



Organisational Review of the Development Cooperation by the Union of Education Norway

Norwegian Agency for Development Cooperation

P.O. Box 8034 Dep, NO-0030 OSLO
Ruseløkkveien 26, Oslo, Norway
Phone: +47 22 24 20 30
Fax: +47 22 24 20 31

ISBN 978-82-7548-393-3
ISSN 1502-2528

Norwegian Agency for Development Cooperation

**ORGANISATIONAL REVIEW OF
THE DEVELOPMENT COOPERATION BY
THE UNION OF EDUCATION NORWAY**

FINAL REPORT

NOVEMBER 2008

BY

JENS CLAUSSEN, NORA INGDAL AND

MARIT VEDELD

LIST OF ACRONYMS AND ABBREVIATIONS

EI	Education International
EIAP	Education International, Asia Pacific region
ETUCE	European Trade Union Committee for Education
NNTA	National Nepali Teachers Association
NoK	Norwegian Kroner
Norad	Norwegian Agency for Development Cooperation
NTA	Nepal Teachers Association
NLS	The Nordic Teachers' Council
ODA	Official Development Assistance
SAARC	South Asian Association for Regional Cooperation
ToR	Terms of Reference
TUN	Teachers Union of Nepal
UEN	Union of Education Norway
USD	United States Dollar
ZNUT	Zambia National Union of Teachers

TABLE OF CONTENTS

1	Executive summary with recommendations	1
1.1	Introduction	1
1.2	Main findings	1
1.3	Main recommendations	6
2	Background	8
2.1	Scope of the review	8
2.2	Methodology and approach	9
2.3	Work-plan	13
3	The Union of Education Norway	14
3.1	Background	14
3.2	Union of Education solidarity work (development cooperation)	15
4	Assessment of development cooperation	17
4.1	Strategic focus of UEN cooperation	17
4.2	Value added	18
4.3	UEN regular planning and management procedures	23
4.4	Planning procedure for developing partner cooperation	23
4.5	Implementation	25
4.6	Monitoring and reporting	26
4.7	UEN capacity and approach to partner support	29
4.8	Coordination and harmonisation	30
4.9	Compliance with Norad agreement	30
4.10	Follow up to recommendations from 2005 review	33
	Annex 1 – Terms of Reference	35
	Annex II – List of persons consulted	45

Annex III – Survey questionnaires.....	47
Annex IV – Sample format for portfolio plan and progress report.....	51
Annex V – Reports from case studies	54

1 EXECUTIVE SUMMARY WITH RECOMMENDATIONS

1.1 Introduction

This report presents the outcome of an organisational review of the international cooperation by the Union of Education Norway (UEN) supported by Norwegian Official Development Assistance (ODA).

The purpose of this review has been to assess UEN's ability to provide effective aid. It is labelled an "Organisational Review" since the emphasis is on the organisation and management systems applied by UEN in implementing its support to developing country partners, *not* on effectiveness, outcomes and impact of the support provided by UEN. The main focus for this review has been the managerial and organisational systems and capacity of UEN which included an assessment of the following:

- The nature of services provided by UEN and to what extent UEN focus on services for which they may be considered to have a comparative advantage and/or falls within their main areas of competence.
- The value added of channelling aid funds through UEN to the partners over and above being a financial intermediary of Norwegian development assistance provided by Norad.
- The quality of the management, organisation and support systems of UEN in implementing its support to partner organisations in developing countries i.e. to what extent the system is designed and operates in a manner that promotes efficient delivery of services and gives reasonable assurance that services delivered are actually benefitting the partner.
- To what extent UEN has the required capacity to effectively manage the portfolio of projects with a wide outreach in terms of services and countries/partners.
- To what extent UEN takes into consideration opportunities to harmonise their aid and cooperate with others supporting the same partners to reduce efficiency losses and transaction costs which may be due to duplication/fragmentation of support at partner levels.
- The extent to which UEN has complied with the terms and conditions as per agreement with Norad with emphasis on program monitoring and reporting.
- To what extent there has been follow up to the recommendations of the review conducted in 2005.

