance have increased. This is due to the fact that the assistance largely consists of indirect or integrated efforts, with children as one of several target groups. Concern is raised as to the quality of the assistance provided, and the degree to which it actually benefits children. A concluding remark of the report is that the Norwegian aid administration may have to further discuss the emphasis on child-targeted or child-relevant efforts and the responsibilities for follow-up.

The 1994 report establishes that support to the health sector within bilateral cooperation is declining, while the support to health in multilateral cooperation remains high and efforts through the development banks increase. The efforts towards primary education for girls have increased in bilateral cooperation, while the Norwegian multilateral support to this area is comparatively low. Primary education programmes through the development banks receive Norwegian financing.

The issues of children's rights and public administration are, according to the 1994 report, discussed during the country programme negotiations with the SAC priority countries. Through UNICEF Norway has supported the elaboration of National Plans of Action in five African countries. UNICEF's

promotion of children's rights has received strong support by Norway.

The 1994 report states that bilateral efforts for children in especially difficult circumstances are mainly supported through NGOs and the Volunteer Service. Earmarked grants to UNICEF are directed to combat child labour and to efforts improving the situation of disabled children. ILO's work for the combat of child labour receive Norwegian support.

The most important channel for NORAD's use of Norwegian expertise is considered to be the Volunteer Service. NORAD has prepared an overview of additional Norwegian expertise on children's issues in order to facilitate contact with external experts and thus be able to draw on their expertise in a more systematic way.

The 1996 report follows the structure and main emphasis of the 1994 report, while adding information on new initiatives supported by Norway, such as:

- A regional research programme in nine African countries that examines the various ways in which the concept of "the best interest of the children" is interpreted in Eastern and Southern Africa.
- A long-term educational programme for girls in Africa through UNICEF with a planned Norwegian allocation of NOK 150 million for 1996-99.
- Support through the World Bank in 1995 for a study on the importance of early childhood development and care.

4.2.2 Reports from the embassies and NORAD representations

The unit coordinating the follow-up of the SAC in NORAD (FAG) presents annual overviews of the planned efforts for children based on the Activity Plans of the embassies and NORAD Representations.

4.2.3 Statistics reflecting child-targeting

As a means to make child-targeting of assistance visible in the reporting of Norwegian development cooperation, a system for statistical data-analysis was planned. This was not given priority by NORAD, according to a note from 1995⁵.

The development aid administration is now awaiting a new OECD/DAC system of classification of assistance inputs that will reflect the intention to target children. Some staff members assume that its global application will promote increased adherence to the priorities laid down in the SAC, by making administrative units obliged to report accordingly.

Any intention to monitor the follow-up of the SAC is constrained by the lack of appropriate classification of statistical data that indicate the child-targeting of development assistance. The visibility of the efforts actually carried out is blurred for the same reason.

⁵ Internal note from NORAD, december 1995

4.3 Evaluation

Neither the SAC nor the follow-up documents address the need for evaluations of Norwegian child-relevant and child-targeting efforts. Such evaluations have not been carried out by the MFA following the adoption of the SAC.

NORAD reviews programmes and projects during their implementation. There is, however, no central unit in NORAD that claims to have the knowledge of all reviews carried out during 1990-96.

NORAD has informed the team that reviews of UNICEF projects supported by NORAD have actually been carried out, as well as reviews on projects focusing on gender and population issues.

4.4 Dissemination and knowledge of the SAC

Interviews disclosed that the knowledge of the SAC document and its content was generally weak in the development aid administration, both in NORAD and in the MFA. The exceptions were staff assigned specific tasks in terms of follow-up of the SAC, and staff engaged in the monitoring of work through multilateral organizations dealing specifically with children. A majority of those interviewed pointed to an increased emphasis on development assistance to basic social services.

Increased priority on children in Norwegian development assistance, especially in public policy statements at higher levels, was registered by the majority of the staff interviewed. A few staff members said that the SAC was better known internationally than at home, indicating that the message of the SAC

probably was directed more to international than national audiences.

The political instruments considered as the main steering tools for the daily work of the development assistance were:

- Government White Papers
- Annual Parliamentary Bills
- Annual Assignment Letters from the MFA
- Instructions from the MFA
- "Director's principal points" (NORAD)
- Activity Plans for the specific entities of the development aid administration.

4.5 Training

The training of staff is discussed in the SAC. According to the 1994 follow-up report, specific training efforts on child-targeted and child-relevant development assistance had not been carried out in NORAD or in the MFA.

The NORAD Plan for follow-up of the SAC states that assistance to children is an integrated topic within three training courses at the Foreign Service Institute (Utenrikstjenestens Kompetansesenter). The topic is included in the following courses:

- Particularly important policy areas
- Country specific courses
- Human rights, where the CRC is included.

According to the NORAD Plan, there is no need for further training initiatives.

4.6 Conclusions

The division of responsibilities for implementation and coordination of the follow-up of the SAC within NORAD illustrates an organizational dilemma regarding follow-up of cross-sectorial issues in bilateral cooperation. The units responsible for coordination and overview of bilateral follow-up of the SAC are not delegated authority to instruct operational units.

The rather low ambitions for presentation and dissemination of the SAC, and the lack of initiatives addressing training needs and systematic evaluations of assistance to children, indicate that the status of the SAC within Norwegian development cooperation is low.

Reporting on the follow-up of the SAC and child-oriented efforts is carried out. This indicates a continued process of attention to assistance to children. The SAC will not be credible, however, unless there are adequate instruments and capacity to evaluate the input of different types of development assistance to children. The current lack of appropriate categorization of statistical data and indicators to

monitor the SAC impedes any reliable assessment of the actual degree of child-targeting of efforts and their impact.

4.7 Recommendations

The status of an updated strategy for assistance to children should be considerably upgraded if the aim is that the strategy shall affect practical development assistance. This would imply measures such as upgrading the layout and presentation of the strategy and systematic dissemination within the MFA and NORAD.

A credible strategy must be accompanied by an elaboration of child-relevant development indicators and statistical codes that make it possible to systematically monitor and report on its implementation and impact. Indicators should measure the impact of both child rights and child development efforts.

To ensure credibility and implementation of the SAC, its priorities should be reflected in the political instruments governing Norwegian development cooperation.

5 OPERATIONALIZATION OF THE SAC - BILATERAL ASSISTANCE

5.1 The SAC's guidelines for bilateral cooperation

The SAC point 11 states that "in order to intensify the assistance to children through bilateral assistance, efforts will be made to:

- Discuss proposals to provide for children's needs and rights with some of Norway's partner countries where the recipient country wishes to give them priority. This should include the follow-up of the Plan of Action from the World Summit for Children.
- Allocate a larger proportion of the assistance which is already being given to the health and education sectors within the country programme directly to children, provided that this is in accordance with the wishes of the recipient country.
- Discuss with Norwegian NGOs opportunities and prerequisites for making assistance more child-oriented with a view to encouraging them to increase this form of assistance.
- Use some of the funds administered by NORAD outside the country programme to develop more child-oriented assistance (e.g. funds for women, funds to combat AIDS, funds for training etc)."

5.1.1 The NORAD Plan for bilateral follow-up of the SAC

The bilateral follow-up of the SAC is further operationalized in the NORAD Plan for follow-up of the SAC adopted in June 1993.

The NORAD Plan emphasizes that focusing more on children in development cooperation does not necessarily mean increasing the volume of assistance. Rather it may be viewed as a way of reinforcing a more precisely targeted process for integrating children in development assistance. The objective is to direct the support to the social sector (health, education, sanitation) more specifically towards children, and particularly towards girls.

A further focusing of bilateral follow-up of the SAC was established in the high level "Tuesday-meeting" (NORAD/MFA) in June 1994. It was emphasized that NORAD should give priority to women's and children's health and primary education, particularly for girls.

Guidelines for bilateral cooperation in the areas of education and health are adopted by NORAD. The guidelines provide definitions of the two "sectors", assess the general problems and development trends related to the sectors, and establish main principles for cooperation, as equity, public responsibility, and willingness to contribute to financing recurrent costs.

The special allocations

The SAC states that the special allocations (for environment, women, training, combatting AIDS) can be used more actively to help children, but that the funds available under these allocations are fairly limited.

NGOs

The SAC states that priorities for the use of development assistance funds granted to Norwegian NGOs can only be altered if the NGOs themselves endorse such changes. According to the SAC, active efforts by NORAD will probably then be required.

The NORAD Plan also states that NGOs are particularly suitable bilateral channels for assistance to children.

The 1994 report on the follow-up of the SAC, mentions that 70 per cent of the grants to NGOs was allocated to child-related activities in 1992 and 22 per cent to child-targeted projects. The distribution was similar in 1993. The 1994 report does, however, state that there is *no basis for any substantial increase of the child-relevance of the work of NGOs*.

Norwegian Volunteer Service

The SAC establishes that Norway probably will be able to increase the number of positions of Norwegian Volunteers which are of direct relevance for children, if this is desirable.

The NORAD Plan states that the Volunteer Service (VS) is a particularly suitable bilateral channel for assistance to children, and that the VS will continue to give high priority to child-targeted activities, but that there are *no plans*

for a further increase in the child-targeting of the VS.

Women

Commenting on SAC's intention to use the allocation for women, the NORAD Plan states that these allocations often benefit children, but will continue to have women themselves as primary target group. They may, however, be considered to support specific activities for girls.

5.2 The follow-up of the SAC in priority countries

The selection of priority countries was a means for bilateral follow-up of the SAC. Consultations with the governments of the priority countries had not taken place prior to the decision, but were considered part of the follow-up.

The NORAD Plan's ambitions for follow-up of the SAC in the priority countries were generally modest. One criterion for selection of priority countries was that the strengthening of the child-targeting should be in concordance with the *existing and planned commitments in the country*. Thus, being selected as priority country did not imply planning of any significant change in terms of the child-targeting of development assistance in that country.

The tables presented in this report's section assessing the bilateral cooperation illustrate the development of the relative contributions to the various sectors of Norwegian development cooperation from 1990 to 1996. The total bilateral assistance is accounted for in the tables, including the regional and special

allocations, as well as earmarked contributions through multilateral organizations.

5.3 Nicaragua

5.3.1 A few facts on children in Nicaragua

More than 50 per cent of the Nicaraguan population of 4,1 million are children. According to UNICEF, 676,000 children lived in especially difficult circumstances in 1993, and the number was expected to increase. According to Redd Barna (Norwegian Save the Children), the general Nicaraguan attitude towards issues concerning children is positive. A coalition of voluntary organizations working with children is established at the national level, in addition to a coalition of mayors promoting the Rights of the Child. Child workers have their own organization. The Government has established a Commission on the Rights of the Child with participation of key ministries and voluntary organizations. The National Assembly is currently discussing a legal code based on the CRC .

The CRC was ratified by Nicaragua in 1990.

5.3.2 Pre-SAC country programme negotiations

The MFA Instructions for the 1991 country programme negotiations express Norwegian willingness to support women and children who are considered particularly vulnerable to the structural adjustment programme. The 1991 Country Programme outlines the health sector as one of four areas of cooperation.

In December 1991, NORAD notes in a Comment to the Draft Instructions and Country

Programme for 1992-1994, that reference to how the considerations for children will be taken care of is lacking, as are the social aspects of the Country Programme in general.

The Country Programme for 1992 established that support to the social sector should be taken care of through NGOs and the special allocations for women, AIDS, the Norwegian Volunteers, and earmarked contributions through multilateral organizations.

The year 1993 was considered an "interim year" in the bilateral cooperation, preceding the final elaboration of the Country Strategy for Nicaragua. The social sector was not referred to in the Agreed Minutes from the Country Programme consultations between Nicaragua and Norway. The absence of a strategy for the total Norwegian support to the social sector in the 1992-94 Country Programme, was commented by NORAD.

5.3.3 The Norwegian Country Strategy concerning Nicaragua

The Country Strategy was adopted in 1993. The Nicaraguan development policy on the social sector is described by the Strategy as a remedy for the social costs of the economic structural adjustment programme (SAP). Within the educational sector, the government is said to give priority to primary education by improving the quality of teachers, teaching material and infrastructure. Primary health care will have priority within the Nicaraguan health budget. Infrastructure should be rehabilitated and family planning programmes should be introduced.

The Country Strategy describes a precarious situation of the majority of the Nicaraguans in terms of:

- Lack of access to social services
- Increasing malnutrition
- Decreasing literacy rate
- Increasing child mortality
- A general lack of resources to cover the basic needs of the population.

The Strategy describes the generally difficult economic situation of the country, weak institutional capacity and decreasing public responsibility for the social sector which, to a certain extent, are seen as consequences of the SAP.

The main objectives of the cooperation with Nicaragua in order of priority were:

- Strengthening of human rights and democratic development
- Increasing production within selected sectors, with a main focus on the area of agriculture
- Promoting ecologically sustainable management of natural resources
- Strengthening of Nicaragua's human resources.

The Country Strategy for Nicaragua does not make any explicit reference to the SAC.

5.3.4 The NORAD plan for follow-up of the SAC in Nicaragua

The NORAD plan refers to the Country Strategy for Nicaragua's proposal of support for primary education as a new area of cooperation, if it is of interest to Nicaragua. The plan proposes that Norway discusses

whether there are elements in the Nicaraguan National Plan of Action that may be supported by Norway. The plan further states that children and adolescents are important target groups for cooperation in the area of culture.

5.3.5 Post-SAC Country programming negotiations

The instructions for the country programme negotiations for 1994 stated that the Norwegian delegation should initiate a dialogue on possible future support for family planning. In 1995 it should ask Nicaragua for an orientation on Nicaraguan policy on family planning, reminding Nicaragua that family planning is integrated in the Country Strategy for Nicaragua. The Instructions refer to Nicaragua's reservations to the final document from the World Summit on Population in Cairo, and that Nicaragua supported the Vatican's protests against the Cairo Agreement. The Plan of Activities of the Norwegian Embassy in Nicaragua for 1995 states, however, that it is difficult to achieve an active dialogue with Nicaragua on family planning.

Instructions for the 1996 Country Programme refer to an initiative taken by the president of the Interamerican Development Bank (IDB), requesting Norwegian contributions to fund the Integrated Early Childhood Development Programme. An agreement was signed in 1996 to support this programme. The MFA also instructed the Norwegian delegation to express the Norwegian Government's wish for increased support to the social sector, and initiate a dialogue on the possibilities for cooperation within this area, such as support to education.

5.3.6 Support to efforts within the SAC's priority-areas

Table 1 (next page) illustrates the limited support to the educational sector in Nicaragua. Although agreed to in the Country Strategy, Nicaragua has not come forward with significant proposals for development cooperation with Norway in the area of primary education.

The relative contribution to "Health and social sector" has increased substantially, in accordance with SAC priorities. It should, however, be noted that the total Norwegian assistance to Nicaragua has declined from 219.3 million NOK in 1990 to 155.1 million NOK in 1996.

Children's rights and public administration

Norway supports the Commission for the Promotion and Defence of the Rights of the Child. Although established in 1994, the Commission did not receive support from the Country Programme until 1995. The total amount allocated to the project was NOK 0,7 million, covering 1995 and 1996. The main project-activities were:

- To prepare a Legal Code for Children and Adolescents
- To elaborate a proposal for an Ombudsman for Children
- To conduct a research project on "indicators for children's rights".

The position of Ombudsman for Children has not been established as of September 1997.

Children in especially difficult circumstances

Norwegian support is provided to cooperation between the Nicaraguan Women's Institute and the police on efforts dealing with the violence women and children are exposed to in Nicaragua. The activities started in 1994, and Norway will provide a total of NOK 10 million between 1994 and 1999 to nine shelters for women. A review of the project was carried out in 1996, confirming that the Nicaraguan authorities show they take women's and children's rights seriously.

Norwegian support to children in especially difficult circumstances has also been provided through Redd Barna.

Use of Norwegian expertise

In a note to the MFA in 1991, Redd Barna referred to the Minister for Development Cooperation's emphasis on increased priority on children in development cooperation and invited NORAD to enter into a broad cooperation with INSSBI (the Nicaraguan Institute for Social Affairs) with Redd Barna as professional supporter. This initiative was temporarily turned down by NORAD, referring to the need to await the elaboration of the Country Strategy for Nicaragua. It did not materialize.

A cooperation-agreement between NORAD and Redd Barna has now been established, assigning responsibility to Redd Barna for professional advice to the NORAD-supported IDB project.

Table 1 Norwegian support to Nicaragua 1990, 1993 and 1996, by sectors. Percentage of total bilateral cooperation.

| | 1990 | 1993 | 1996 |
|--------------------------------------|--------|--------|--------|
| Import support | 30.1 % | 78.1 % | 18.3 % |
| Economic and district development | 47.7 % | | 32.8 % |
| Infrastructure | 2.4 % | 5.9 % | - |
| Health and social sector | 8.1 % | 9.0 % | 22.3 % |
| Education | 3.8 % | 4.5 % | 4.8 % |
| Institutional/democratic development | 1.2 % | 1.4 % | 18.5 % |
| Humanitarian assistance | 1.9 % | 1.0 % | 1.0 % |
| Other | 4.8 % | 0.1 % | 2.3 % |
| Total per cent | 100 % | 100 % | 100 % |
| Total in million NOK | 219.3 | 124.4 | 155.1 |

Health

The Norwegian assistance to health illustrated in Table 1 includes support from 1996 to an UNFPA programme for family planning and reproductive health, and the IDB Integrated Early Childhood Development Programme.

5.3.7 The Norwegian emphasis on children's issues during Consultative Group meetings

The Nordic statement on the CG-meeting in 1994 identifies the need to analyse the development of the social situation in Nicaragua in relation to the structural adjustment programme.

The Nordic statement to the 1996 CG-meeting addresses the need for a strategy for effective poverty alleviation and offers

support in this respect, emphasizing that the initiative must come from Nicaragua.

The Norwegian statement to the same meeting, referred to the World Summit for Social Development and the 20/20 initiative. The need to address the situation of the social sectors was stated, encouraging the Nicaraguan government to make the poverty situation first priority and develop a national strategy for poverty alleviation.

5.3.8 Conclusions

Despite Nicaragua's preference for financial support, NORAD did enter into a dialogue with Nicaragua, making use of external expertise in identification and appraisals of projects related to children. This dialogue demanded time and goodwill, rather than financial investments by NORAD. The effort has improved institutional coordination of the Nicaraguan efforts aimed at promoting the rights of the child, according to a note prepared

by a former NORAD Representative to the May 1995 seminar⁶.

Poor planning, programme formulation and coordination capacity of central government and its institutions has limited the general Nicaraguan capacity to take advantage of assistance being offered. Nicaraguan has not yet followed up Norwegian initiatives towards increased support for primary education.

Norway has supported efforts within the SAC priority areas in Nicaragua, such as children's rights and public administration and children in especially difficult circumstances.

5.4 Sri Lanka

5.4.1 A few facts on children in Sri Lanka

A factor affecting child survival and development, and which is relevant for all aspects of child rights, has been the armed conflict that has been going on since 1983. The conflict area is mainly in the north and east where the LTTE fight for the establishment of an independent Tamil state. 50,000 people have so far lost their lives in this bitter conflict, which has had devastating effects on all aspects of civilian life in these areas. Thousands of people have been ousted from their homes and live interminable existences as internally displaced persons. Thousands of children have been bereft of a secure childhood, lost one or both parents and been denied education. Hundreds of children as

young as 9 years old have been and are being recruited into the LTTE (apparently without anybody being able to stop this). The government's military spending indirectly affects development programmes that would benefit children.

Sri Lanka ratified the CRC in 1991.

5.4.2 The Norwegian Country Strategy

The Norwegian country strategy for the cooperation with Sri Lanka was created in 1987. Cooperation with Sri Lanka should contribute to sustainable improvement of economic and social conditions in selected geographical areas. Norway wished to contribute to peace and reconciliation through supporting confidence-building measures and promoting human rights and democratic development.

The guidelines for cooperation with Sri Lanka are currently under review.

5.4.3 Pre-SAC country programme negotiations

Country programmes have been negotiated within the context of the ongoing conflict in the north-east, as well as periods of political uprisings and violence in the south. The bilateral development cooperation with Sri Lanka has been strongly influenced by the difficult political situation.

The aim of Norwegian development cooperation with Sri Lanka in 1990 was to support rural development among plantation workers, strengthen cooperation on environmental issues and support rehabilitation programmes.

⁶ "Follow-up of the Strategy for Assistance to Children", paper prepared by NORAD Representative in Nicaragua Tom Tyrihjel, for the - NORAD/MFA seminar in May, 1995

5.4.4 The NORAD Plan for follow-up of the SAC

The NORAD Plan establishes that children are an important target group within efforts aimed at the estate population, and ascertain that they will remain so during following phases of the programme.

The Plan further states that funding through the special allocations and to NGOs should be considered related to Sri Lanka's National Plan of Action for Children. Major grants from these allocations already support efforts directed towards children, i.e. the Country Programme's emphasis on adolescents as a specific target group for the Norwegian supported work of NGOs.

5.4.5 Post-SAC country programme negotiations

Norway gave priority to institution building, development of human resources, securing ecological balance and support to the development of democratic processes in 1993.⁷

The 1995 Activity Plan includes more projects of relevance for children than earlier plans. Among the eight projects or programmes aimed at improving social conditions, two are directly targeting children.

5.4.6 Support to efforts within the SAC's priority-areas

Table 2 (next page) illustrates a small increase in the support to education, while the relative

contributions "Health and social sector" have decreased. The actual contribution to this sector, however, has been stable, considering the variation in the total bilateral support. Social sector projects are also included within the category of "Economic activities/rural development" (see HIRDEP and MONDEP).

Children's Rights and Public Administration

During the whole period, the Norwegian government has put special pressure on Sri Lanka to improve general human rights conditions.

Redd Barna Sri Lanka organized a seminar on the CRC and the situation of children in Sri Lanka in 1994. Sri Lanka has also established a national coalition for the Rights of the Child, on which NGOs (including Redd Barna) UNICEF and the Department of social welfare are members.

Health

Only 1.3 per cent of Sri Lanka's national budget was allocated to health in 1993. A major programme in Sri Lanka has been the Social Welfare Programme (SWP) among estate workers. The first part of this was implemented in 1985-92 (SWP I), and the second part in 1993-97 (SWP II). SWP was a part of The Medium Term Investment Programme (MTIP) to improve the productivity of the plantation sector. Norway has supported the programme since 1985. In 1990 NOK 14.6 million was allocated to this programme, while the grant in 1995 was NOK 4.8 million.

⁷ NORADs Activity Plan for 1993.

Table 2 Sri Lanka: Allocations to sectors 1990, 1993 and 1996. Percentage of total bilateral assistance.

| | 1990 | 1993 | 1996 |
|---------------------------------------|--------------|-------------|--------------|
| Import support | 15.6 % | 3.3 % | - |
| Economic activities/rural development | 12.1 % | 47.1 % | 15.4 % |
| Education | 0.0 % | 0.0 % | 2.4 % |
| Health and social sector | 10.3 % | 16.5 % | 6.6 % |
| Institutional/democratic development | 0.0 % | 1.4 % | 6.4 % |
| Environment | 2.2 % | 5.0 % | - |
| Infrastructure | - | - | 52.9 % |
| Humanitarian assistance | 24.8 % | 10.0 % | 8.8 % |
| Other | 7.6 % | 16.7 % | 7.5 % |
| Total per cent | 100 % | 100 % | 100 % |
| <i>Total in mill NOK</i> | <i>141.0</i> | <i>86.0</i> | <i>204.9</i> |

The general objective of SWP has been to improve the health and social welfare among estate workers, with a specific aim at improving health conditions and the care for children. This programme includes rehabilitation of houses, improved health services and water supply for the workers and their families.

The effect of this long-term programme has been described as "better health and living conditions". An indicator of the results was "the improvement in health and child care facilities". In 1995 the result was 75 new houses, 100 nursery schools/health centres, 9000 latrines and approximately 200 small water supply systems.

Education

The Norwegian support to education in Sri Lanka has been very modest, with no allocations in 1990-1993, and 2.4 per cent of

the bilateral assistance allocated to education in 1996.

Integrated programmes, the examples of HIRDEP and MONDEP

The two large rural development programmes in Hambantota (HIRDEP) and in Moneragala (MONDEP) focus on production and income generation. The objectives for these programmes are:

"To contribute towards sustainable development for the poor part of the rural population in the restricted area. To improve living standards of the rural population, particularly women, children, landless and estate workers, with the emphasis on increasing income, production and employment and improving health."

Result indicators for both programmes include:

- improved standard of living, particularly for women, children and the poor
- improved health, school facilities and water supply for the population.

HIRDEP has changed its profile by focusing on fewer sectors, with more emphasis on - institutional development, employment, women's situation and the protection of natural resources.

HIRDEP was evaluated in 1990-1991⁸. In 1991, the programme was made up of 64 separate projects and the products were mainly infrastructures including 450 buildings, 750 water supply systems, 50 irrigation tanks, and 25,000 private and public latrines. In 1991 approximately 10 per cent of the programme resources were planned to benefit the health sector and 12.5 per cent to benefit the educational sector. Even within the social sector, the projects appear to be basically infrastructure projects including buildings and equipment. In 1995 one quarter of the grants to rural development were allocated to social causes, such as better health services, schools, water supply, sanitation and welfare for the estate population.

Informants in NORAD consider implementation of these programmes as successful and the results sustainable. Both programmes have been cut back, and the responsibility for rural development is gradually being taken over by the government.

⁸ Chr Michelsens Institute: "Hambantota Integrated Development Programme (HIRDEP), Sri Lanka", Evaluation Report 4.91.

5.4.7 Conclusions

The SAC has not been explicitly referred to in the documents regarding the country programme negotiations with Sri Lanka. Nevertheless, activities within areas and sectors which are of particular relevance for children's development have been supported by Norway during the period 1990-96. The number of projects supporting the social sector has increased. The social profile of the comprehensive rural development programmes has been strengthened, with approximately one quarter of total grants allocated to activities of relevant for child development. Continued targeting of children within integrated programmes was an ambition of the NORAD Plan and the ambition seems to have been met.

The team has not separately assessed the work of local NGOs. As the NORAD Plan refers to an already established profile of this work, it may be assumed that this profile of work has been maintained.

5.5 Mozambique

5.5.1 A few facts on children in Mozambique

Mozambique is among the poorest countries in the world with 70 per cent of the population living in conditions of extreme poverty. Mozambique has undergone a long period of internal warfare. By 1990, only 40 per cent of the children attended school. 200,000 children are estimated to suffer from war trauma (UNICEF estimates), many of whom lost their families during the war.

The Mozambican authorities, in cooperation with members of the Save the Children

alliance, established policies for children in difficult circumstances in the mid-eighties. One of the most significant was the decision to prioritize reunification of separated and orphaned children with their families rather than to institutionalize them. A significant number of children have left their families and live in the streets.

According to Redd Barna, Mozambican authorities give priority to children's issues. However, their capacity for attending to children's needs is poor. In spite of Mozambique's ratification of the CRC in 1994, there is no national legal code that protects children's rights. A committee with a mandate to elaborate a national legal code on children is established. The Mozambican report to the UN Committee on the Rights of the Child, that should have been delivered within two years of the ratification of the CRC, is delayed.

Mozambique ratified the CRC in 1994.

5.5.2 Pre-SAC country programme negotiations

A recommendation of the "country study" on Mozambique carried out in 1989-90, was that Norway enacts a more active role in strengthening the positive consequences of the economic restructuring programme (PRE), while reducing the negative ones.

The Agreed Minutes for the Country Programme negotiations for 1991 focus on ongoing programmes, awaiting further political discussions. The only programme with specific relevance for children was the Tuberculosis Programme, with an estimated budget of NOK 8,5 million for 1990.

A MFA Memorandum on Norwegian Development Assistance to Mozambique from June 1991, focuses on the need for a flexible approach to the cooperation between the countries in terms of whether to emphasize on long term activities or humanitarian assistance. It was considered imperative to avoid investments and new ventures, and give priority to rural development and institution and capacity building within the traditional sectors of cooperation.

The Agreed Minutes for the Programme Discussions for 1992 describe major social problems such as hunger, child mortality and lack of housing. The social sector is said to be negatively influenced by the PRE. According to the Agreed Minutes, a softer profile on the cooperation would emerge, with increased targeting of groups and more support to the health sector, women, small scale farmers capacity building and less support to investments.

5.5.3 The NORAD Plan for follow-up of the SAC in Mozambique

The NORAD Plan states that its support to the Mozambican National Plan of Reconstruction will emphasize strengthening of families' capacity for production and care giving. The plan refers to the Country Programme for 1993-96 and establishes that children are a central target group in national reconstruction.

NORAD should additionally give priority to traumatized children and orphans with particular needs for care, by supporting the work of NGOs and through special allocations.

5.5.4 Post-SAC country programme negotiations

According to the Agreed Minutes for the 1993-96 programme discussions (October 1992), the main areas discussed were:

- Rural development
- The Norwegian position on the need to strengthen democracy, with particular emphasis on women's political and legal rights
- Reduction of aid dependency
- Strengthening of Mozambique's foreign exchange capacity.

Norway notified Mozambique that increased emphasis on recipient responsibility would be followed up by increased transparency on behalf of Mozambique. NOK 15 million were estimated for a rural rehabilitation programme. NOK 5 million were allocated to women's programmes.

The signing of the General Peace Accords in 1992 made the Norwegian government recognize that the end of the war created new conditions for assistance. An interim policy paper set out aid objectives for 1994-96 that defined the basis for negotiation of the country programme for 1994 ("Prinsippnotat" 1994-96).

Anticipating that peace would make it possible to work in rural areas, NORAD developed a preliminary programme for rural rehabilitation in 1993. The objective was particularly to enable the local authorities to actively participate in the planning and management of local activities. An additional objective was to strengthen the family sector within the agricultural area, and improve the situation of

women in rural areas. Children were a specific target group of this programme.

The Cabo Delgado province was selected as the geographical area for the rural rehabilitation programme. United Nations Department of Humanitarian Affairs described the main problems in Cabo Delegado as health and education. These areas were not covered by the NORAD programme.⁹

5.5.5 Support to efforts within the SAC's priority-areas

Table 3 (next page) illustrates the relative contributions to health, which is the major area of development cooperation between Mozambique and Norway within the social sector. The relative and actual contributions to health have increased after the adoption of the SAC. Education is not a priority area in Norwegian cooperation with Mozambique.

Health

Between 1990 and 1997, a mother and child health programme including the construction of birth clinics, tuberculosis and lepra programmes, support to doctors in rural hospitals and import of medicines have been supported by Norway. Health will continue to be a priority area for Norwegian development cooperation with Mozambique. The strong donor orientation towards the sector has facilitated the cooperation with the Mozambican Ministry of Health.

⁹ "Evaluation Report 4.97, "Evaluation of Norwegian Assistance to Peace, Reconciliation and Rehabilitation in Mozambique" by CMI and Nordic Consulting Group.

Table 3 Norwegian support to Mozambique 1990, 1993 and 1996, by sectors. Percentage of total bilateral assistance.

| | 1990 | 1993 | 1996 |
|--------------------------------------|--------------|--------------|--------------|
| Import support | 6.1 % | 16.6 % | 7.5 % |
| Economic and district development | 26.6 % | - | 11.0 % |
| Infrastructure | 45.9 % | 46.1 % | 51.9 % |
| Health and social sector | 5.6 % | 14.3 % | 15.7 % |
| Education | 4.0 % | 2.5 % | 1.4 % |
| Institutional/democratic development | 2.8 % | 5.6 % | 7.6 % |
| Humanitarian assistance | 7.1 % | 10.2 % | 0 |
| Other | 1.9 % | 4.7 % | 4.9 % |
| Total per cent | 100 % | 100 % | 100 % |
| <i>Total in mill NOK</i> | <i>327.1</i> | <i>419.3</i> | <i>333.4</i> |

Education

Other donors, particularly the Netherlands, Sweden and the World Bank, have traditionally given priority to the educational sector in Mozambique. Increased Norwegian efforts towards the educational sector are considered to require expertise and resources beyond the capacity of the Norwegian Embassy. Activities within the area of education, such as construction and rehabilitation of schools, vocational training, literacy training for women, and training of street children and adolescents are supported through local and Norwegian NGOs.

A regional UNICEF programme - "Girls Education" - which includes Mozambique, is supported by Norway.

Children in especially difficult circumstances

The large amount of Norwegian humanitarian assistance to Mozambique have benefited children in difficult circumstances. Norwegian and local NGOs have carried out longer term programmes for these children throughout the period under review.

Mozambican authorities requested additional Norwegian support to programmes for children in especially difficult circumstances during the review of the country programme in September 1994. NORAD promised to investigate this further. A report by the Regional Dept/Section for Southern Africa dated June 1996, states that:

"Due to a rather wide and huge portfolio of assistance to Mozambique in 1994, the Embassy did not place priority to create a new programme regarding direct support

to children in difficult circumstances, although this was a request from the Mozambican delegation during the country programme negotiations in 1994.”

5.5.6 Conclusions

According to the Embassy's report from 1995, NGOs have received support for work with traumatized children and orphans. The family tracing programme of Redd Barna, as well as the campaign against the sexual exploitation of girls by the UN Operation in Mozambique (UNOMOZ), were both high-profile programmes focusing attention on children's situation in Mozambique.

Norway has supported efforts intending to strengthen Mozambican families' capacity for production and care through rural rehabilitation programmes, vocational training programmes, and demining and demobilization programmes. Table 3 clearly illustrates the substantial increase of the Norwegian support to "Health and the social sector".

The large and rather fragmented Norwegian aid portfolio seemed, however, to have restrained a further expansion of focus towards children's issues. The need to follow-up previous commitments limited the flexibility of the country programmes.

The NORAD Plan for follow-up of the SAC in Mozambique was described very generally and partly in terms of already established plans or ongoing activities. Thus it did not represent any redirection of the Norwegian development cooperation with Mozambique. Because the initial intentions for the follow-up of the SAC in Mozambique did not go far beyond already

planned activities, one can say the ambitions have been fulfilled.

However, the case of Mozambique illustrates the need for a comprehensive strategy for the rehabilitation of children in the postwar phase of long-lasting civil wars of the type that mainly affects the civilian population and targets children specifically.

5.6 Bilateral assistance: Conclusions

A relative increase in the Norwegian emphasis on basic social services after the adoption of the SAC is generally reflected in country programming documents and in the actual contributions to two of the three countries of priority. These findings may be linked to a strengthened Norwegian focus on human resources development, with a specific emphasis on support to basic social services, as well as to the SAC. Major evidence for an explicit link between the SAC and bilateral assistance was found in the case of Nicaragua.

The ambitions for follow-up of the SAC in priority countries were generally modest. These ambitions were also generally met.

The climate for bilateral cooperation focusing children's issues should be generally favourable in light of the commitments following the almost global ratification of the CRC. The conclusions and plans following UN conferences of relevance to children in the 1990s also contribute to such cooperation.

The SAC approach to bilateral cooperation is to offer support for initiatives presented by the partner country and address children on policy

agendas. The SAC does not address broader *policy dialogues* with partner countries promoting development responding to children's needs. Further persuasion or conditionality is not discussed in the SAC or in follow-up documents. The SAC states that the structure and priorities of country programmes can only be changed if they are in accordance with the wishes of the recipient countries.

The SAC emphasis on the leeway for Norwegian priorities in bilateral cooperation through use of the special allocations, loses some of its value with the modifications established in the NORAD Plan and the 1994 follow-up report.

Country strategies are not discussed in the SAC as a means to facilitate or promote its implementation. The NORAD Plan states, however, that during elaboration of the specific country strategies, one should always assess whether children should be specifically mentioned. Country strategies are considered the main political and managerial tool directing development cooperation and choice of areas of priority, the latter supplied annually by the budget-text and instructions for the country programme negotiations.

5.7 Recommendations

Norwegian policies, principles and priority areas for assistance to children must be integrated into the political instruments governing bilateral development cooperation.

Although the content of bilateral cooperation is contingent on the priorities of the partner country, convincing arguments for assistance to children may be advocated and discussed during country strategy and country programming processes.

Investments in human resources tend to be time consuming, and the approach and commitment will have to be long term.

Increased emphasis on bilateral assistance to children will demand expertise, as well as increased administrative capacity within NORAD both at country and headquarter level. A body of knowledge should therefore be built up, combining Norwegian and local expertise.

Donor coordination and sector-programming will generally strengthen the impact of the efforts of individual agencies.

Increased networking of bilateral (including NGOs) and multilateral actors should be promoted as a means to increase the impact of individual efforts.

Phase 2

6 PHASE 2: SCOPE AND METHODOLOGY

6.1 Scope of the second phase of the evaluation

This report represents the second part of the evaluation. The purpose is to follow the response to the Strategy for Assistance to Children in Norwegian Development Cooperation in Norway's multilateral assistance and more specifically in the three organisations, UNICEF, UNDP and the World Bank from 1992-1998. Children's issues, however, have been on the agenda for Norwegian multilateral support for years. Some of the initiatives discussed below have resulted from long-term interaction between Norway and the agency in question.

The selection of the organisations was done by the Ministry on the basis that they all are large multilateral partners for Norway and that they play important complementary roles in the overall development system. In summary, the terms of reference demanded in particular that the evaluation focuses on:

- how the Strategy has contributed to possible changes at policies, programmes and institutional levels in the organisations,
- how the Strategy's intentions have been brought into policy dialogues between Norway and the organisation,
- the coherence between the Strategy and the mandate and strategies of the agency,
- Norwegian policy initiatives in governing bodies,

- effects of these initiatives, and if they have lead to changes in development assistance in general.

In a multilateral context these problem areas are not easily answered. *The first problem* is that very much of the resources channelled from Norway to the UN-system and the World Bank is in the form of general resource contributions from which it is impossible to isolate the effects of Norway's funds.

Secondly, mandates and missions of these agencies are results of long debates in the governing boards who determine the mandates on a consensual basis. Formally, Norway is usually member of these bodies on a rotational basis with the other Nordic countries. But with or without formal membership it is clear that one bilateral partner has generally very little influencing power on its own. It is through forming alliances with others that lasting results can be achieved, so again it will be difficult to isolate the influence of Norway in particular on these levels.

A third problem was that the organisations selected all have been through major reform and restructuring processes during the last few years. This of course has influenced both activities and profiles in the organisations themselves, and also guided very much of Norway's interaction with the organisations during this period. One of the recent results of this reform process, is the UN efforts to coordinate activities at country level so as to avoid overlap. Norway, and indeed all the

Nordic countries have been very influential in this process which has implied a clearer division of roles and functions between the UN agencies.

Finally, phase 1 one of the evaluation established that the Strategy itself does not give clear guidance as to what should be followed up, how and to which organisations. Neither have operational guidelines or plans following the adoption of the Strategy been strict plans of actions which should be implemented within a certain time or with some specifically formulated objectives.

With these limitation in mind, the keyword for this part of the evaluation is "*intentions*". The arenas within which the multilateral agencies operate change all the time, and so will the strategies pursued by the Norwegian development system. As the process goes on, both the organisations and the Ministry will go on learning and developing new skills and insights or refine existing ones. It is how Norway intervenes strategically in these processes that has been chosen as a point of departure in this second part of the evaluation.

6.2 Methodology

As with Phase One of the evaluation, Phase Two is mainly a desk study. The conclusions are made on the basis of document reviews and interviews with headquarter staff. There has been no investigation of impact in the field.

The decentralised organisation of both UNICEF and UNDP implies that access to details from operational levels are difficult to get at headquarter level. However, the major part of the discussion in the report relates to issues of policies, mandates and strategies relating closely to headquarter functions. In the World Bank some of the Norwegian funds have been specifically intended for the use of strengthening the capacity at headquarters to deal with child related issues. For such support it was possible to assess "impact-related" issues to a certain degree. However, some of the activities were so recently initiated that it is probably more appropriate to say that what could be observed were potential trends and outputs.

In order not to overlap with the more holistic picture that has been provided in earlier phases of this evaluation, this report discusses the effects of the Strategy in the three selected organisations, UNICEF, UNDP and the World Bank. The findings and conclusions will therefore not necessarily be representative for the totality of child-related assistance via multilateral channels in Norwegian development assistance. However, the study reveals that although there are differences in emphasis, there are also many similarities in approaches and strategies pursued by Norway. Some of the trends that are emerging are most likely illustrative of the current Norwegian thinking in other contexts and for Norwegian support to other organisations.

7 UNITED NATIONS CHILDREN'S FUND (UNICEF)

7.1 The Strategy for Assistance to Children

UNICEF is the most important multilateral partner for Norway in terms of Norway's special strategy for child-related assistance. UNICEF, both as the agency having main

responsibility for following up the CRC and in terms of its development focus supporting child-related interventions in more than 160 countries, areas and territories, is supported by both the Ministry of Foreign Affairs and NORAD.

Overview of Norwegian Contributions (in NOK mill)

| | 1993 | 1994 | 1995 | 1996 | 1997 |
|-------------------|---------|---------|---------|---------|---------|
| General resources | 247.000 | 257.000 | 247.000 | 255.000 | 271.000 |
| Multi-bilateral | 72.855 | 112.150 | 190.158 | 123.524 | 184.262 |
| Total | 319.855 | 369.150 | 437.158 | 378.524 | 455.262 |

The specific areas in which UNICEF is particularly singled out are identified in the Strategy itself, the NORAD Strategic Action Plan for the Special Strategy and the later action plans for following up the strategy which were formulated by the Norwegian Ministry of Foreign Affairs (1994) and in the report to the UN on Norway's follow up of the Convention on the Rights of the Child (1996). They are, in summary:

- Children in especially difficult circumstances
- Early childhood development
- Education with a particular focus on girls
- Africa focus
- Development of a rights-based approach and follow up of the CRC
- The follow up of the 20/20 initiative which means that donors and governments alike shall allocate 20 per cent of public budgets to basic social services

- Health, nutrition, family planning, women's rights
- Follow up of the UN reform and strengthen-interagency collaboration

7.2 Norway's strategies for influencing UNICEF

UNICEF's activities are per definition child-related. Norway's influence on UNICEF can therefore not be measured by simply questioning whether the agency has put children on its agenda. The relative importance of various child-related activities and the priority given by UNICEF to areas which have been promoted by Norway will have to be the entry points for a discussion, not so much children's issues *per se*.

The options available for Norwegian influence in UNICEF are by and large limited to the following:

- (1) Politically through active participation in UNICEF's governing bodies
- (2) Funding, and in particular earmarking of funds to specific programmes/projects
- (3) Thematic and geographic priorities
- (4) Technical collaborations, sharing of information and experience

It is not possible to single out each of these strategies and identify effects and results as if they represent a distinct set of activities. The manner in which Norway relates to UNICEF is not by setting conditions or demanding detailed information for all activities that are supported by Norway. Norwegian multi-bilateral assistance will usually not require extraordinary follow-up of details. Neither will issues raised in governing bodies result in tangible changes in a short term perspective. Strategic directions are usually a result of a long term process in which positions are gradually moved towards a new direction.

When Norwegian perspectives and statements are presented in the boardroom or as a member of the Executive Board, Norway's positions are usually discussed beforehand with the Nordics or other like-minded countries such as Canada and the Netherlands. One should still keep in mind, however, that Norway is also a very powerful partner to UNICEF. Its high level of support has placed Norway at the top of the contributing countries as measured per capita and among the four largest seen in real terms. Norway has also kept its level of support to general resources at a high and even increased level, during a period where other donors have increased earmarking of funds at the cost of general resources.

7.3 UNICEF's policies and mandate

Norway has played a very important role over several years to help guide UNICEF's policy, through its membership in the UNICEF Executive Board and in various other ways, for example through the major funding for girls' education and the firm commitment to general resources.

In the early 1980s during the drafting of the CRC, UNICEF was reluctant to play a role. This was part of the then common reaction of development agencies who felt that human rights issues had to be separated from development issues since the former was political sensitive and would put development work at risk. The Cold War context reinforced this perception.

It was through cooperation with NGOs, and by supporting their work, that UNICEF made its contribution to children's rights in the early days.

However, in 1985 a UNICEF team joined NGOs in Norway for a meeting hosted by Redd Barna on children in armed conflict. The meeting began to lay the foundation of a movement within UNICEF to give major importance to children's rights.

In 1986 Norway and the other Nordic countries strongly supported a proposal in the UNICEF Board urging the organisation to play a more active role in the drafting of the CRC. This Board decision was the turning point in UNICEF and its work on the CRC moved from the category of low key activity it was supporting through NGOs to an activity which

UNICEF was willing to lead and promote. Between 1986-88 when the CRC was finalised in the drafting group, UNICEF became very engaged and helped in many ways to improve the text, create political will to complete the task and bring developing countries into the process.

Norway sent a delegate (Per Milleteig) to the UN drafting group for several years. As a delegate he was very supportive of the issues that NGOs and UNICEF were trying to promote. When the CRC was adopted, he was seconded by Norway to join a very small UNICEF team in New York to work with the Centre for Human Rights and other partners to promote the CRC approval in the General Assembly in 1989. He also helped the first Committee on the rights of the child and work towards early ratification by States.

During this period, UNICEF invited the world's first Ombudsman for Children which had been established in Norway (Ms Målfrid Flekkøy) to take up fellowship at the UNICEF Institute in Florence. The aim was to document her experience and to help UNICEF initiate a dialogue with countries on effective national mechanisms for promoting and protecting children's rights. This association resulted in a published book and series of seminars in different regions on the establishment of national structures and processes to respond to the CRC.

The CRC is the most widely and rapidly ratified human rights instrument. The early efforts to which Norway contributed greatly, both politically and technically, are now paying off.

7.4 Norway's follow up on institutional issues

Following a multi-donor evaluation of UNICEF in 1992, which brought up critical issues related to management issues and cost-effectiveness, the governing body of UNICEF, the Executive Board, has changed both in size and frequency of meetings. From a body which had relatively little influence on UNICEF's activities other than being a forum for a country to present lengthy political statements, to a small-sized efficient Board which took more responsibility for UNICEF's management and direction. Its role in approving the country programmes has been central. The more direct influence on UNICEF by its Board is made possible because of the frequency of meetings. The Board holds three regular and one annual meeting a year. The Executive Board consists of 36 members states. Norway is currently a member of the Board (since 1995).

During the last few years, starting from 1995, UNICEF has gone through a period of transition. The most visible sign of this transition is the Management Excellence Programme (MEP), in which UNICEF has developed a set of principles and professional standards for its staff, clarified accountability issues such as improved reporting, new financial management and internal relations. The reform process has been pushed actively by Norway who is generally interested in stimulating reforms in the UN. The MEP has therefore taken up much of the time in the dialogue between Norway and UNICEF and in Executive Board discussions. The MEP, however, is now ready for implementation.

7.5 UNICEF encompasses the Convention on the Rights of the Child

The World Summit for Children in 1990, the commitment to follow up the Convention on the Rights of the Child and the many commitments made towards improving the situation for children, have changed UNICEF's perspective on how children in the world can be assisted. UNICEF has moved from the sharply focused and measurable goals which focused its direction towards survival of the child, to a gradual incorporation of the CRC. In the early 1990s UNICEF operational approaches were still largely influenced by earlier strategies geared towards advocacy and delivery of basic social services.

In 1995, UNICEF decided that:

“From now on the Convention on the Rights of the Child will be the framework for our programming of cooperation, based on in-depth analysis of the status of children's rights in each country”. (Statement To the Third Committee of the General Assembly, 11 November 1994 by (the late) Executive Director James Grant)

UNICEF's primary goal is to *“realise the rights of all children and women. Enabling the most disadvantaged of them to fulfil their basic needs, to protection from exploitation and abuse, and to the fulfilment of his or her potential as a human being”.*

7.6 Moving towards a rights based programming approach

UNICEF has recently issued a directive to all offices on a human rights approach to UNICEF's development work. Many country offices in all regions are showing the way on how this translates practically at country level. Partner governments in developing countries are increasingly willing to engage in a frank dialogue in problems that were once taboo to discuss. Through UNICEF's work with other agencies, and especially the UNDAF process, the issue of development and human rights as integral parts of the mission of UN agencies is taking shape.

The rights based mandate for UNICEF which was approved by the Executive Board in 1996, did not immediately transfer into radical programmatic changes. The process of change is rather incremental and was in particular part of a long and extensive process of consultation which started in UNICEF in June 1997. More than 100 documents have been prepared by staff working in the field and headquarters as input to the process. Recently, in late April 1998, the Executive Director sent out an Executive Directive on the guidelines for a Rights Based Programming Approach. Although it is clear that the new rights-based approach will not necessarily change everything UNICEF is doing and the way they are done, there are still some fundamental principles which from now on will guide all UNICEF's activities:

By grounding all programmes in the CRC, UNICEF is reinforcing its position that development interventions should be rights based as compared to the former needs based approaches. Children have the right to be

protected, survive and develop, and with ratification of the CRC this also mean that this is a legally binding commitment for the international community.

A human rights approach to UNICEF programming also calls for more inherently integrated, cross-sector and decentralised activities, and for participatory approaches recognising that those who are assisted are central actors in the development process. This implies that UNICEF is moving away from “doing things for others” through social mobilisation and creating demand for goods, services and even rights, to engaging communities and individuals in discussing what those services will include.

UNICEF programmes of cooperation therefore need to influence or convince governments and others to make the right choices, by avoiding actions and omissions that violate rights.

Support to children will also empower children to claim their rights.

It is quite clear that the new rights based approach is corresponding to the priorities and policies as they are formulated for Norwegian development assistance. Similar moves to encompassing the human rights framework into the basis for international cooperation has taken place also in Norway. Since the change of government in Norway in 1997, this trend has become reinforced and increasingly underlined. The political leadership herself has changed name from Minister of Development Cooperation to Minister of International Development and Human Rights, and more importantly, political signals are strong regarding the linkage between development and human rights.

7.7 Effects of operational activities supported by Norway

Since it is not possible in a brief report to give full account of the effects of Norwegian funding, the evaluation will draw its conclusion from a sample of recent activities. The cases described below illustrate how UNICEF and Norway can interact when priorities for flagging some particular issues are high on both side:

- (1) Support to basic education with a special focus on girls.
- (2) Early childhood development with a special focus on water and sanitation.
- (3) Follow-up of the 20/20 initiative.
- (4) Child labour.

7.7.1 Girls' Education

In 1996, the Government of Norway decided to support girls' education in Africa through the UNICEF Girls' Education Programme which is a global UNICEF initiative for the period 1996-2001. This NOK 150 mill programme (approximately US \$ 25 mill) has evolved from UNICEF's collaboration with CIDA on the subject which started in 1994. This contribution covers the implementation of the programme in 19 African countries, ten in West Africa and nine in East and Southern Africa. In addition, NORAD channels funds through its embassies in four NORAD partner countries. These are Tanzania, Zambia, Malawi and Madagascar. Two Norwegian Junior Programme Officers have been deployed to the UNICEF regional offices in Africa, two external consultants have contributed with technical guidance to the Ministry and five students from the University of Oslo have

enjoyed the opportunity to undertake studies in Swaziland, Uganda and Botswana.

The entire programme is guided by the conceptual framework and set of principles that are described in the document "*Girls' Education. A Framework for Action*" (UNICEF January 1997). The principles implied in these document are setting many of the parameters for all donors and also for the Norwegian support. In addition, a document called "*Technical Aspects of Cooperation between Government of Norway and UNICEF*" has been agreed upon by both parties.

The overall guidance and review of programmatic progress is under the responsibility of a *Steering Committee* which meets once a year. As a follow up of a request from Norway to have recipient countries represented on the Steering Committee, UNICEF has moved the location of the meetings to Africa. It is expected that meetings will be alternatively convened in the two regions. The Steering Committee has met twice, once in New York and once in Mali. Three representatives from recipient countries will be invited to attend each Steering Committee meeting on rotational basis.

Each UNICEF Regional Office has, in consultation with representatives from countries receiving Norwegian funds, set up a regional mechanism to link with the larger programme. The aim is additionally to facilitate learning, regional programming and guidance and foster capacity strengthening. These regional mechanisms are called *Technical Advisory Committees*. The Norwegian consultants to the programme meet in this Committee, representing the Ministry of Foreign Affairs.

Quite recently, the Information Office in the Ministry has, in close collaboration with the UNICEF Information Officer in Geneva and the Education division in UNICEF headquarters, worked out a model for Norwegian media to visit selected project sites. The aim is to stimulate interests for education problems in Africa in general and for girls in particular among the Norwegian public.

Further, each region has set up a *Technical Assistance Team* to follow up technical aspects of the programme. The teams review annual technical reports submitted from the countries and they have played important roles in working out reporting mechanism and monitoring and evaluation systems which are mandatory for each country project.

Each country project, however, represents a variety of approaches and initiatives to promote girls' education. The strategies and approaches selected in each country is entirely dependent upon national priorities. In totality they cover everything from pure access and building of classroom to profound changes of curriculum, textbook and the introduction of child friendly pedagogical methods. The focus on girls in particular does not exclude boys. In most cases all activities are directed to improve the quality and access of educational opportunities for both genders.

The programme will be subject to a joint review late 1998 and it is therefore too early to make any definite conclusions about the effects of the Norwegian support. On a preliminary basis, however, certain issues seem to emerge:

- (1) Norway has significantly contributed to the conceptual framework which provides the basis for this programme.

- One particular issue which has been profiled highly by Norway is development of policies and strategies for recipient governments' involvement at country level. A clear recipient orientation and strategies for strengthening national institutional capacities have been part of the criteria for funding.
- (2) Norway has reinforced the need to concentrate on the poorest countries in Africa South of Sahara. Selection of countries to participate has been done by the Ministry of Foreign Affairs according to its own criteria for support to poor countries. The focus on girls education in Africa gives a clear political signal to those countries in which gender related problems are mostly pronounced.
- (3) The location of the Steering Committee meetings in Africa rather than in New York, is also an indication of Norway's priority to support the poorest countries. In addition, through project visits in connection with the meeting, learning about girls' education problems in reality will also stimulate both UNICEF and Norway to sustain interest in the programme.
- (4) The Steering Committee itself seems gradually to become a pilot case for multi donor support to UNICEF programmes. Along with the mobilisation of new resources to the programme, new donors are also invited to participate in committee meetings. As UNICEF is moving rapidly into this form of multi donor collaboration, the experiences from this programme can be fed into new areas of support.
- (5) Norway has also been an active in contributing to the annual progress reviews which have been carried out in the Technical Advisory Committee and through this also maintained a close contact and frequent dialogue between the partners. The terms of reference for the up-coming review as well as methodological frameworks are worked out in close collaboration between the partners. Although it is too early to say, it is envisaged that this review will break new grounds in monitoring and research modalities.
- (6) One, perhaps, unintentional consequence of the Norwegian support is that the programme has reinforced and strengthened the position and function of the Regional Offices. The programme intervened in the midst of a process where UNICEF wanted to strengthen the regional structures, but where there were few mechanisms and opportunities to set these priorities out in action.
- (7) There has been little specific Norwegian influence at country level in the projects supported by multi-bilateral funds from the Ministry, but a relatively closer interaction on specific project matters in those countries which are funded under the NORAD programme. Here the annual consultation between NORAD and UNICEF has provided an opportunity for a mutual dialogue and a more direct interaction on the technical sides of this programme. Experience from these country projects are also fed into

the global framework for girls education.

- (8) Experience from the programme itself has generated much interest in the Executive Board. Country delegations are increasingly making statements related to the importance of girls' education. The upcoming edition of the World Situation of Children will be devoted entirely to girls' education.
- (9) The programme has generated additional resources for girls' education. UNICEF commits 13 per cent of its general resources to education and in the last four years, nearly US \$ 60 mill (including the Norwegian funds) has been mobilised for girls' education from CIDA, Norway, Japan, the French Committee, Finnida, ACCT, Delta Kappa Gamma and the Rockefeller Foundation.

7.7.2 Early Childhood Development and Water and Sanitation

The Malawi Water, Environment and Sanitation (WES) is an example of multi-bilateral assistance through NORAD. The project aims at provision of safe water supply, sanitation and health education for communities in rural areas in Malawi. The project will benefit 100.000 people, half of whom are children in three target areas. In summary, the project aims to accomplish:

- Provision of 400 water points
- Empowerment of communities
- Promotion of good hygiene practices
- Promotion of culturally suitable sanitation facilities at every household

- Promotion of hygiene and sanitation skills

NORAD's involvement in the project has been at three stages:

- (1) Appraising the proposal
- (2) Follow up in Annual Consultations and visits to project sites.
- (3) Reviewing progress reports

NORAD has chosen to strengthen its own capacity with external expertise to ensure that Norwegian policies, strategies and priorities will come through. In the case of water and sanitation this implies maximising health benefits and effects at household level by integrated approaches to water, sanitation, training, health education and hygiene promotion activities to communities. In the WES programme in Malawi NORAD's strategic advocacy along these lines has resulted in a new conceptual framework for project "completion". Rather than number of waterholes drilled this Malawi/UNICEF project will now report a village as completed only when people have received the necessary training and acquired the necessary skills for changing hygiene and sanitation practices.

The example of collaboration between UNICEF and NORAD on technical issues in water and sanitation programmes is a result of a long time and fruitful interaction between the two agencies also at headquarter level. Through frequent meetings and collaboration in international fora and partnerships on water and sanitation, UNICEF attributes much of its work to build a comprehensive strategic and conceptual framework to an integrated cross-sectoral approach to water and sanitation to NORAD influence.

The focus on health benefits for children as the important aspect of a broad based approach to water and sanitation has recently moved the strategic collaboration between NORAD and UNICEF into a direction where water, environment and sanitation become a central focus for Early Childhood Development programming from a *rights-based perspective*:

- New findings show dramatic long-term effects of poor sanitation, water and home surroundings on children's physical and psychological development and growth.
- This will impinge on a child's ability to participate in or take full advantage of schooling and other societal benefits. A child who is constantly exposed to unsafe water and bad environmental sanitation, might catch what is called "low-grade impact infections" which manifest themselves as more or less constant diarrhoea.
- This will gradually lead to a permanent **stunting of children**, a situation which might not be measurable in health statistics or in increased under-five mortality rates. Not surprisingly, the stunted children have reduced cognitive functions, it leads to a stagnated physical growth and will affect the development of the brain.
- If children are stunted in early childhood they will never totally recover. Introducing school-based environmental health programmes will only help those children who were not stunted in their early years.
- Hygiene and environmental sanitation are therefore as great a health risk for children as poor diet.

- Interventions to address the problems are cost-effective, possible and effective.

UNICEF is currently in the midst of developing a new global strategy on early childhood care for child growth and development (ECCD) and has approached NORAD for assistance to develop a conceptual framework and strategic direction for this work. In his contribution to this work, the NORAD financed external consultant (Clifford Wang) has elaborated the concepts of cross-sectoral approaches, the need to place children at the centre of any intervention and the critical need to link water, environment and sanitation to early childhood development.

7.7.3 The 20/20 initiative

In February 1997, UNICEF was named lead agency within the UN system for follow up the 20/20 initiative and the Oslo Consensus. UNICEF is carrying out a number of activities that contribute to this leadership role:

- UNICEF is supporting studies in budgetary allocation on basic social services in a dozen countries to foster an informed policy dialogue. Studies examine the magnitude of budget allocations as well as the scope for reallocation and improved efficiency.
- UNICEF is on the Steering Group for the UNDP trust fund for Poverty Strategy Initiative
- UNICEF will follow up the Oslo Consensus in a meeting in Hanoi 1998.
- UNICEF has, in collaboration with the World Bank and as a result of the

20/20 initiative developed poverty indicators:

- (1) *Number of people living with less than 1 US \$ per day.*
- (2) *Malnutrition of children.*
- (3) *The share of the bottom quintile of the population going up and down on the economic scale.*

Although the use of the indicators still need to be put into practice, it is generally agreed that when large agencies such as UNICEF and the World Bank agree to use at least one child-centred indicator in their poverty assessments, this will be a good step forward to mainstream children's issues into regular analysis and development programming.

7.7.4 Child Labour

The legal-ethic framework for UNICEF's work on child labour is found in Article 32 of the CRC that obliges State parties to:

" recognise the right of the child to be protected from economic exploitation and from performing any work that is likely to be hazardous or to interfere with the child's education, or to be harmful to the child's health or physical, mental, spiritual, moral and social development".

This article requires governments to set a minimum age for employment and to regulate working hours and conditions.

With inter alia the NOK 37,5 mill allocated to disabled children and child labour issues in 1991-98, UNICEF has been able to support activities that protect working children from

abuse and advocate for the gradual elimination of exploitative child labour.

In 1995, ILO, UNICEF and the World Bank elaborated a strategy of universal primary education as the key to remove children from exploitative situations. With the aim of making this strategy successful, UNICEF has particularly worked towards improvements in the quality and relevance of primary education.

UNICEF has increased visibility and attracted international attention to the issue of child labour in the "The State of the World's Children in 1997" report, which helped focus on exploitative child labour, and also influenced the Norwegian Ministry of Foreign Affairs to address the issues through development efforts. So far the Ministry has only supported scattered projects addressing the issue of child labour through UNICEF. Steps are currently being taken from Norway's side to provide larger contributions to UNICEF (and ILO) as a follow up of the Oslo Conference on Child Labour in 1997.

Generally speaking the combat against child labour has generated significant new resources in the Norwegian development assistance budget. From NOK 5,4 mill in 1996, to NOK 17,4 mill in 1997, the Government is now planning to utilise NOK 200 mill over a period of three years. A significant part of this will be channelled through UNICEF.

7.8 Concluding remarks, Norway's follow up to UNICEF

- Norway has played an important role in influencing UNICEF both politically and through programme support. The support has been indicative and as such flexible enough as to pick up emerging issues and new themes as these have become part of the international agenda. In this context, it will be underlined that it is not the Strategy document *per se* which has been used in policy dialogues between UNICEF and Norway. What has been the interesting outcome of the Strategy has rather been the political will of Norway to maintain and even increase its efforts to support UNICEF's own work to promote various child-related issues.
- Norwegian support has been strategically put into the development of UNICEF's policies and strategies. Today, UNICEF has an elaborated rights based policy and programming framework, firmly based in the CRC framework. A lot of this has happened Norwegian support. Norway took some bold decisions in this direction at a time when few other countries were pushing the human rights agenda into the development arena.
- The strategic influence on the child-rights-based approach has been followed up also at operational level. The current initiatives

on bringing early childhood development issues into a broad rights based framework for water, environment and sanitation has the potential for breaking new grounds in the conceptual thinking on how to improve children's lives. However, translating this into practical programmes has still received little attention within the donor community. In view of the potential health benefits these rights based approaches can have for millions of suffering children, this is an area to which Norwegian support should be increasingly channelled in the future.

- The Girl's Education Programme has, due to its large programmatic scope, had significant effects on several levels. Its strong Africa focus has signalled both to governments and to other donors that focusing on girls is possible also when supporting the mainstream formal school system in general. The funding has significantly increased resource allocation to education both within UNICEF itself and among other donors.
- Finally, the support to children in especially difficult circumstances has contributed to maintain the issue on the political and international agenda. Within UNICEF, Norway is recognised as one of their best supporters in the efforts to combat child labour.

8 UN DEVELOPMENT PROGRAMME (UNDP)

8.1 The Strategy for Assistance to Children

The reference to UNDP in the Strategy is vague with only a brief mentioning that UNDP has a role to play in following up the commitments made during the 1990 Education for All Conference. Neither does UNDP seem

to receive any particular attention in later policy elaborations for child-related focus as part of Norwegian development assistance.

The general Norwegian contribution to UNDP has been approximately NOK 500 mill annually over the last years.

Overview of Norwegian Contributions (in NOK mill)

| | 1993 | 1994 | 1995 | 1996 | 1997 |
|-------------------|---------|---------|---------|---------|---------|
| General resources | 529.000 | 529.000 | 527.000 | 537.000 | 564.000 |
| Multi-bilateral | 400.000 | 176.275 | 133.538 | 247.005 | 160.829 |
| Total | 929.000 | 705.275 | 660.538 | 784.005 | 724.829 |

Norway contributes to approximately eight per cent of the organisation's resources and range as the fifth largest contributor to the UNDP's core budget in 1996 with US \$ 77.77.

8.2 UNDP's Policy and Operational Framework

Overall policies, strategies and directions of UNDP are governed by a 36-member country Executive Board, in which Norway is alternative a member or an observer depending upon a rotational formula for Nordic membership.

During the last few years UNDP has been going through a relatively profound reform and restructuring process, in which the Norwegian representatives have participated actively in shaping the outcome. Until the mid-90s UNDP did not have an overarching policy framework or mission statement which could guide its

directions. In 1996 the Executive Board of UNDP clarified its mandate to strengthen the ability of developing countries to promote their own development and help these countries to develop their capacity to plan and implement development programmes focusing on **poverty eradication**. This is to be done through four interrelated themes; **good governance, sustainable livelihoods for the poor, the advancement of women, and environmental regeneration**.

In January 1998, UNDP moved towards a human rights approach which will be guiding all UNDP activities. This policy statement on "*Human Rights and Sustainable Development*" highlights the right to development as all-encompassing. It states that human rights and sustainable human development are interdependent and mutually reinforcing. UNDP's human rights approach is, according to UNDP, firmly linked to the mandate of

building national capacity and through sustainable human development activities.

The policy document explicitly states that UNDP seeks to integrate the Convention on the Rights of the Child (CRC). This document is less clear about how UNDP will actually relate to children's development agenda in practice. UNDP has identified UNICEF as being responsible for the standard setting regarding the follow-up of the CRC.

At country level UNDP responds solely to requests from national governments. Its field presence in 137 countries and strong role as coordinator of UN activities at country level will often place UNDP in a unique position for dialogues, learning, cooperation and sharing across the regions. In theory, this should also put UNDP in a unique position to build child-rights considerations into policy dialogues and capacity building efforts at country level. However, so far this perspective seem to be absent in UNDP strategic policy framework.

8.3 Generating international awareness

The Human Development Report, which is considered as UNDP's flagship in terms of bringing UNDP into the international intellectual debate on development issues, has been funded over UNDP's general resources. Still, over the years there have been minor contributions from Norway. UNDP staff still see that the major role Norway has played vis a vis the HDR is through its support to the development paradigm which puts human development at the centre. The HDRs has also most likely impacted Norwegian conceptual

and strategic thinking on how to reach children.

The reports have particularly broken new grounds on two arenas:

- (1) The Human Development Index which systematically measures nations development scores on under-five mortality rates, access to basic services and gender gaps.
- (2) Substantive issues on children such as the a chapter on violence and abuse of children in the 1995 edition. The 1993 edition had a chapter on "Children without childhood" which later guided much of the international thinking concerning child labour. The devastating effects of a country's debt situation on children was brought to the world attention in the 1996 edition. Finally, the Convention on the Rights of the Child was promoted in the 1997 edition.

8.4 Norway's financial contribution to children

Norway has a relatively short history in earmarking funds, or multi-bilateral funding, to particular programmes as part of its support to UNDP. Earmarking became a trend as late as in the beginning of the 1990s. Norway has maintained a relative high general funding to UNDP also in recent years when there has been a general shift among donors to support UNDP with earmarked contributions at the cost of general resources. Earmarked contributions otherwise constitute nearly two thirds of UNDP's financial basis.

UNDP's portfolio does not give much visibility to children's issues. Norway's support to UNDP also holds a low profile on children. In line with UNDP priorities Norway channels a large bulk of the funds to projects relating to good governance.

Still, there are some programmes in which support to children can be traced:

- (1) Global and interregional programmes for developing countries' capacity building in health related issues.
- (2) Follow up of the 20/20 initiative.
- (3) Special projects for children.

8.4.1 Global / regional programming

In terms of child-related focus international partnerships and committees play an important role. Either WHO, UNICEF, UNFPA, ILO or the World Bank often play the most predominant role in these initiatives. Examples of global programmes in which UNDP has been active is the Children's Vaccine Initiative (CVI) which was founded in 1991. This initiative which was a direct outcome of the 1990 World Summit for Children as been brought forwards by UNDP in terms of fostering the development of the International Vaccine Institute, located in the Republic of Korea, to provide training and technical support for vaccine research and development. (The latter initiative has not received Norwegian support.)

Partnerships on water and sanitation has a long history both within UNDP and for being funded by Norway. The UNDP/World Bank Water and Sanitation Programme is probably one of the largest programmes in this context

with Norwegian funding, but there are no indication that UNDP is playing a particular role to promote child-related issues. Rather the UNDP focus is capacity building aiming at national governments in developing countries. UNDP's present strategic thinking on water and sanitation development is illustrated in the recently developed document "*Capacity Building for Sustainable Management of Water Resources and the Aquatic Environment; Towards a Strategic Framework for UNDP*".

The "*Partnership for Child Development*" is a UNDP initiative to promote the development of children through the provision of cost-effective, school based services. The Partnership was established in 1992 to help coordinate global efforts to assess the development burden of ill-health and poor nutrition at school age.

The above does only provide a very simplistic picture of some of the UNDP interer-agency partnerships for the promotion of children's issues. As a result of the UNDP reform process in which Norway has been an active partner, UNDP has changed its former approaches of being more involved in the operational side of the global programmes towards more strategic thinking. This contributes to more holistic and multi-dimensional approaches to the very often sectoral or specialist thinking which have dominated assistance to children so far.

8.4.2 Follow-up of the World Social Summit commitments

UNDP started the work with a wide consultation with UNDP country offices and national counterparts on how the United Nation system can best assist each country in

implementing the recommendation of the Social Summit, in particular in developing national strategies and programmes for poverty elimination. As a result, UNDP launched a multi-donor programme to assist programme countries in their efforts to comply with the Copenhagen commitments, by supporting the formulation of national strategies and action plans to combat poverty.

A Trust Fund for Post WSSD Follow-up Activities was established with the purpose of mobilising donor funds for the Poverty Strategies initiative. The target for resource mobilisation from bilateral donors (US \$ 9 mill) was met, with contributions from the Governments of Denmark, Norway and the Netherlands. The Government of Norway signed an agreement with UNDP in December 1996 on the transfer of NOK 35 mill to the programme's trust fund, later amounting to NOK 55 mill. As of July 1997, the total UNDP amount of resources available under the programme amounted to nearly US \$ 20 mill, which was targeted at the inception of the programme.

Half of the original Norwegian contributions was earmarked for basic social services. Within the UNDP context this means;

- public expenditure analysis,
- review of alternative mechanisms for social service provisioning,
- policy framework for social sector development,
- preparation of country strategies
- pilot programmes on basic social services,
- improvement of data collection and reporting systems on basic social services,

- strengthening in-country capacity for costing, planning and delivery of basic social services in favour of poor and marginalised groups.

At the end of July 1997 UNDP noticed some positive results of these efforts:

- Over 80 proposals from UNDP programme countries had been approved for funding under the programme. This shows that it is possible to mobilise additional resources from governments for public funding to basic social services.
- UNDP had established coordination mechanisms for poverty approaches with other UN agencies and the Bretton Woods institutions. Several UNDP Country Offices have explicitly linked their country projects with the Bank's work on poverty, in order to get more traction and avoid unnecessary duplication. Fostering inter-agency collaboration has been a key criterion for approving country requests for funding under the programme. This collaboration has been critical to demonstrate that agency collaboration can help utilise resources effectively.
- The collaboration with UNICEF in several of the recipient countries highlights the situation for children. The preparation of Social Sector Expenditure Reviews in various countries is carried out in close collaboration with UNICEF. These reviews identify gaps in the financing and provision of basic social services

for poor and vulnerable groups, with a particular focus on children.

- A UNDP initiated review shows that from January 1995 to June 1997, UNDP had a total of 8611 ongoing projects. A review of the project documents indicated that 58.5 per cent of all UNDP seem to include some basic social service component. In the health sector, a significant proportion of projects and resources appears to be in support of basic health issues. In the education sector, more than half of all projects supported basic education. The review maintains that between 15 and 17 per cent of UNDP's gross revenues was invested in basic social services.

8.4.3 Programmes with an explicit children's focus

UNDP has recently (in 1997) with funding from Norway (NORAD NOK 1.5 mill) taken initiatives to support special projects to combat child labour in India, a country with millions of children at work. UNDP is not an implementing partner, but is channelling funds to CREDA (The Centre for Rural Educational and Development Action) an NGO working in the State of Uttar Pradesh. CREDA is particularly concerned with children in the carpet industry.

Mobilising people has formed the backbone of the programme. The use of village meetings, popular drama and postcard campaigns have been among the various strategies for creating an environment against children in work. The Government of India has funded CREDA under the National Child Labour Programme

to get the children out of work and into the schools. Currently, CREDA is running 60 special schools for children working in the area. CREDA is offering working children schools at an accelerated pace after which they are mainstreamed into the formal schools system. From 1992 to 1996, about 1000 children have been enrolled to take the class v examination which will give them admission into middle school.

Several evaluation reports has pointed to the success of the CREDA strategies and the project is also described in a Norwegian supported booklet on child labour (which concided with the International Conference on Child Labour, Oslo 1997).

A similar project, but with a focus on the girl child in particular, is funded by NORAD through UNDP. Again UNDP has linked up in partnership with an NGO, the M.Venkatarangyia Foundation (MVF). MVF's strategy has been to build up close contacts and relationships with the immediate community; parents, teachers, administrative officials and various local groups. From starting in one unit, the programme has now extended its activities to 10 district administrative units covering 400 villages. From the start, the strategy of MVF has been to put the elimination of child labour in a non-negotiable agenda. The project depends entirely on the community's change of attitude towards their children, and do not use incentives such as income-generation activities of parents, midday meals or scholarships.

Building up community-based initiatives and making the community responsible for the programming have been important strategies.

The choice of NGOs as a channel for UNDP in India was partly because UNDP did not succeed in convincing the national government to identify a programme on child labour. This illustrates one of problems related to support to children. The issue of child labour is a sensitive one and not easily picked up by governments. In the cases mentioned above, however, the partnership between UNDP and the NGOs has a potential for being scale up to national levels and national authorities are already supporting the programmes in various ways.

So far the initiatives mentioned above are probably to be considered more as islands in the sea as far as UNDP's programmatic focus is concerned. The future impact of such programmes on the mainstream of UNDP activities will also depend on whether the opportunity is taken to gather experience and lessons which can be fed into UNDP's other focus areas and strategic approaches for poverty reduction.

8.5 UNDP Summary, conclusions and recommendations

- The changes that have occurred in UNDP over the last few years in terms of reforming the organisation, narrowing down its focus and programmatic strategies, have been supported widely by Norway. UNDP's mission and focus areas, and particularly its central theme of poverty eradication, undoubtedly correspond to Norway's goals and priorities. Conceptually speaking UNDP relates Norway as an influential partner in these processes, but it would be an exaggeration to attribute this influence to the follow up of the Norwegian Strategy for Assistance to Children.
- Trust funds or co-financing programmes such as the trust funds for good governance are not supported for their relevance for children. In the long term good public framework conditions may, however, lead to greater public accountability to all groups of the population.
- The projects to combat child labour in India seem to be quite successful in terms of approaches, but their relationship to mainstream programmes of UNDP seem less clear.
- In summary, Norway has not yet significantly influenced UNDP to follow up children's issues other than through earmarked contributions to follow-up of the World Social Summit obligations and a few projects with a child labour focus. However, as the UN system's main instrument for coordinating activities at country level, UNDP definitely has a distinctive role to play. UNDP should be encouraged to bring up children's issues in the broad based country dialogues and in poverty eradication programmes.

9 THE WORLD BANK

9.1 The Strategy for Assistance to Children and the World Bank

The Strategy itself does not refer to the World Bank as a particular channel for following-up

child-related assistance. Selecting the World Bank as a case for this evaluation was therefore done on the basis that the Strategy's intentions were to be followed up at all levels and in all organisations.

Norwegian financial contributions (in NOK mill.)

| | 1994 | 1995 | 1996 | 1997 |
|---------------------|-----------|---------|---------|---------|
| General resources | 543.000 | 544.200 | 501.000 | 502.525 |
| Earmarked resources | 489.948 | 268.738 | 252.074 | 228.900 |
| Total | 1.032.948 | 812.938 | 753.074 | 731.425 |

9.2 The Bank's Governing Bodies

These bodies approve and adopt strategies and policies:

- Annual meetings of the bank and meetings of the Development Committee, a joint International Monetary Fund (IMF) and World Bank ministerial committee discussion overall development issues.
- The Bank's Board of Directors which meet twice a week to discuss overall Bank policies and practices.
- International Development Association (IDA) replenishment negotiations which takes place every three years. They set priorities and requirements for the use of IDA funds and have become important in setting new requirements for IDA operations with subsequent impacts also on the Bank Group as a whole. The strong

Bank focus on poverty assessments and the country assistance strategy processes have to a large extent been pushed by IDA deputies.

The Nordic and Baltic Countries have a total voting power in the Board and negotiations of 4,79 per cent with Norwegian power as low as less than 1 per cent. Norway, however, is widely considered to have more influential power in the Bank than its formal power will allow. Norway is perceived as one of the donors who have fought the most for bringing poverty reduction in as the current overall objective of the Bank. It is also widely recognised that Norway has been one of the strongest supporter to promote the mainstreaming of gender and environment issues in the Bank.

9.3 The World Bank's Mandate

The World Bank's mandate is to work with governments to achieve sustainable progress in reducing poverty, promoting growth, and improving the quality of people's lives in development countries. Current strategies to assist the poor rest on three mutually reinforcing pillars of development policy:

- Expansion of opportunities through broad-based sustainable economic growth, especially to raise productivity and employment of the poor.
- Access by the poor to services that improve education, health and nutrition outcomes, and that reduce fertility.
- Appropriate social safety net programmes to protect especially vulnerable groups.

9.4 The World Bank's Policies and Strategies on Children

Over the years the World Bank has defined several specific ways to achieve its major development goals for children. Until this decade the World Bank's strategy for improving the lives of children in the developing world has been concentrated in three vital areas; primary education, basic nutrition and essential health care services for both mother and child. Today the World Bank is one of the largest external sources of financial support for programmes on children's health, nutrition and education.

The World Bank launched its Children's Initiative in 1995. Under this Initiative, the Bank has funded and coordinated many studies to take stock of children's conditions in terms

of basic social indicators. It has also identified organisations within each country that could help children. The Bank has also produced regional summaries of Bank lending targeting children particularly in the areas of education, nutrition and health.

Partnership and interactions with external agencies have been of critical importance to the approaches to children. Interactions with the UN-system, the analytical work together with UNDP and UNICEF linked to the 20/20 Initiative and with ILO and UNICEF on the work to combat child labour, illustrate the Bank's approaches in this respect.

Not all the Bank's support is through lending to governments in developing countries. The Bank also supports non-lending activities, such as research, development of programming mechanisms, technical assistance and advice on policies that affect children.

9.5 Norwegian Support to Children in the Bank

As we shall see in the following it is through support to some strategic non-lending areas that Norway currently is exerting an influence in the Bank and also seems to mobilise support for activities which potentially can have a greater impact on the Bank's lending programme in the future. The discussion related to Norwegian involvement will be limited to the following areas:

- (1) Early Childhood Development.
- (2) Child Labour.
- (3) Primary Education.

These areas illustrate relatively new areas for the Bank. The cases also represent the two modalities for influencing; co-financing of projects in the Bank's lending programmes for primary education, and non-lending in the case of early childhood development and child labour.

The Human Development Network (HDN), established in September 1996, is a new way to link Bank staff and managers who work in related sectors; health, nutrition, population and social protection. In terms of child related activities the following three "families" are in charge of the conceptual and strategic knowledge building in the Bank:

- (1) Social Protection (SP), consists of the following thematic teams: Labour Markets (including Child Labour), Pensions and Social Assistance (including Social Funds).
- (2) Education, including girls' education.
- (3) Health, Nutrition and Population, including a focal point for children's health.

The HDN includes and links staff from the Bank's six regional offices. The HDN helps staff work together across organisational boundaries, and also with partners outside the Bank.

9.6 Early Childhood Development

Early Childhood Development (ECD) programmes are designed to assist efforts to promote the healthy growth and development of children from birth to eight years of age. ECD provides information about early child development. Since 1990 the World Bank has lent more than US \$ 800 to support early childhood development programmes worldwide.

In 1996 the Human Development Network received a grant from Norway of US \$ 1.25 mill of which half was dispersed to issues concerning child labour and the rest to education and specific early childhood related activities. NOK 1.4 mill has been allocated to the Network to develop a knowledge base for early childhood development. In addition the Norwegian Consultant Fund has financed one Norwegian officer in the Bank to work entirely on ECD issues and one consultant to work out a French version of the ABC-Knowledge base.

The following is a summary of the World Bank's work and achievement on early childhood development supported by the Norwegian Trust fund during Fiscal Year (FY) 97 (July 97-June 98).

Partnering with NGOs and external agencies (UNICEF, UNESCO, IDB, PAHO, OAS).

- Conducting a regional workshop in LAC to disseminate knowledge and information on Early Childhood Development, November, 1997 in Colombia. Developed a regional knowledge base (ABC for Early

Childhood Development in Spanish for Latin America).

- A regional workshop in Africa to consolidate knowledge and network in Early Childhood Development, December 1997 in South Africa. Prepared a first draft of a regional knowledge base (ABC for Early Child Development in French for Francophone Africa. A consultant is financed under the Norwegian Trust Fund especially for this task.) Dissemination will be carried out in September, 1998.

Knowledge Dissemination on Early Childhood Development Website in the Internet.

- With Norwegian funding the World Bank has developed an ECD Knowledge Base on the Internet for the use of field practitioners and agencies interested in early childhood development. Designed to promote the exchange and dissemination of information, it is linked to major international homepages dealing with ECD issues, such as the Norway based Children's House in Cyberspace, in partnership with the global ECD network. The use of the base was modest the first months, but with the spreading of the word, the use has gradually increased. In April, 1998, the Knowledge Base could list 1,613 distinct users in 57 countries, in addition to a whole range of government users and organisation users which are not registered separately.
- 18.6 per cent of the users were within the World Bank. 21,31 per cent of the

users were registered on machines on Non-Profit Organisations. 10,58 per cent of the users visited the Spanish language part. The total number of documents read was 5,256.

- A Manual for Website Users was published and distributed to the ECD network both inside and outside the Bank, including UNICEF, UNESCO, the Organisation of American States (OAS), the International Development Bank (IDB) and all field resident missions. It is being translated to Portuguese to broaden dissemination in Africa and Latin America. A French version will be prepared in FY99.
- ECD Calculator; a software package used to assess the economics of early interventions. In line with the Bank's constitution, all Bank lending programmes must have an economic dividend. The ECD will show potential borrowing governments that investing in ECD is a sound economic investment. In the case of a developing country, investing in ECD is paying more off than for example investing in roads or other infrastructure. Failure to invest in ECD will lead to a large loss to the society in terms of reduced productive potential.

Knowledge Synthesis best practice papers.

- «Benefits of Early childhood Development Programmes An Economic Analyses».
- Examples of Parenting Programmes.
- Examples of Programmes for Children 0-3 years of age.

The ECD Initiative combines knowledge generation and dissemination with two additional components of World Bank support;

- (a) Funding for innovative prototype ECD programmes, such as those supported in Kenya and Uganda by the Bank's Africa Technical Human Development Department, and,
- (b) capacity building for African policy makers and ECD practitioners. In the capacity building arena, an African ECD Network (ECDNA) comprising practitioners and policy makers from over twenty countries has been formed and is now recognised as a Working Group of the Association for the Development of African Education (ADEA). ADEA has since 1997 been chaired by Ms. Sissel Volan, NORAD.

The new Africa ECD Programme proposes to expand to a potential coverage of 25 countries over a period of ten years. The programme envisages partnerships and co-financing from donors (such as UNICEF, UNESCO, WHO and bilaterals, as well as foundations like Bernard Van Leer and Aga Khan and NGOs).

Key programme issues that each country will address include:

Institutional development to improve capacity for child care at community level

- Institutional development to develop capacity for research and training on ECD, including curriculum development and enforcement of child laws

- Identification of key ECD programmes applicable to the regions within the country to assist in defining programmes requiring external assistance,
- The unique capability of community based ECD to release new energy and build responsive organisational structures at community level.

The conditions for take-off to expand the coverage of ECD differ from one country to the next. In some countries the priority for ECD is advocacy to achieve positive policy awareness towards the young children. In others, it is mounting pilots to demonstrate the efficacy of ECD. Yet in others, it is taking pilots to scale or improve quality, efficiency and sustainability of the systems in place.

The knowledge base on ECD internally in the Bank has triggered off increased focus on lending to ECD related areas. Between 1997 and 2002, the World Bank Portfolio for ECD exceeds US \$ 850 mill concentrated in Asia and Latin-America. In Africa, two new projects were initiated in 1997, one in Kenya (US \$ 35 mill) and another in Uganda (US \$ 40 mill).

9.7 Child Labour

Child labour as a topic on the Bank's agenda has not come up as a specific Norwegian initiative. The World Development Report in 1995 was the first time the Bank gave room for a published theoretical work on child labour. This has been followed up by several research papers aiming at clarifying the Bank's justification of investing in this field and providing a conceptual framework. All this

work was financed from internal sources. The articles gained a lot of interests and the internal Bank seminars which followed were extremely well attended.

The Bank considers child labour as both a consequence and a cause for poverty. The elimination of poverty is in the very core of the mission, vision and strategy of the Bank. Reducing poverty through economic development and promoting other improvements, most importantly through high quality basic primary education and health interventions are essential elements of effective strategies to attack child labour.

The arguments for the World Bank's interest in child labour is also to be found in economics. Lost childhood means lost education opportunities. With the loss of these opportunities, the vicious cycle of poverty, ill-health and child labour is difficult to break.

Work related childhood injury highlights the interaction between demographic, economic and social determinants of health. The World Bank recognises that even attempts to define the nature and extent of child labour are hampered by social and cultural definitions of both childhood and work. Child labour can be characterised by the age of the child, the type of work or whether or not the benefits provided are cash or service-based.

These views are at the core of the paper "*Child Labor; Issues and Directions*" a policy paper for the World Bank which was made public in early 1998 and prepared by the Social Protection group of the Human Development Network. The paper was discussed by the Executive Directors of the World Bank during a seminar in 1997. The production of the paper

and the discussion that followed illustrates the interest of the World Bank in the international discussion and actions concerning child labour.

The World Bank plays a complementary role in the joint international efforts towards the abolition of harmful child labour. The Bank considers the Oslo Conference on Child Labour 1997 to have had great impact on its own work. It has energised the staff and speeded up the processes of identifying the areas in which it will concentrate its resources.

The Conference is the concrete background for the Bank's research proposal to the Ministry of Foreign Affairs of US \$ 1.6 mill, which will integrate the knowledge generated in the ECD programme. The overall objective of the programme is to provide a sound basis upon which to develop programmes of survival, development and protection of children in all societies. The Norwegian contribution will be to:

- Develop and disseminate knowledge about the societal costs of labour caused disabilities.
- Identify and disseminate information about cost effective early interventions to prevent child labour.
- Educational interventions to meet the special needs of affected children.

Initiating the programme will contribute to further prepare the World Bank for requests from the client countries. This will be increasingly important in the follow up of the Oslo Conference on Child Labour in October 1997 and the ILO Geneva Conference on Child Labour Legislation in 1998.

9.8 Primary Education

The World Bank is the largest external source of finance for education. From FY 1992 to FY 1997, World Bank lending for education has averaged more than US \$ 1.7 billion a year. About 40 per cent of the education lending goes to basic education. The Bank currently has 193 education projects under implementation in 86 countries.

Over the years, the Bank has shifted its focus from building schools to issues far more intractable and complex. Recent education programmes have addressed problem areas such as education finance reform, school management, the development of the curricula, increased parent and community involvement and the use of technology to enhance educational opportunities in poor and remote communities.

At operational level Norway has, through a US \$ 1 million grant, co-financed a range of primary education programmes over funds generated at the Ministry level to Ghana, Niger, Burkina Faso and Mali, and co-financing with NORAD in Pakistan, emphasising girls' education. For the World Bank's this support has been critical. The support has made it possible for the Bank to raise politically sensitive issues such as teachers' salaries and framework conditions for the education system. Experience and knowledge about strategies that work have been generated both within the countries and within the Bank itself.

Perhaps the most strategic impact of Norwegian funding to girls' education can be found as a result of the World Bank study "*Girls and Schools in Sub-Saharan Africa. From Analysis to Action*" (World Bank

Technical Paper No 298 by Adhiambo Odaga 1995). The paper seems to still receive considerable attention both within and outside the World Bank. One of the advantages of the book is that it outlines practical ways of designing programmes aiming at accelerating girls' education in the region.

As one of the direct policy outcomes of this research, the Africa region began developing a "*Strategy of the Development of Basic Education in African Countries with Very Low Primary School Enrolment*" in the fall 1996. The objective of the strategy is to target special assistance to African countries where less than 50 per cent of primary school age children are currently enrolled. The Strategy places particular emphasis on girls' education and will also support some essential non-lending activities to help remove the most significant barriers to an expanded basic education system. The World Bank's research work has identified girls' education as a very powerful and economically highly rewarding intervention.

The Bank has made a very strong commitment to universal primary education and gender parity by the year 2010. US \$ 900 million yearly for girls' education were allocated to achieve universal primary education by 2010 and attendance by 60 per cent of all children in secondary schools. The commitment of the Bank's leadership to achieve these goals has created a drive within the organisation to incorporate the gender dimension into all education projects. One significant illustration of this is increased attention to girls' education in the Country Assistance Strategies (CAS) and in related country level discussions.

Recently, the Ministry of Foreign Affairs has decided to continue to support primary education in Africa with a special trust fund of NOK 60 mill.

9.9 The World Bank - Conclusions

- As a small shareholder in the Bank, Norway has very limited formal power. However, through its strategic use of funding, Norwegian support seem to make a difference.
- In terms of child-related activities, Norway has pursued conventional strategies such as co-financing, and more innovative, catalytic “non-lending” activities e.g. studies and seminars that seem to be of strategic importance for further policy and strategy development within the Bank.
- The support to Early Childhood Development has generated knowledge that is being fed into both operational programmes and into further broad based research. The arguments used is based in economics and the rationale for investing in human capital. As such the Bank is developing complementary arguments to the UNICEF’s rights based approach, but the need for crossing over strict sectoral borders are shared by both. In practical implementation the difference between the two does not seem so great. ECD and child labour issues have gained a lot of interest and focus in the Bank. The work is expanding continuously to new areas, for example to Eastern Europe
- The recent Bank initiative on Child Labour, has directly been impacted by the Oslo Conference on Child Labour and the recent grant from Norway to elaborate further policies and strategies to combat child labour.
- It should be stressed that for the Bank, topics such as early childhood development and child labour are relatively unfamiliar territories to enter. The scope and effectiveness of the Norwegian contribution will ultimately depend on whether client countries will request the bank for financing programmes. The effects of the ECD programme seem promising in this respect.
- The linkage between ECD and poverty has become clearer.
- Norway has been persistent in promoting gender issues in education programmes within the Bank. Norway has contributed to research and studies that have triggered off much interests and more importantly to strategy formulation for Basic Education in Africa.
- Eventually this is interest has been translated into concrete programmes with a focus on girls’ education in Africa.
- The experience from financing primary education has also helped the Bank to push its focus gradually into the support of younger children. Today it is becoming increasingly clear that what happens before schoolage, to a large extent determines how the child will benefit from schooling later.
- The language in the Bank is economic. All investments have to prove themselves cost-effective. The goals for the Bank is to turn children into fully productive members of the society at a later stage. The Norwegian support has helped establishing arguments that investing in children is profitable for the society.

- In summary, there are good reasons and good opportunities for Norway to continue its strategic influence concerning both the direction and the character of the Bank's approaches to children. The good reasons start with the extremely powerful role the Bank plays in all social sector activities, both in terms of lending and analytical work. If the Bank eventually will put children on the mainstream agenda, this will give reluctant governments some clear political signals.
- The good opportunities are that Norway has gained a considerable reputation for its strategic support to the Bank which seem to have certain potential for breaking new grounds in the Bank's approaches to children.

10 CONCLUSIONS FROM THE CASE STUDIES

The assessment of how the Norwegian intentions to focus more on child related assistance to UNICEF, UNDP and the World Bank may be summarised in the form of answers to the following five issues which were specifically part of the terms of reference for this study.

10.1 Use in dialogue; earmarked resources

- The staff interviewed in the organisations were not familiar with the Norwegian Strategy for Assistance to Children in Norwegian Development Assistance document. The document as such had never been disseminated or shared. This is a missed opportunity from the Norwegian side to bring children's issues into dialogue and discussion.
- One can also conclude that Norway has not yet brought much attention to children into the discussions in the board rooms or governing bodies, apart perhaps from in UNICEF. But there have been intensive dialogues at other levels.
- In this context it is important to mention all the global partnerships on various social issues in which Norwegian representatives participate actively, such as the Global Partnership on Water and Sanitation in which NORAD technical department participates actively and Association of Development for Education in Africa (ADEA) which is currently under Norwegian leadership. These are only two of such arenas in which dialogues between Norway and the multilaterals take place.
- Other arenas for interactions are the international conferences which have had significant impact on both the organisations' and the Norwegian approach to children. Norway is perceived as an active partner in all these events. The 1995 World Social Summit, its follow up in Oslo in 1996 and the Oslo Conference on Child Labour have probably been the most significant arenas for dialogue in this respect. This evaluation addresses several areas where these events has lead to increased resource mobilisation and earmarked contributions for child-related assistance.
- In terms of following up with support to basic social services all three organisations have increased both their own internal resources and mobilised other resources. Norwegian development assistance has also duly followed up its own commitments. All three organisations can document their progress statistically and have increasingly started to report more profoundly on experiences with the increased support to the social sector. To draw too many conclusions about the impact on children of such increase must be done with caution. There are still few studies available demonstrating the actual situations at country level in terms of such perspectives.

- In this context there are some areas for support to children which Norway has flagged most persistently. Girls' education has been one of the priority areas for years. The NOK 150 mill support to UNICEF's Girls' Education Programme in Africa appears to have been a significant factor. UNICEF itself now commits 13 per cent of its general resources to education and at least six additional donors (in addition to CIDA and Norway) has decided to join the Programme.
- Another earmarked area has been child labour. The World Bank attributes the way the Oslo Conference was organised and the Norwegian follow up in terms of financial support as a real stimulation to speed up their work. Early Childhood Development Programmes in the Bank are fast growing in terms of lending to developing countries. The knowledge generated from the Norwegian support can be directly translated into policy dialogues.
- Information exchange and technical co-operation are also taking place when Norwegian delegations visit the headquarters, participate in Steering Committee Meetings and Annual Consultations. Poverty issues, human rights, gender and environment are the themes often associated with Norwegian policy positions.
- UNDP is, as compared to UNICEF (obviously) and the World Bank, the organisation in which child related assistance so far seems to be less visible in terms of bringing child relevant issues into formal or informal dialogues with the partners.
- There is a trend towards increasingly to use multilateral organisations as a channel for bilateral child related assistance. Resulting programmes are worked out in partnership between the national government and the multilateral organisations. The programmes will therefore per definition be part of national plans and priorities.

10.2 Effects of the Norwegian child-related support

- This evaluation made a deliberate choice to discuss the effects of some of the more strategic and catalytic interventions, such as girls' education, early childhood development and child labour. Looking into other, and perhaps more conventional cases, might have produced other results.
- The various organisations apply different conceptual rational and different analytical frameworks for dealing with the same issues. UNICEF and UNDP build upon a human rights approach stressing the right of children to development.
- The World Bank applies the economic rational to invest in children. The Bank points to the economic losses of a society if children loose the opportunity to become productive members of society later on in life.
- All three organisations regard Norwegian funding as flexible and broad based with few conditions attached. Africa, gender

and poverty are the three main focuses of Norwegian co-financing and trust fund mechanisms. Within these frameworks it has been possible for the organisations to develop more specific strategies for interventions at country level.

- The Norwegian support has been strategically focused. Since complementary approaches to issues such as girls' education and child labour are developing, the end results may eventually yield promising synergetic results. The organisations collaborate on child related issues, through partnership committees, task forces or in programmes. Norway participates in quite a few of these partnerships and does also sometimes take a lead role as within the Association for Development of Education in Africa (ADEA).
- Norway's traditionally high gender profile has carried over to child related areas. All projects have a focus on girls.
- The support to early childhood development programmes have generated critical new knowledge and understanding on the detrimental effects of neglecting the very young children. In the case of UNICEF this knowledge has been brought into a new understanding on how to deal with water, environment and sanitation programmes. There is a need for focusing more on interventions which address the problems of stunting of children's physical and physiological growth resulting from unclean environments and inadequate hygienic practices. In the case of the World Bank the support to early childhood development programmes appear to have a number of effects:
 - First of all it has created, what is essential in the Bank, the necessary linkage between investments in early childhood and economic returns. Thus a basis for the Bank's expansion into this area has been established.
 - Secondly, the support have lead to an increase in operations. 25 country programmes in Africa will be built on the analytical and conceptual framework which has been developed from the programme.
- The issue of child labour has recently been brought very much to attention. The more "silent" causes of children's suffering such as health and nutrition do not seem to gain the same attention. Although such areas have been relatively little focused in the report, the results of support to areas such as guinea worm eradication and other health related issues are very promising.
- To a varying degree, Norway has assisted the organisations in their efforts to develop conceptual frameworks, policies and guidelines for child related support. An interesting observation is that all organisations seem to move away from single sector approaches and over to multi-dimensional, holistic approaches placing children at the center and designed to cross traditional sectoral borders.

10.3 Changes on policy and institutional levels

- All the three organisations have gone through profound restructuring and refocusing during the last few years. These changes are not a result of the Norwegian influence alone. Generally Norway has contributed to putting human rights and child labour on the agenda in collaboration with others.
- The World Bank has produced a policy paper on child labour. The process was speeded up by Norwegian support.
- UNICEF is in the midst of developing a new policy on early childhood development and environment with the assistance from NORAD.
- In combination, these as well as the other activities mentioned above, seem to have made the institutions more responsive to children. In this context, however, it should be kept in mind that all three organisations also pursue a number of child-related projects with funding from other donors or through generation of own resources.
- Child related assistance is a relatively new territory to enter into in organisations such the World Bank and UNDP. Moving towards a direction where children's rights become a focus for development assistance seems to be a slow process which need to be accelerated very fast. The saying that "many things can wait, but children cannot" should apply to more development agencies than UNICEF.

Conclusions and recommendations



Conclusions and recommendations

CONCLUSIONS

- (1) Phase 1 of the evaluation concludes that the Strategy for Assistance to Children was well-timed as a response to the 1990 World Summit for Children and as a follow-up of Norwegian obligations in connection with the formal ratification of the Convention on the Rights of the Child (1989). While these two events alone provided binding obligations to any government to fulfil the child-rights agenda, and therefore in principle also should have stimulated increased focus on children in development assistance, the Strategy was nevertheless important as a political signal. The Strategy has helped different parts of the Norwegian development assistance system to pull in a direction where child-relevant assistance is becoming increasingly more important.
- (2) Internally, in the Ministry of Foreign Affairs, the Strategy document is little known. Apparently few staff have actually seen the document itself or being asked to relate to it specifically. Still, there is a relative high degree of awareness that children is a target group for Norwegian development assistance, but the evaluation team noticed that there have been rather few efforts to document results of Norwegian international collaboration of child-related assistance. However, with the increasing political interest for what is actually happening, there is also a generally increasing demand for documentation on child-related assistance. The Phase 1 part of the evaluation underlines that developing mechanisms for statistical reporting for allocations to children in particular will reinforce these political signals.
- (3) The Strategy itself did not call for the establishment of institutional mechanisms, or focal points within the Ministry or in NORAD to follow up the implementation of the Strategy's intentions. References to management procedures or possible administrative implications of the Strategy are more or less absent. No staff were designated with this responsibility in particular. Combined with no signals concerning the need for more resource allocation to child-related assistance, or how the Strategy itself should be used as a guiding instrument for concrete programming approaches, it is not surprising that from an evaluation point of view it is rather difficult to assess whether the Strategy as such has been an efficient instrument or guidance for operations and administrative follow-up.
- (4) The Strategy did not suggest a framework for leadership responsibility, or for how to develop concrete operational plans, time bound reviews, reporting mechanisms or financial considerations with the aim of institutionalising the Strategy's intentions.
- (5) Many of the issues mentioned above have in practice been clarified later on. In terms of institutional focal points on the bilateral side, the NORAD Technical Department is central. The UN division

of the then Multilateral Department became responsible for the overall follow-up of the implementation of the Strategy. Leadership responsibility was also clearly flagged by high-level ministerial representation in international meetings, such as the UNICEF Executive Board, and in Norway when the Ministry arranged a joint Ministry/NORAD meeting in 1994 and in a Ministry/NORAD/NGO meeting in 1996 to discuss the implications of the Strategy for operational practices at various levels. The evaluation team finds that bringing the Strategy's intention into specific discussions has been effective in terms of:

- signalling commitment and obligations for both the Ministry and NORAD,
- establishing legitimacy, internally and externally,
- encouraging new initiatives.

- (6) The Strategy document per se is an expression of intentions. It brings issues forward but does not itself indicate or prescribe concrete operational guidelines.
- (7) The suggested modalities for promoting assistance to children in bilateral cooperation were modified by the low level of ambitions of the NORAD Plan for follow-up of the Strategy and in the 1994 follow-up report. NORAD's main approach seems to be an intention to integrate the concerns for children into existing development cooperation, with particular emphasis on primary education and basic health.
- (8) One of the conclusions from Phase 1 is NORAD's ambitions in the three countries (Mozambique, Nicaragua and Sri Lanka) which were intended to be given special attention, were relatively modest. The evaluation team finds that there has been little systematic follow-up of child-related activities in the three priority countries, except for some positive experiences in Nicaragua. Children in these countries are mainly benefitting from Norwegian aid through the support to the social sector.
- (9) Conceptually the Strategy does not represent a radical break with "conventional" development assistance to children. Mother and child health, access to social services, vaccination, nutrition and similar focus areas represent a continuity of what had for a long time been considered priority areas in Norwegian development assistance. The references to areas such as child labour and children affected by the AIDS did, however, signal that Norway was interested in moving its children's agenda into more sensitive and complex issues.
- (10) Although the Strategy is placed firmly in the context of the Convention on the Rights of the Child (CRC), it does not discuss the implications of what a child-rights approach would mean in the context of Norwegian development assistance. Also, the evaluation team notes that central concepts such as "children" and "childhood" seem to be based in the western cultural traditions.
- (11) In a relative short period after the Strategy was developed, a number of

international conferences with relevance for children took place. All these Conferences put their mark on the international thinking on children's issues. Norway took, for example, a leading role in organising the follow-up conference to the 1995 Social Summit. The 20/20 compact, which implies that governments and donors alike shall allocate at least 20 per cent of their public budgets to basic social sectors, acquired a practical meaning under the Oslo conference as the international community managed to agree on a common definition of basic social sector.

- (12) The Oslo Conference on Child Labour in 1997 already seems to have had a major impact on resource allocation internally in Norway. From a relatively modest budget of NOK mill 5.7 in 1996, the budget increased to NOK mill 17.5 in 1997. Over the next three years the Government plans to allocate NOK 200 mill for such projects.
- (13) Both in bilateral and multilateral collaboration the emphasis on primary education, and in particular girls' education, has been significant during the last few years. Since 1996, the Ministry has allocated NOK 150 mill to a large UNICEF Girls' Education programme in Africa. Norway supports 19 countries in this context. The Ministry has also channelled significant resources to the World Banks' primary education programmes.
- (14) The visibility of children has increased over time in bilateral programmes. NORAD is increasingly channelling funds

to multilateral agencies, and, in the case of education, particularly to UNICEF and the World Bank. Through UNICEF NORAD is supporting girls' education programmes in Zambia, Tanzania, Madagascar and Malawi. In these programmes NORAD's influencing mechanisms are usually activated by participation in Annual Consultations, reviews and technical discussions.

- (15) During the years in which the Strategy has been operative, a tendency towards more child-explicit approaches in the Norwegian development assistance has emerged. The emphasis on child labour is one example. There are indications that child-specific programmes, and earmarking of programmes, are effective strategies. They do not only give more visibility to issues deemed important by Norway, but also more importantly, seem to generate faster and more visible results for children.
- (16) Phase 2 of the evaluation, included visits to three multilateral organisations - UNICEF, UNDP and the World Bank. In terms of selection of cases for further discussions, the evaluation places its focus on the effects of some innovative and catalytic initiatives, rather than the areas to which Norway has provided a more conventional kind of support.
- (17) Norway has played an active role for supporting children's issues in all three organisations. In terms of influencing governing bodies and policy formulations, Norway has played the most pronounced role in UNICEF. In the World Bank Norway has pursued a strategy for

earmarking funds to specific innovative areas, such as building competence at headquarter levels and generate more knowledge in areas such as child labour and early childhood development. As measured by their catalytic effects these investments have definitely started to bring about concrete results in terms of programmematic focus in the Bank. This support has been critical since children is a relatively new theme in the context of the Bank. In UNDP, on the other hand, few concrete initiatives have been taken from the Norwegian side in terms of support to children. However, earmarking of funds to basic social sectors in connection with a large Trust Fund for poverty alleviation in Africa seems to have generated increased resource allocation to social sectors.

- (18) With the assistance of NORAD, UNICEF is also in the midst of formulating a new strategy for Early Childhood Development. Norway has supported the developing of a child-rights based approach to critical water, environment and sanitation issues.
- (19) One of the implications of the introduction of a human rights-based framework to their development agenda, is the UN agencies' realisation that children's lives can only be improved through multi-dimensional and holistic approaches. Multi-dimensional and holistic approaches are also the response from the World Bank. However, while the UN agencies, and in particular UNICEF, emphasise the child's right to development and protection and the social dividend from investing in children, the

World Bank's rationale is based in economics. Investing in children is justifiable from an economic point of view as this gives high economic returns for the society at large. Not investing in children means that the society loses its future productive capacity. It may appear as something of a paradox that Norwegian support has contributed significantly to the elaboration of such child-rights based holistic approaches in other agencies, while there is seemingly little attempt to pick up the same needs in strategies for Norwegian development assistance.

RECOMMENDATIONS

- (20) There are several arguments for recommending that the present Strategy be revised. One is that it has become outdated in terms of bringing up and linking together the new ideas that have come out of all the experience gained since its was formulated in 1992. The arguments against a revision is that the existing document has not been widely used per se and that, relatively speaking, other factors such as learning from experience, participating in partnerships and international events and the outcomes of global conferences have been at least as influential for Norway's policies and strategies in practice. Such developments cannot be foreseen and therefore any new Strategy will also only be able to capture the thinking of today. To signal the Norwegian commitments, other, and equally powerful instruments could be used, such as budgets, White Papers and statistical reporting to signal.

- (21) The team does not recommend developing a new Strategy providing specific guidelines and frameworks for operations at all levels and for all channels. In the teams view there is, however, a need for Norway to work out a strategy to give *focus and direction to the use of financial and human resources, ensuring their maximum use for the best interest of children*. Commitments to international events, and particularly the 20/20 initiative, should imply a strong Norwegian emphasis on directing the increased resources to social sectors. Children's welfare will depend not only on the percentage allocated to a sector, but to the way the resources are used how they are directed to the best interest of children. A major area of concern in a Strategy aiming at promoting child survival and development should be the issue of access.
- (22) In the team's opinion, primary education, primary health and child labour are extremely critical areas which deserve their present political emphasis. But other, more subtle sides of children's suffering must not be neglected. The evaluation suggest that Norway should endeavor to make a difference through investing in early childhood development and bringing the young child into the centre of concern. At school age it will often be too late to heal damages caused in early childhood. Early childhood development and water, environment and sanitation are areas which will give high returns both for the children and for the society.
- (23) Earmarking of funds to multilateral organisations should be used very strategically and first of all as a means to develop knowledge and awareness which later can be translated into mainstream programmes. Norway should continue to influence multilateral organisations to put children's issues high on their regular agenda.
- (24) Norway definitely has a role to play with its pursuance of the UN reform at country levels. Following up children's issues in development dialogues is not only the prerogative of UNICEF, but should be a concern in all bilateral and multilateral contexts. The Convention on the Rights of the Child might be a useful entry point for Norway to continue to stimulate to the coordination between the partners at country level; in the on-going UNDAF process and in sector investment programmes (SIPs).
- (25) Governments may be reluctant to introduce what they consider sensitive political issues, such as "Child labour", into the country programmes. Combining the strengths of multilateral and bilateral channels and NGOs can be more efficient for the introduction and implementation of politically sensitive child-related issues and programmes.
- (26) There is a justified case for Norway to increase its support to early childhood development, through bilateral programmes, and NGOs as well as through multilateral organisations. One first step in this direction might be to develop a strategy focusing on a child-

rights based approach to early childhood development.

- (27) Norway should also be well positioned for following up the recommendation from the UN Report on the Impact of Armed Conflict on Children (The Machel Report) that the development of a specific plan for rehabilitation of war-affected children should be part of all peace

negotiations. Such rehabilitation plans should build and expand on programmes started during the conflict. The momentum of child development coupled with the particularly damaging effects of war-related experiences demands urgency. Children cannot wait.

Appendix I
Terms of Reference



MANDAT FOR EVALUERING AV STRATEGI FOR BISTAND TIL BARN I NORSK UTVIKLINGSHJELP (BARNESTRATEGIEN)

1. Bakgrunn

FNs konvensjon om barnets rettigheter ble vedtatt av Generalforsamlingen i 1989 og trådte i kraft 1990. I 1990 ble FN's Barnetoppmøte avholdt hvor handlingsplan for det videre internasjonale arbeidet ble vedtatt. Som norsk oppfølging av Barnekonvensjonen og den internasjonale handlingsplanen, utarbeidet departementet i 1992 "Strategi for bistand til barn i norsk utviklingshjelp". Norsk politikk overfor barn er senere også nedfelt i tilslutninger til ulike erklæringer fra internasjonale konferanser som Befolkningskonferansen 1994, Det sosiale toppmøtet og Kvinnekonferansen 1995, samt den internasjonale konferansen om seksuell utnyttelse av barn i 1996. I tillegg kommer det omfattende arbeidet som er gjort i norsk bistandssammenheng i forhold til barnearbeid de siste to årene. Nylig la også FN's generalsekretær frem en rapport for Generalforsamlingen om oppnådde resultater i oppfølgingen av Resolusjon 45/217 om Barnetoppmøtet.

2. Formål

Formålet med evalueringen er å få belyst om strategien har bidratt til det overordnede målet å styrke innsatsen for barn i norsk bistandssamarbeid. Med utgangspunkt i barnestrategien skal det foretas en helhetsvurdering av norsk bistand til barn. Hvorvidt strategien har vært hensiktsmessig som styringsredskap og i tilstrekkelig grad lagt føringer for valg av kanaler og virkemidler for å nå målene, skal vurderes.

3. Opplegg for evalueringen

3.1. Kartlegging

Det skal foretas en kartlegging av hvordan norsk bistand til barn er kanalisert. Både bilaterale og multilaterale kanaler skal inkluderes i kartleggingen, herunder frivillige organisasjoner. Oversikten skal inkludere omfanget av bistanden, samt hvilke land og sektorer som er prioritert. Det skal også identifiseres hvorvidt tiltak særskilt er rettet mot barn, eller hvorvidt hensynet til barn er integrert i tiltak.

For å vurdere hvorvidt en egen strategi for barn har bidratt til styrket innsats overfor målgruppen, vil det være nødvendig å se på perioden før og etter 1992 (1990 - 96).

3.2 Strategiens mål og relevans

Strategiens relevans og nytte som styringsredskap skal analyseres. Dette skal inkludere en vurdering av hvordan strategien er blitt anvendt i forvaltningen, herunder hvordan forvaltningen har fulgt opp rapportering og informasjon om bistand til barn. Hvorvidt strategien representerer klare prioriteringer, har lagt føringer for valg av innsatser og hvorvidt disse er relevante for strategiens mål, skal også belyses.

3.3 Strategiens delmål

Rettigheter og offentlig forvaltning, utdanning, helse/ernæring, omsorg og tidligstimulering og spesielt utsatte grupper er satt opp som prioriterte innsatsområder i strategien. Delmål innen de respektive innsatsområdene skal vurderes i forhold til om de er fulgt opp i gjennomføring og innretning samt integrert i øvrig bistandsvirksomhet.

3.4 Bilateralt samarbeid

Hvordan barn som målgruppe er tatt opp i dialogen med mottakerlandene og hvordan norsk bistand til barn er innrettet nå, sammenliknet med tidligere år, skal belyses. I analysen skal inngå en vurdering av hvorvidt hensiktsmessige virkemidler og kanaler er anvendt og identifisere hvilke forhold som kan ha fremmet eller hemmet norsk engasjement overfor barn gjennom bilateral bistand.

Mosambik, Nicaragua og Sri Lanka ble utpekt for særskilt oppfølging av strategien. Hvordan denne prioriteringen er blitt realisert skal identifiseres og særlig om det kan dokumenteres et sterkere engasjement overfor barn i disse landene sammenliknet med andre land som inngår i det norske bistandssamarbeidet.

3.5 Multilateralt samarbeid

Hvordan norsk politikk er fremmet gjennom det multilaterale systemet skal analyseres. Hvordan barn er synliggjort fra norsk side som målgruppe i de organisasjonene som har barn som særrområde, dvs. UNICEF, WHO og UNESCO, samt UNDP, ILO og Verdensbanken skal belyses. I analysen skal inngå en vurdering av hvorvidt hensiktsmessige virkemidler og kanaler er anvendt. Hvilke forhold som kan ha fremmet eller hemmet norsk engasjement overfor barn i det multilaterale systemet skal identifiseres.

3.6 Anbefalinger for videre arbeid rettet mot barn

Rapporten skal komme med anbefalinger med hensyn til videre norsk støtte til barn både når det gjelder kanaler, innretting og virkemidler, samt integrasjon i annen bistandsvirksomhet. Disse anbefalingene skal legge til grunn Konvensjonen om barnets rettigheter, Handlingsplanen for barn, norske prioriteringer overfor barn i oppfølgingen av de internasjonale FN-konferansene nevnt innledningsvis, samt norsk politikk om barnearbeid i bistandssamarbeidet.

4. Metode

Evalueringen skal begrenses til en deskstudie. Relevant dokumentasjon i UD og NORADs arkiver, inklusive statistikkmateriale, landprogramme, dokumenter fra sentrale FN-møter i regi av de nevnte FN-organisasjoner og Verdensbanken skal gjennomgås. Basert på kartleggingen av norsk bistand til barn, skal det foretas representative utvalg av land og sektorer for å få problemstillingene analysert.

For å få belyst hvordan strategien er kjent og brukt i bistandsforvaltningen vil det i tillegg være nødvendig med intervju av et utvalg ansatte i UD og NORAD.

Rapporten skal skrives på engelsk.

5. Kvalifikasjoner

Konsulentene må ha god kjennskap til norsk bistand og bistandspolitikk, det internasjonale arbeidet for barn og barns rettigheter samt ha kompetanse innen det barnefaglige feltet.

6. Tidsramme og budsjett

Evalueringen skal utføres innen en ramme på seks månedsverk og avsluttes innen våren 1997.

Den øvre budsjettamme settes til 600.000 kroner.

Oppdraget sendes ut på anbud til relevante norske fagmiljøer. Se vedlagte liste.

Oppdraget sendes ut på anbud til følgende institusjoner

Agenda Utvikling og Utredning AS, Sandvika
Asiakompetanse, Oslo
Bislet Høgskolesenter, Oslo
Chr. Michelsens Institutt, Bergen
Nordic Consulting Group, Oslo
Diakonhjemmets internasjonale senter, Oslo
FAFO, Oslo
Institutt for medisinsk antropologi, Universitetet i Oslo
Norsk Senter for Barneforskning, Trondheim
Scanteam AS, Oslo
Ungforsk/NOVA, Oslo

Appendix II

The Strategy for Assistance to Children in Norwegian Development Cooperation



STRATEGY FOR ASSISTANCE TO CHILDREN IN NORWEGIAN DEVELOPMENT COOPERATION

MAKING CHILDREN A PRIORITY IN DEVELOPMENT COOPERATION

1. According to Proposition No. 1 (1991-92) to the Storting (Norwegian national assembly), priority shall be given to children in Norwegian development cooperation. The document states that certain aspects of Norwegian development cooperation are particularly designed to improve the lives and development of children through support for measures targeted directly at children. The long-term objectives of these efforts are set out in international decisions endorsed by Norway, such as the 1977 Alma Ata Declaration on Health for All, the UN Convention on the Rights of the Child, the Declaration from the 1990 World Conference on Education for All in Thailand, and the 1990 Plan of Action from the World Summit for Children in New York.

2. The Plan of Action adopted at the World Summit for Children specifies goals to be achieved by the year 2000. The overall goals are:

- a one-third reduction in child mortality rates,
- reduction of maternal mortality rates by one half,
- reduction of malnutrition among children by one half,
- universal access to safe drinking water and sanitation,
- basic education for all children,
- reduction of adult illiteracy rates, with emphasis on female literacy,
- protection for children in especially difficult circumstances.

As regards education, the Plan of Action is based on the declaration concerning basic education and literacy from the World Conference on Education for All. According to the declaration, efforts to achieve these goals should particularly emphasize schooling for girls and the opportunity for more women to learn to read and write.

The UN Convention on the Rights of the Child, which entered into force in 1990, lays down that children have the right to survival, protection, care, development and participation. Children who are particularly vulnerable should be shown special consideration. The Convention prohibits child labour and child prostitution, protects refugee children and gives street children the right to care. It accords all children the right to health care and basic education.

3. The Norwegian Ministry of Foreign Affairs intends to intensify efforts to reach children through Norwegian development cooperation, and steps will be taken to enhance the insight into and knowledge of children and their situation of those working with Norwegian development cooperation. Norway will support efforts to follow up the Convention on the Rights of the Child and will help to implement the Plan of Action from the World Summit for Children.

WHAT IS CHILD-TARGETED AID?

4. It is difficult to give a precise definition of child-targeted development aid. In general, it may be understood as measures designed to improve the lives and development of children. These measures must be aimed at children and at meeting their most important needs.

Assistance to children may be divided into two main categories. Firstly, there are measures which are directly and explicitly designed to help children. This means that children are the central target group. The second category includes measures in areas and sectors which are of particular importance to child development. Children are often one of several target groups in this category of assistance.

Examples of the first category are projects for children in difficult circumstances, kindergarten and primary school projects, child vaccination programmes and health care for mothers and children. The second category includes general health programmes, nutrition and water projects, family planning, and rural development projects which includes components related to health, water, education and social work.

In any discussion of child-targeted development aid, it is important to consider both categories, although such definitions may not provide an adequate basis for statistical classification.

STRATEGIES, CHANNELS AND METHODS

Strategies for assistance to children

5. There has been a long-standing debate within organizations involved in development aid to children as to what is the best strategy for reaching children. Children's living conditions are acknowledged to be contingent on the situation of the family as a whole and conditions in the local community. Importance is therefore attached to improving the home environment and conditions in the family and the local community. Thus, integrated development programmes which emphasize health, education, water supplies and measures to generate income, and programmes within each of these areas, should be supported. Improving the situation of women, as mothers and often also as the main breadwinners, is particularly important.

In order to improve children's living conditions, it is essential to improve their surroundings. However, it is easy to lose sight of the children once the local community becomes the main target group. Experience has shown, for higher family income and improved conditions for children. Such improvement will depend on the extent to which children are taken into account during the accelerating process of social change, and on the family's opportunities and priorities. Child neglect and malnutrition are, for instance, not uncommon in middle-income families where the parents are under financial pressure. Girls often receive less than their fair share even if the family's income is reasonably high.

In order to ensure that children are reached, it is therefore essential that children's particular needs are considered when planning integrated programmes. If the intention is to reach all children, it will often be necessary to focus especially on girls.

There is growing recognition that the best investment is to concentrate on the youngest children and their families, especially their mothers. Measures designed to reach children below school age have yielded particularly good long-term results.

Children who have no family or local community to rely on, and those who are neglected for other reasons, may be particularly difficult to reach. If we are to help such children, measures and programmes designed expressly for these groups of children are essential. Such projects often require considerable resources. In the long term, the only way to alleviate the problems associated with particularly vulnerable groups of children will be to eliminate the underlying poverty and underdevelopment.

6. Thus, various strategies may be employed to increase assistance to children within Norwegian development cooperation. The proportion of assistance which is directly targeted towards children could be increased. Assistance to sectors of particular significance to children could be stepped up. Another possibility would be to make projects and measures within these sectors more child-oriented. Finally, a strategy could be to focus on integrating the interests of children into development cooperation on a broad basis, which is the aim as regards women and environmental aspects.

The choice of strategy is partly contingent on an assessment of how intensified efforts can be most effectively put to use. A broad-based approach and attempts to integrate the interests of children into all types of assistance are liable to be time-consuming and the results are debatable. In this document, Norway's main strategy will be to place greater emphasis on child-targeted efforts in sectors which are particularly important to children.

Channels for assistance to children

7. Various channels and forms of funding can and are being used: multilateral organizations, country programmes, regional allocations, special allocations, the NVS (Norwegian Volunteer Service) and support for NGOs. We should try to channel assistance to children in such a way that we make use of the special advantages of the various organs and the expertise they command. Redd Barna (Norwegian Save the Children) and UNICEF are the best channels for measures specifically designed to help children in difficult circumstances. In many of Norway's partner countries, efforts can be focused on the sectors where NORAD currently has programmes. The specialized agencies of the UN have particular qualifications for work within their fields of competence.

8. In Norwegian bilateral assistance programmes, it will be appropriate to focus more closely on children in relevant sectors such as health and education if these are already given priority in the country programme. It is also possible to raise the level of ambition and give higher priority to sectors which directly affect children. The structure and priority of country programmes can only be changed in this way if this is in

accordance with the wishes of the recipient countries. In this context, it will be important for Norway to ensure that measures to follow up the Plan of Action from the World Summit for Children are on the agenda during the country programme negotiations.

9. The efforts of voluntary organizations have always been important for children. Priorities for the use of development assistance funds granted to Norwegian NGOs can only be altered if the organizations themselves endorse such changes. This will probably require active efforts on the part of NORAD to stimulate change. NORAD plays an active role in the placement of Norwegian volunteers and will probably be able to increase the number of positions which are of direct relevance for children if this is desirable.

10. There are certain areas where the Norwegian authorities have greater leeway to set priorities in accordance with a specific Norwegian goal of making assistance more child-oriented. This applies to the use of special allocations for the environment, women, efforts to combat AIDS, support for NGOs, and funds for training. All these allocations can be used more actively to help children. However, it is also important to bear in mind that the funds available under these allocations are fairly limited.

STRATEGIES AND GENERAL MEASURES

11. In order to intensify the assistance to children through bilateral assistance, efforts will be made to:
- discuss proposals to provide for children's needs and rights with some of Norway's partner countries where the recipient country wishes to give them priority. This should include the follow-up to the Plan of Action from the World Summit for Children.
 - allocate a larger proportion of the assistance which is already being given to the health and education sectors within the country programmes directly to children, provided that this is in accordance with the wishes of the recipient country.
 - discuss with Norwegian NGOs opportunities and prerequisites for making assistance more child-oriented with a view to encouraging them to increase this form of assistance.
 - use some of the funds administered by NORAD outside the country programme to develop more child-oriented assistance (e.g. funds for women, funds to combat AIDS, funds for training etc.)
12. In the field of multilateral development cooperation, efforts to help children will be intensified using the available means:
- by giving priority to assistance to organizations and programmes of particular significance for children, such as UNICEF and child-targeted measures within the WHO and UNESCO,
 - by advocating more strongly in governing bodies that aid organizations should give priority to children,
 - by considering whether proposed activities will help to achieve the objectives set out in the Plan of Action from the World Summit for Children when selecting funds-in-trust projects.

Use of Norwegian expertise

13. The political priority given to children in Norway, and the structures developed in this country in recent years to safeguard children's interests, needs and rights can be used as a starting point for development assistance to children. However, we must also be aware that in many developing countries, children are considered at least as important as they are in Norway, and that efforts to help children should be based on experience and insight gained both from our own country and from recipient countries.

Norway possesses considerable expertise and experience from work in these fields. The establishment of the position of Ombudsman for Children to monitor children's rights has aroused international interest, and experience from this institution is disseminated through cooperation with UNICEF.

In Norway, efforts have been made to clarify the responsibilities and roles of different parts of the administration as regards children. Experience gained here may be of interest to some of the partner countries.

The child welfare system in Norway is currently being developed and revised. A new Child Welfare Act, a national development programme and the reorganization of child welfare services will provide a basis for Norwegian child welfare efforts towards the year 2000. It should be possible to use the insight and experience gained from this process in developing countries and to share it with international organizations.

Redd Barna works particularly with children who are victims of war and unrest, for example in Mozambique and Sri Lanka, and is also involved in efforts to help children in areas seriously affected by AIDS. Norwegian expertise in psychology and sociology is already being used by international organizations. However, it can be used more extensively in both bilateral and multilateral development assistance.

The development assistance authorities will examine and evaluate Norwegian expertise with a view to making greater use of such expertise in Norwegian bilateral assistance and to promoting its use in international organizations.

Training of Norwegian development assistance personnel

14. Norwegian development assistance personnel need information and training to enhance their insight into the conditions under which children live. This can be done in various ways.

The topic of child-oriented assistance should be included in general training programmes for personnel involved in administering development assistance. The possibility of including it in the curriculum of NORAD's Training Centre for Development Cooperation should also be considered. In addition, it will be necessary to provide information and discuss the topic in those parts of the administration where efforts will be intensified. It should be possible to involve both Redd Barna and UNICEF in this context. Special meetings and seminars might be arranged for officers who will be involved specifically in assistance to children.

The development assistance authorities will attempt to integrate assistance to children into general training for development assistance personnel.

AREAS OF PRIORITY

15. The main areas of priority for Norwegian development assistance to children, and appropriate measures and channels, will be outlined below. The expertise available in Norway will be taken into consideration.

Children's rights and public administration

16. Although UNICEF has the primary responsibility for following up the Convention on the Rights of the Child in developing countries, other multilateral organizations can also contribute to enhancing the rights of children. The ILO has a part to play as regards child labour, and organizations such as the UNDP, UNESCO and the ILO can provide support for developing appropriate legislation and legal expertise.

In Norway the position of ombudsman for Children has been used to monitor children's rights within the country. We should help to disseminate information on this scheme and consider supporting the establishment of similar functions in some developing countries.

NORAD has also helped to develop a training programme in women's law for lawyers from some African countries. The experience from this programme should be reviewed with a view to assessing the possibility of initiating similar programmes in the field of children's law.

Norway has recently made efforts to clarify the responsibilities and roles of various sectors of the public administration as regards children. The experience gained through these efforts may be of interest to some of our partner countries.

17. In order to support efforts to enhance the rights of children, Norway will:

- consider whether Norwegian experience as regards child labour and children's law may be of use to Norwegian partner countries,
- consider bilateral cooperation measures in connection with the public administration's responsibility for children,
- actively support the efforts of UNICEF and other organizations to promote awareness of children's rights in developing countries and to improve legislation and respect for children's rights,
- consider whether there is Norwegian expertise in these fields that can be used in developing countries and by multilateral development aid organizations.

Health and nutrition

18. Multilateral development assistance to improve child and maternal health can primarily be provided through UNICEF, the WHO, the UNFPA and the development banks. In addition, the FAO and the WFP have an important role to play in improving children's nutrition.

In bilateral development assistance, women and children will primarily benefit from assistance to the primary health system, including family planning. More selective efforts aimed exclusively at children, e.g. vaccination programmes and prevention and treatment of acute respiratory infections are so dominant in the work of UNICEF and the WHO that they are less likely to be given priority in our bilateral assistance.

There is no other area in which aid can be so easily justified for medical reasons as breast-feeding. Norway has become internationally known and respected for its support for breast-feeding, in relation to both children's and women's rights, and for strict control of powdered milk for children.

19. In order to promote child and maternal health and improve nutrition, Norway will:

- continue to give priority to primary health services and family planning within bilateral assistance,
- promote breast-feeding through bilateral development cooperation in the health sector, support the efforts of UNICEF and work to intensify the WHO's efforts in this field,
- work to ensure that the 1992 Conference on Nutrition emphasizes children's nutrition,
- continue its efforts to strengthen cooperation between international organizations in the health sector and to develop a clearer division of labour between them,
- channel more of the Norwegian support through the WHO into child-oriented programmes and projects,
- work to ensure that the development banks to a greater extent base their health programmes in the 1990s on the Summit Plan of Action for children.

Education

20. These efforts will be based on the Plan of Action adopted at the 1990 World Conference on Education for All. UNESCO has a special responsibility for coordinating follow-up efforts in cooperation with the other organizations which participated, i.e. the UNDP, the World Bank and UNICEF.

Within NORAD's educational programme, it is support for basic education which will benefit children the most. NORAD is planning to increase its assistance in this area. In the light of the sharp decline in quality in primary education in many developing countries, particular importance will be attached to the quality of teaching. Priority will be given to teacher training and the production and development of teaching materials. Since the proportion of girls receiving basic education is lower than the proportion of boys, measures designed to achieve a better balance will be given priority.

21. In order to increase Norwegian support for basic education, we shall:

- consider an increase in Norwegian bilateral development assistance to formal and informal basic education, especially for girls. Particular emphasis will be placed on measures to improve the quality of the teaching, e.g. teacher training and the development and production of teaching materials;
- work actively to ensure that Norwegian and local NGOs implement measures to improve existing primary education. This will be of particular interest in partner countries where education is a priority sector in the country programmes;
- make efforts to ensure that the four organizations behind the World Conference on Education for All, i.e. UNESCO, the World Bank, the UNDP and UNICEF, actively follow up the Plan of Action adopted by the conference. This applies particularly to education for girls and women;
- work to strengthen UNESCO's central role and technical competence in this field;
- work to ensure that UNICEF follows up its plans to give basic education higher priority in its country programmes than is the case today;
- give basic education, particularly education for girls and women, priority in reviewing co-financing schemes and funds-in-trust assistance channelled through multilateral agencies.

Care and early stimulation of children

22. Traditional patterns of care are disrupted in many developing countries as a result of economic change, urbanization and other development trends. This has resulted in great changes in the lives of children. In many places, there is therefore a need to consider new solutions as regards the organization of care of the youngest children.

Methods for the psycho-social stimulation of small children, for instance via contact between the public health service and child welfare organizations and parents have been tested in different types of societies, and have proved to have positive effects on children later in life, particularly in relation to schooling. Such methods should be further developed, tested and evaluated.

As women generally have the primary responsibility for child care in developing countries, measures to improve women's conditions can be justified as a means of improving the situation of children. Better health, fewer births and more education will make it easier for mothers to give their children a good start in life.

23. In order to promote Norwegian development assistance to the care and early stimulation of children, Norway will:

- consider how Norwegian expertise as regards the psycho-social stimulation and care of small children can be used in our partner countries and by international organizations,
- work to ensure that UNICEF assigns greater priority to the overall care of small children, early stimulation and pre-school development.

Children in difficult circumstances

24. Efforts to reach the quantitative goals of the Plan of Action for children in the 1990s must not result in less priority being given to efforts to help children in especially difficult circumstances.

Children affected by war, street children and other children who live under extreme conditions have special needs. Norway has some expertise in working with children affected by crises, which should be fully utilized.

There are already many children who receive inadequate care or none at all because their parents are ill or have died of AIDS. In Uganda in particular, an attempt has been made to devise strategies for communities where many of the adults are dying of AIDS. This experience can be used by various organizations and development assistance agencies.

25. In order to intensify efforts to help particularly vulnerable groups of children, Norway will:

- continue to use Norwegian expertise in the field, and help to give NGOs and multilateral organizations better access to Norwegian experience.
- support the efforts of UNICEF, the WFP and other UN organizations to provide effective assistance to child refugees and children affected by war, and to promote their health and education.
- support measures to help other particularly vulnerable groups of children, such as street children, children affected by AIDS, disabled children, etc. UNICEF and Norwegian NGOs are the most natural channels for such support.
- support the new efforts of the ILO to prevent child labour, and consider giving funds-in-trust assistance to projects in this field.

Appendix III
Review of Tanzania and Bangladesh (Phase 1)

Tanzania

A few facts on children in Tanzania

Since the eighties, the public sector has suffered a severe cut-back due to decreasing financial allocations from central to local level. Schools became derelict and illiteracy increased. To compensate, local governments introduced school fees. There has been an extensive privatization of public services. Private organizations have in recent years largely taken over secondary schools and health clinics.

The CRC was ratified in 1991.

Pre-SAC country programme negotiations

In 1990, the Norwegian authorities made a decision to increase the allocation to health and education. It was also decided to proceed with the economic rehabilitation programme (ERP). The new programme "Economic and Social Action Programme" (ESAP) put more emphasis on integrating the social dimension. ESAP continued to give priority to production and export, although with an increased emphasis on education and health.

In 1991 Norway declared a willingness to consider support for primary health care - maternal and child health care ¹⁰. Norway initiated its support to the newly established Ministry for Community Development, Women's Affairs and Children in 1992.

Post-SAC country programme negotiations

Norway expressed concern about the critical situation in the educational sector in 1995. The primary school enrollment rates were declining, and the quality of the education services was described as deteriorating. Norway tried to persuade Tanzania to invest in the educational sector, and to increase efforts to reduce the educational disadvantage for girls. An agreement with UNICEF with this purpose was signed in 1996.

The Norwegian support to the Ministry for Community Development, Women's Affairs and Children was phased out in 1995.

The Norwegian Country Strategy

According to the "Goals and strategy for future cooperation with Tanzania" adopted in 1994, children's issues should be one of seven major areas of concentrated effort for the period 1994-97. In the "Memorandum of understanding" (MoU) from the same year, however, children are not mentioned. According to the Country Strategy, education and research were to be strengthened. Projects concentrated on higher education.

¹⁰ Instructions for the Country negotiations, 1991.

Support to efforts within the SAC's priority-areas

The changing profile of the Norwegian development cooperation with Tanzania during the years 1990-96 is illustrated in *Table II.1*. The table shows that in spite of Norwegian initiatives, there is a decrease in the relative contributions to health and educational sectors. Because the total bilateral assistance to Tanzania has decreased substantially from 1990 to 1996, the actual support to health and education is far less than in 1990 and 1993.

Table II.1 Tanzania: Allocations to sectors 1990, 1993 and 1996. Percentage of total bilateral assistance.

| Sector | 1990 | 1993 | 1996 |
|--|--------------|--------------|--------------|
| General support to ESAP (Import support) | 50.1 % | 22.4 % | 12.4 % |
| Transport/infrastructure | 17.7 % | 51.3 % | 29.1 % |
| Education and research | 6.1 % | 8.1 % | 6.9 % |
| District development | 4.8 % | 7.3 % | 36.8 % |
| Energy | 5.3 % | - | - |
| Health and social sector | 3.8 % | 6.1 % | 2.4 % |
| Institutional/democratic development | - | - | - |
| Industry, other | 12.2 % | 4.8 % | 12.4 % |
| Total per cent | 100 % | 100 % | 100 % |
| <i>Total in mill NOK</i> | <i>644.9</i> | <i>486.7</i> | <i>351.1</i> |

Children's Rights and public administration

Norway has supported the political reform programme in Tanzania, which emphasizes democracy and promotion of human rights. As a means to support these areas, the embassy changed the guidelines for support to NGOs. From 1995 support was restricted to NGOs aiming at strengthening human rights in Tanzania.¹¹

Educational sector

The allocations to the educational sector in 1990 were mainly for secondary education, higher education and research. There was no Norwegian support for primary education programmes.

In 1992 the Country Programme 1993-96 gave priority to upgrading primary and secondary schools. An explicit goal was to increase the number of children who advance from primary to secondary school from 5 to 15 per cent.

¹¹ Internal note dated 5.10.65

From 1995 onwards, there is little evidence of emphasis on SAC priority areas on the part of Tanzanian authorities.

Health sector

The Country Strategy defines three areas for assistance within the health sector:

- Competence and capacity building
- Support for the national AIDS-programme
- Support to local NGOs for the mobilization of local resources within the health sector.

In 1990 the health sector assistance, with a total allocation of NOK 14.0 million, was dominated by the AIDS Control Programme (NOK 13.0 mill). The AIDS Control Programme lasted five years with a total cost of NOK 50 million. The remaining NOK 1.0 million was allocated to unspecified health and population activities.

The health sector has been given increased priority by the Tanzanian government. In 1993 Norway supported:

- A research and intervention programme against AIDS
- A family planning centre in Dar es Salaam
- A primary health care centre in Rukwa in 1993.

Norway additionally supported MUTAN, an AIDS project in cooperation with the University of Bergen, which ended in 1995.

In 1996 Norway and Tanzania signed an agreement for Norwegian support to the National Aids Programme. In 1997 Norway stated its willingness to support additional national health programmes¹².

Tanzania: Conclusions

The stated objectives for Norwegian development cooperation with Tanzania have remained stable in the period 1990-97, emphasizing support to economic rehabilitation, basic social services, and environmental and resource management.

The Norwegian declaration of willingness to support primary health was given prior to the adoption of the SAC. There are, however, programmes relevant for children supported by Norway, such as the AIDS-programme and the Centre for Family Planning at the Muhimbili Hospital.

The 1995 agreement with UNICEF to reduce the educational disadvantage for girls came into force following Norwegian persuasion towards increased investments in education.

The social sector has not been given priority by Tanzania as an area of development cooperation with Norway. Children were placed on the agenda by the Norwegian decision in 1990 to increase

¹² Instructions to the Country Negotiations with Tanzania, 1997.

allocations to health and education, and the initiative in 1991 encouraging Tanzanian proposals for projects within primary health care.

The fact that the educational sector is managed by eight different ministries, depending on type of educational institution, has made it difficult to work out a uniform strategy for the sector.

Bangladesh

A few facts on children in Bangladesh

Bangladesh is among the poorest countries in the world. 82 per cent of the country's 6.1 million economically active children work in agriculture, according to a 1989 survey.¹³

The CRC was ratified in 1990.

Pre-SAC country programme negotiations

The overall goals for Norwegian cooperation with Bangladesh in 1991 were described as:

- Sustainable economic development
- Increased employment,
- Support for basic needs
- Social development.¹⁴

The goals have remained relatively stable, and are referred to in several documents – as the annual Parliamentary Bills.

The main areas for bilateral cooperation have been:

- Health and family planning
- Education
- Rural development
- Import support.

As early as in 1989 Norway asked for proposals from the Government of Bangladesh for educational programmes aimed at girls in primary and secondary schools within the rural development programmes.

The situation in the social sector in Bangladesh was described in an internal memorandum from 1991¹⁵ that included a description of the difficult health situation for children and the high illiteracy

¹³ The State of the World's Children 1997.

¹⁴ Note of principles, 1991.

¹⁵ *ibid.*

rate. No explicit suggestions for priority on children resulted, but support for the social sector was to continue.

Post-SAC country programme negotiations

The programme negotiations in 1995 led to a Memorandum of Understanding (MoU) defining poverty alleviation as the overall goal for the cooperation with Bangladesh. The MoU refers to the problems concerning child labour in Bangladesh, raising the question of how Norway may contribute to improve the general human rights situation.

The development of a sound educational system, with special emphasis on primary education for girls, was one of the three main objectives.¹⁶ In the instructions to the country programme negotiations in 1995, priority was given to the rural poor, particularly to women.

Support to efforts within the SAC's priority-areas

The Norwegian support to Bangladesh has gradually decreased, from NOK 215 million in 1990 to NOK 163.5 million in 1996. In 1990 the main areas for development cooperation were health and family planning, credit for craft production, industrial development and import support.

Assistance to the educational sector was included from 1990 onwards. Until then, this sector had not been given priority, except for delivery of paper for printing of textbooks for primary schools. In 1992 health and population issues were also emphasized by Norway.

Table II.2 illustrates the increase in the allocations to sectors defined as particularly relevant for children's development. Allocations to "Health and social sector" have increased from 11.7 per cent in 1990 to 19.9 per cent in 1996. Considering the relatively stable level of overall bilateral contributions between 1990 and 1996, this represent an increase in terms of actual allocations. The Norwegian support to education has increased substantially, both as percentage of total contributions and in terms of actual support. There has also been an increase in the support to institution and capacity building – central elements in both health and family planning programmes, and in programmes within the educational sector.

¹⁶ MoU Bangladesh, 1995

Table II.2 Bangladesh: Allocations to sectors 1990, 1993 and 1996. Percentage of total bilateral assistance.

| | 1990 | 1993 | 1996 |
|--------------------------------------|--------------|--------------|--------------|
| Import support/income generation | 36.8 % | 17.5 % | 7.8 % |
| Infrastructure | 5.6 % | 15.1 % | 10.9 % |
| Economic/district Development | 10.5 % | 13.8 % | 25.9 % |
| Education | 8.0 % | 18.0 % | 21.4 % |
| Health and social sector | 11.7 % | 19.8 % | 19.9 % |
| Institutional/democratic development | 0.0 % | 1.8 % | 7.9 % |
| Environment, women | 1.3 % | - | - |
| Humanitarian assistance | 8.3 % | 1.1 % | 2.5 % |
| Other | 17.8 % | 12.9 % | 37 % |
| Total per cent | 100 % | 100 % | 100 % |
| <i>Total in million NOK</i> | <i>274.9</i> | <i>236.3</i> | <i>255.9</i> |

Education

Norwegian support to the educational sector is primarily aimed at institutional development and capacity building. More specific objectives are to:

- Increase the number of girls in secondary schools
- Reduce the number of school drop-outs by making non-formal education more available
- Support the purchase of textbook paper for primary schools.

During the Country Negotiations in 1988, there was an agreement to expand Norwegian support for the educational sector. The planning process lasted for a long time, and the first agreement to support scholarships for girls in secondary schools (FESP) was not signed until 1993. The programme received NOK 39.5 million from 1992 to 1995, and a total of 27,000 girls have received scholarships in secondary schools.

The textbook project was oriented towards primary education. Norway allocated NOK 72 million in 1993-95 and supported a programme for capacity building through training of personnel on the National Curriculum and Text Book Board.

According to a note about the experience of development cooperation, the Norwegian Embassy in Dhaka considers both FESP and the textbook projects to be clearly oriented towards women and children ¹⁷.

¹⁷ Note from NORAD: "Country Strategy Bangladesh - Note on Experience, July 1994"

In its five-year plan the Government of Bangladesh has given primary schools high priority under the slogan "Education for all within year 2000". As a means to achieve this, the government in 1995-96 started the General Education Project II, financed by external donors and coordinated by the World Bank. Norway has had a particularly active role in the planning process in cooperation with the World Bank.

Health sector

The Population and Health Programme coordinated by the World Bank has been supported by Norway since 1975, in cooperation with 12 other donors.

Bangladesh: Conclusions

According to the Norwegian Embassy in Bangladesh, the government's responsibility for planning and managing development programmes is well established in some sectors. The Ministry of Health's strong commitment to health and family planning is referred to as an example.

The Norwegian contributions to child-relevant sectors have increased substantially during the period reviewed. Health, family planning and education have been given high priority.

The Norwegian focus within the area of education has been to increase the number of girls attending school, and to reduce the number of school drop-outs.



Appendix IV
NGOs (Phase 1)



Assistance to children through Norwegian NGOs

An effort has been made by NORAD to gather information on the child-orientation of the assistance through Norwegian NGOs. The result of this work is not yet available. NGOs inform that emphasis on human resource development is advocated by NORAD in common fora, as well as are other Norwegian main policy objectives.

The SAC states that the efforts of NGOs have always have been vital for children, but that a further increase in NGO assistance to children probably will require active efforts on the part of Norway to stimulate change.

NORAD Guidelines for support to NGOs

The NORAD "Guidelines for support to NGO's activities in developing countries" (June 1994) state general objectives for public funding of development cooperation through NGOs. The main objectives are:

- To strengthen civil society, democratization and respect for human rights
- To contribute to provide the basic social and economic services necessary for the development of human resources, to poor and vulnerable target groups.

The Guidelines further list the principles for the NORAD cooperation with NGOs as:

- NGO independency
- Nondiscrimination in the distribution of assistance
- Recipient responsibility
- Promotion of sustainable modes of operation.

It is stated that the efforts should strengthen women's possibilities to improve their own situation. Children's issues are not explicitly mentioned in the Guidelines.

According to NORAD statistics, the Norwegian NGOs received NOK 640.0 million in public grants from NORAD in 1996.

Redd Barna in the SAC priority countries

Redd Barna has supported work in Nicaragua, Mozambique and Sri Lanka for several years. The child-orientation of this organization has remained fairly stable during the period 1990-96 as illustrated in *Table V.1*.

Table V.1 The child orientation 1990,1993 and 1996, Redd Barna. Percentage of total activities.

| | 1990 | | | 1993 | | | 1996 | | |
|------------|------|-----|-----|------|----|----|------|----|----|
| | 1 | 2 | 3 | 1 | 2 | 3 | 1 | 2 | 3 |
| Nicaragua | 0 | 0 | 100 | 24 | 10 | 66 | 6 | 10 | 84 |
| Mozambique | 0 | 100 | 0 | 6 | 54 | 40 | 2 | 16 | 82 |
| Sri Lanka | 0 | 100 | 0 | 14 | 85 | 1 | 39 | 0 | 61 |

Code 1 Assistance not defined in the SAC as affecting children

Code 2 Child relevant assistance, children are one of several target groups

Code 3 Child targeted assistance, children are the main target group¹⁸

Table V.1 illustrates, not surprisingly, that the main emphasis in Redd Barna's activities has been child-targeted or child-relevant.

Nicaragua

Redd Barna has been engaged in Nicaragua since 1987, starting its cooperation with the Nicaraguan authorities and one local NGO. In 1996 Redd Barna had established cooperation with 17 partners. Redd Barna has provided both financial support and expertise.

The main emphasis of the work of Redd Barna in Nicaragua has been work with children in poor areas and children in especially difficult circumstances. Approximately 50,000 children are judged by Redd Barna to be affected by their activities in the country.

Redd Barna has additionally considered advocacy as a strategic activity in Nicaragua. Redd Barna has advocated the defence of the Rights of the Child. The advocacy work has to a significant extent been promoted through and by local organizations working with children, and through improved coordination between private and public organizations and institutions. Redd Barna supports specific activities implemented by the National Commission on the Rights of the Child, while considering the Commission as an important object of their advocacy work.

Redd Barna, knowing that Nicaragua is a priority country for implementation of the SAC, advocated NORAD follow-up of the SAC in fora of cooperation between NGOs and NORAD in Nicaragua.

An aim of Redd Barna's work in Nicaragua is to increase the direct participation of children and their ability to advocate their own interests. This is assumed to increase their self-confidence and

¹⁸ The codes classify project inputs, not actual impact of projects.
Code 3 is a categorization of projects directly targeting children and social projects with children as main target group
Code 2 is a categorization of broad social sector projects
Code 1 is a categorization of projects within the areas of capacity building, income generation, environment and democratization.

ability to relate to society in a positive manner. A significant rate of organization of child workers has been achieved in Nicaragua.

Child labour is seen as a considerable problem affecting an increasing number of Nicaraguan children. Redd Barna observes positive results where child workers are included in projects giving access to education.

Redd Barna's cooperation with the Nicaraguan authorities is considered positive, in terms of a continuation of priorities and programmes in spite of changing governments and staff.

Mozambique

Redd Barna initiated its work in Mozambique with humanitarian assistance in 1986-87, cooperating with the Social Welfare authorities in the area of family reunification.

The previous focus on humanitarian assistance and rehabilitation has now changed towards rehabilitation and the present emphasis is on longer term development cooperation. The programme includes a broad spectre of activities within the areas of education, health, agriculture and children in especially difficult circumstances.

Redd Barna has supported a study on children's rights in Mozambique. Redd Barna organized a campaign to combat the sexual exploitation of young girls by the military contingents of the UN Operation for Mozambique "UNOMOZ".

Sri Lanka

The main focus of Redd Barna - Sri Lanka's (RB-SL) strategy during the years 1990-1997 - has been child-oriented community development in the central and southern parts of the country. The strategy has been implemented through work in the following areas:

- The credit programme SAVECRED (phased out in 1996)
- Community-based clubs for children and youth
- Pre-schools as a base for early childhood care and development programme
- Health and nutrition (mainly attached to the above).

In Colombo, a programme for street children operated throughout the period.

In the areas affected by armed conflict in the north and east of Sri Lanka, a programme of psychosocial rehabilitation for war-widows and their children has been ongoing since 1989, but recently localised. In addition, there have been programmes for children who have been orphaned by war to assist their care in the extended family, as well as an extensive network of pre-schools incorporating nutrition and health inputs. Children and youth clubs have been components of these programmes. Finally there has been an ongoing effort to meet the needs of internally displaced children.

Norwegian Peoples' Aid

The SAC was not widely known in the Norwegian Peoples' Aid (NPA). NPA is currently upgrading their work for children, by appointing an adviser for children and youth. NPA intends to develop a strategy for children in 1997. The strategy will focus the thematic areas of democratic development and participation.

Table V.2 illustrates the child orientation in the activities of NPA in the SAC priority countries.

Table V.2 Child orientation in Norwegian Peoples' Aid. Percentage of total activities 1990, 1993 and 1996.

| | 1990 | | | 1993 | | | 1996 | | |
|------------|------|-----|---|------|----|---|------|-----|----|
| | 1 | 2 | 3 | 1 | 2 | 3 | 1 | 2 | 3 |
| Nicaragua | 100 | 0 | 0 | 13 | 82 | 5 | 67 | 33 | 0 |
| Mozambique | 100 | 0 | 0 | 4 | 91 | 5 | 5 | 81 | 14 |
| Tanzania | 0 | 100 | 0 | 0 | 0 | 0 | 0 | 100 | 0 |

- Code 1 Activities not intended to affect children.
 Code 2 Child relevant activities in which children are one of several target groups or children will be clearly affected
 Code 3 Child targeted activities in which children are the main target group

In Nicaragua and Mozambique there are trends towards a greater emphasis on child-related activities and less on activities not intended to affect children.

During the last two years cooperation has started between Norwegian Peoples' Aid and Voice of the Children (Young Voices) in Mozambique.

NGOs: Conclusions

No specific NORAD incentives or systematic efforts towards an increased NGO concern for children's issues are observed by the team.

Appendix V
Consulted Documents – Phase 1



Consulted documents

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Appendix VI
Consulted Documents – Phase 2

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Selected References from UNDP

20/20 Initiative

UNDP and the 20/20 Initiative: 1995-1997 Allocation to Basic Social Services

Partnership for Child Development

Partnership for Child Development:

An international initiative to improve the health and education for school-age children

The Partnership for Child Development:

A UNDP initiative.

Better health, nutrition and education for the school-aged child.

Nutrition, Health and Education for All (Beryl Levinger).

Regional Prevention of Maternity Mortality (RPMM) Network

RPMM Network: Brochure.

Abstracts from the PMM Results Conference.

Disability: IMPACT Programme / Disability Action Group

Material from IMPACT Web site.

Material from DAG Web site.

Forward-Looking Review of UNDP-Supported Disability Programmes at Global Level.

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HIV and Development

The HIV/AIDS Alliance of Mayors and Municipal Leaders of Africa: Summary Reports.

Issues Paper 13: Children in Families Affected by the HIV Epidemic: A Strategic Approach.

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Issues Paper 27: Poverty and HIV/AIDS in Sub-Saharan Africa.

Issues Paper 30: The Impact of HIV/AIDS in Children, Families and Communities.

From Single Parents to Child-Headed Households: The case of children orphaned by AIDS in Kismu and Siaya Districts.

Rural Development and HIV: Selected material from FAO/Special Programme for Food Security

UNDP/World Bank/ WHO Special Programme for Research and Training in Tropical Diseases (TDR)

TDR Brochure.

Gender and Tropical Diseases: Research to lift women's burden.

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Appendix VII
List of Interviewees – Phase 1



List of interviewees

Ministry of Foreign Affairs - Multilateral Department

Assistant Director Asbjørn Eidhammer
Officer Kåre Landfall
Adviser Marianne Loe
Adviser Merete Luis
Senior Officer Evelyn Hoen
Adviser Hege Araldsen

Ministry of Foreign Affairs - Bilateral Department

Senior Officer Gunnar Holm
Head of Unit Betzy Tunold

NORAD - Regional Department

Senior Officer Sissel Bleken
Adviser Anne Strand
Senior Officer Anne Ødegård
Senior Officer Lise Stensrud
Senior Officer Anne B Jensen
Head of Unit Erling Eggen (by telephone)

NORAD - Dept of Voluntary Organizations

Senior Officer Elin Eikeland

NORAD - Technical Department

Department Director Ingrid Ofstad
Adviser Anne Liv Evensen

Redd Barna

Regional coordinator Marcus Aksland
Senior programme coordinator Aina Bergstrøm
Regional coordinator Kari Thomassen
Programme coordinator Rikke Iversen

Norsk Folkehjelp

Adviser for children and adolescents Kristin Eskeland



Appendix VIII

List of Interviewees – Phase 2



| | | |
|--|---|--------|
| Håkon Björkman Policy Specialist | Human Devt. Report Office | UNDP |
| Hyeo-Kyeong Lee Programme Officer | Regional Programme and Policy Division | UNDP |
| Peter Gordon Programme Officer | HIV and Development Programmes | UNDP |
| Mina Mauerstein-Bail Manager | HIV, Health and Development, BDP | UNDP |
| Jennifer Brown Programme Officer | Health and Development Programme | UNDP |
| Naheed Ariq Haque Manager | Regional Division for Asia and the Pacific | UNDP |
| Desmond Cohen Director | HIV and Development Programme | UNDP |
| Frank Hartveit Sr Water Policy Adviser | Sustainable Energy and Environment Division | UNDP |
| Sunil Saigal Deputy Director | Division for Resources Mobilisation | UNDP |
| Selim Jahan Deputy Director | Human Development Report Office | UNDP |
| Abdenour Benbouali Dept. Dir. for Evaluation | Office of Evaluation and Strategic Planning | UNDP |
| Nobuko Takahashi Ass. Progr. Funding Off. | Programme Funding Office | UNICEF |
| Ian Hopwood Chief, Evaluation | Office of Evaluation, Policy and Planning | UNICEF |
| Sreelakshmi Gururaja Senior Adviser | Gender and Development Programmes | UNICEF |

| | | |
|--|---|--------|
| Maire Ayob von Kohl Senior Advisor | Children's Rights | UNICEF |
| Jane Zucker Senior specialist | Health | UNICEF |
| Marjorie Newman-Williams Human Rights Specialist | | UNICEF |
| Inese Zalitis Director | Programme Funding | UNICEF |
| Christian Privat Consultant | Programme Funding | UNICEF |
| Karin Sham-Poo Dept. Executive Director | | UNICEF |
| Elisabeth Gibbons Dept. Director | Emergency Programme | UNICEF |
| Eva Jespersen Policy Advisor | Division of Evaluation, Policy and Planning | UNICEF |
| Marta Santos Pais Director | Division of Evaluation, Policy and Planning | UNICEF |
| Jan Vandermoortele Chief Economist | Division of Evaluation, Policy and Planning | UNICEF |
| Gregory Keast Senior Adviser | Water, Environment and Sanitation Section | UNICEF |
| Jingjing Qian Project Officer | Water, Environment and Sanitation Section | UNICEF |
| Gourishankar Ghosh Chief | Water, Environment and Sanitation Section | UNICEF |
| Cecilia Lotse Executive Board | Secretary | UNICEF |

| | | |
|--|---|------------|
| Sadig Rasheed Director | Programme Division | UNICEF |
| T.V. Luong Senior Adviser | Water, Environment and Sanitation Progr. Div. | UNICEF |
| Harry Anthony Patrinos Economist | Human Development Department | World Bank |
| Zafiris Tzannatos Senior Economist | Social Protection, Human Development Network | World Bank |
| Ann Kristin Westberg Adviser | to the Exec. Dir. for the Nordic/Baltic Countries | World Bank |
| Anne Kielland Consultant | Early Childhood Development | World Bank |
| Carolyn Winter Human Resources | Human Development Network Education | World Bank |
| Helene Rebe Director | Human Development Network Education | World Bank |
| Christian Grootaert Senior Economist | | World Bank |
| Monica S. Fong Human Res. Specialist | Gender Anchor Team, Poverty Red. and Ec. Man. | World Bank |
| Steen Lau Jorgensen Sector Manager | Soc. Prot. Team, Human Development Network | World Bank |
| Jacques van der Gaag Chief Economist | Human Development Network | World Bank |
| Maris O'Rourke Director, Education | Human Development Network | World Bank |
| Joanne Capper Consultant | Ed. and Tech. Team, Human Dev. Dept. | World Bank |

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|--|--|------------|
| Astrid Helgeland-Lawson Economist | Pop. and Hum. Rec. Div, Western Africa Dept. | World Bank |
| Bruna Vitigliano Health Specialist | Africa Tech. Hum. Rec. II, Africa Region | World Bank |
| Husein Abdul-Hamid Consultant (Statistician) | Human Development Department | World Bank |
| Olav H. Seim Adviser | Bank Division, Global Department | MFA* |
| T. Lund Advisor | Bank Division, Global Department | MFA* |
| Gunvor Endresen Consultant | UN Division | MFA* |
| Per Mogstad Advisor | UN Division | MFA* |
| Asbjørn Eidhammer Director | UN Division | MFA* |
| Mona Gleditch Advisor | Technical Department | NORAD |
| Clifford Wang Consultant | | Norway |
| Bente Weisser Consultant | Regional Department Asia | NORAD |
| Vigdis Varn Advisor | Regional Department Africa | NORAD |
| Trygve Gjesdal Councillor | Norwegian Permanent Delegation to the UN | |
| Odd Inge Kvalheim First Secretary | Norwegian Permanent Delegation to the UN | |

EVALUATION REPORTS

- 1.87 The Water Supply Programme in Western Province, Zambia
- 2.87 Sosio-kulturelle forhold i bistanden
- 3.87 Summary Findings of 23 Evaluation Reports
- 4.87 NORAD's Provisions for Investment Support
- 5.87 Multilateral bistand gjennom FN-systemet
- 6.87 Promoting Imports from Developing Countries
- 1.88 UNIFEM - United Nations Development Fund for Women
- 2.88 The Norwegian Multi-Bilateral Programme under UNFPA
- 3.88 Rural Roads Maintenance, Mbeya and Tanga Regions, Tanzania
- 4.88 Import Support, Tanzania
- 5.88 Nordic Technical Assistance Personnel to Eastern Africa
- 6.88 Good Aid for Women?
- 7.88 Soil Science Fellowship Course in Norway
- 1.89 Parallel Financing and Mixed Credits
- 2.89 The Women's Grant. Desk Study Review
- 3.89 The Norwegian Volunteer Service
- 4.89 Fisheries Research Vessel - "Dr. Fridtjof Nansen"
- 5.89 Institute of Development Management, Tanzania
- 6.89 DUHs forskningsprogrammer
- 7.89 Rural Water Supply, Zimbabwe
- 8.89 Commodity Import Programme, Zimbabwe
- 9.89 Dairy Sector Support, Zimbabwe
- 1.90 Mini-Hydropower Plants, Lesotho
- 2.90 Operation and Maintenance in Development Assistance
- 3.90 Telecommunications in SADCC Countries
- 4.90 Energy support in SADCC Countries
- 5.90 International Research and Training Institute for Advancement of Women (INSTRAW)
- 6.90 Socio-cultural Conditions in Development Assistance
- 7.90 Non-Project Financial Assistance to Mozambique
- 1.91 Hjelp til selvhjelp og levedyktig utvikling
- 2.91 Diploma Courses at the Norwegian Institute of Technology
- 3.91 The Women's Grant in Bilateral Assistance
- 4.91 Hambantota Integrated Rural Development Programme, Sri Lanka
- 5.91 The Special Grant for Environment and Development
- 1.92 NGOs as partners in health care, Zambia
- 2.92 The Sahel-Sudan-Ethiopia Programme
- 3.92 De private organisasjonene som kanal for norsk bistand, Fase I
- 1.93 Internal learning from evaluation and reviews
- 2.93 Macroeconomic impacts of import support to Tanzania
- 3.93 Garantordning for investeringer i og eksport til utviklingsland
- 4.93 Capacity-Building in Development Cooperation Towards integration and recipient responsibility
- 1.94 Evaluation of World Food Programme
- 2.94 Evaluation of the Norwegian Junior Expert Programme with UN Organisations
- 1.95 Technical Cooperation in Transition
- 2.95 Evaluering av FN-sambandet i Norge
- 3.95 NGOs as a channel in development aid
- 3A.95 Rapport fra presentasjonsmøte av "Evalueringen av de frivillige organisasjoner"
- 4.95 Rural Development and Local Government in Tanzania
- 5.95 Integration of Environmental Concerns into Norwegian Bilateral Development Assistance: Policies and Performance
- 1.96 NORAD's Support of the Remote Area Development Programme (RADP) in Botswana
- 2.96 Norwegian Development Aid Experiences. A Review of Evaluation Studies 1986-92
- 3.96 The Norwegian People's Aid Mine Clearance Project in Cambodia
- 4.96 Democratic Global Civil Governance Report of the 1995 Benchmark Survey of NGOs
- 5.96 Evaluation of the Yearbook Human Rights in Developing Countries
- 1.97 Evaluation of Norwegian Assistance to Prevent and Control HIV/AIDS
- 2.97 «Kultursjokk og korrektiv» – Evaluering av UD/NORADs studiereiser for lærere
- 3.97 Evaluation of decentralisation and development
- 4.97 Evaluation of Norwegian Assistance to Peace, Reconciliation and Rehabilitation in Mozambique
- 5.97 Aid to Basic Education in Africa – Opportunities and Constraints
- 6.97 Norwegian Church Aid's Humanitarian and Peacemaking Work in Mali
- 7.97 Aid as a tool for promotion of human rights and democracy: What can Norway do?
- 8.97 Evaluation of the Nordic Africa Institute, Uppsala
- 9.97 Evaluation of Norwegian Assistance to Worldview International Foundation
- 10.97 Review of Norwegian Assistance to IPS
- 11.97 Evaluation of Norwegian Humanitarian Assistance to the Sudan
- 12.97 Cooperation for Health Development WHO's support to programmes at country level
- 1.98 «Twinning for Development» Institutional Cooperation between Public Institutions in Norway and the South
- 2.98 Institutional Cooperation between Sokoine and Norwegian Agricultural Universities
- 3.98 Development through Institutions? Institutional Development promoted by Norwegian Private Companies and Consulting Firms
- 4.98 Development through Institutions? Institutional Development promoted by Norwegian Non-Governmental Organisations
- 5.98 Development through Institutions? Institutional Development in Norwegian Bilateral Assistance. Synthesis Report
- 6.98 Managing good fortune – Macroeconomic management and the role of aid in Botswana
- 7.98 The World Bank and Poverty in Africa
- 8.98 Evaluation of the Norwegian Program for Indigenous Peoples
- 9.98 Evaluering av informasjonsstøtten til RORGene
- 10.98 Evaluation of the Strategy for Assistance to Children in Norwegian Development Cooperation