1.2 Main findings

1.2.1 UEN cooperation with its partners

UEN is a union of teachers with its core objectives to serve its members interest, not a programme management organisation. Yet, its solidarity work to support partners in

developing countries is a programme management task. The cooperation is not only about having a dialogue and to be a political affiliate. As reflected by a number of the projects in their portfolio, their rationale is based on a need to support partners to build their capacity and competence to serve the members as a union, to strengthen their organisation, management, systems and procedures. All these “tasks” needs a system for project design, planning, monitoring and implementation if they are to be efficiently and effectively implemented.

The type of support provided by UEN is both financial and non-financial; the latter ranging from supporting development of trade union policies and strategies, training in advocacy and organisational management at different levels, counselling services related to specific challenges of the partners as well as technical assistance in the implementation of management and administrative systems and procedures. The support provided to partners vary depending on what areas have been identified through a dialogue between UEN and the partner, often in collaboration with Education International (EI) and other national unions supporting developing country partners. It has to a large extent been support reflecting priority areas within what UEN considers it has the capacity to offer (demand driven and complying with UEN strategy for its international cooperation). In total it is fair to state that the portfolio and types of services and support provided reflects the main elements of the strategy developed by UEN for their international cooperation in which solidarity work is an element.

With the exception of two projects, the portfolio of 33 projects during 2006 – 2007 has had as a stated objective to strengthen partner organisations as trade unions. Some of the projects have been labelled regional and even global projects in which UEN has been a venue creator allowing unions to meet, exchange information and present/discuss generic themes common to them all or conducted regional training seminars/workshops. In addition to financial support, it is the latter type of cooperation that partners have confirmed as highest priority based on responses to the review from consultations and results from the survey conducted during this review.

1.2.2 The value added

The value added of UEN can be expressed from a monetary and a non-monetary perspective. From a monetary perspective, UEN uses Norad funding to support partner projects financially and to pay for own inputs to partner projects. However, UEN also contributes with its own financial resources when assisting partners beyond the costs for management and administration of the project portfolio.

Its value added from a donor (Norad) perspective can be stated as a Official Development Assistance (ODA) leveraging additional UEN contribution beyond the value of development finance provided by Norad. Furthermore, a significant additional input is provided by the partner organisations themselves. An added-value for the donor is that UEN’s provides access to teachers trade unions globally (via EI) as well as to teachers unions in developing countries. In many countries UEN has worked for 10-15 years and gained a considerable knowledge about the country-specific social, economic and political contexts.

From a non-monetary perspective an important contribution has been the opportunity the cooperation with UEN have given for partner organisations by exposure to learning how organisations; both UEN and others conduct their “business” i.e. from mobilisation of members to organisation and management as well as how they promote members interests in

different country environments and how they approach policy issues related to education sector development.

1.2.3 Programme management and monitoring

In terms of its cooperation with developing country partners, the partnership agreement serves as the main planning tool for the UEN/partner cooperation. In some cases they are accompanied by annual plans and budgets. Progress reports are produced at different intervals and partners need to produce annual audited financial statements as a condition by UEN for release of funding for the next fiscal year.

The terms of agreement, definition of “projects” as well as monitoring and reporting requirements vary considerably from one partner cooperation to another. The agreements are sometimes very brief and/or broad in content and only in some cases do they specify how and when a “project” is to be implemented (schedule of activities in a work-plan) by who and what resources (inputs). There are only to a limited extent standardised conventional planning tools and procedures for monitoring, reviews and evaluations.

Some of the bilateral agreements between UEN/partner appears to contain a standard schedule of monitoring and reporting requirements, first and foremost to meet with the requirements for reporting and fund release from Norad. However, some agreements do not specify monitoring and reporting procedures and instead state that this is to be agreed upon at a later stage.

In some of these cases, reporting is done to meet requests for information from UEN in order to complete their reports to Norad and/or for release of funding, instead of being part of an standardised agreed procedure stated in an agreement between the partner and UEN. For some partners/projects there are no progress reports from the partner, but instead information related to progress is contained in travel reports from monitoring visits and/or minutes from planning/review meetings. In the cases EI regional offices receives funding for input to partner projects, EI forwards progress reports from partners to UEN. EI does not submit separate progress reports or analysis assessing the progress of the projects.

Plans and progress reports have limited specifications of targets to be achieved in a specific timeframe. Financial reports are submitted and presented separately from project physical progress reports. In total this makes it difficult to compare planned versus actual targets and compare physical and financial progress (efficiency).

While progress reports and monitoring arrangements do not appear to follow a standardised procedure (also because there are no standardised agreements used), fund releases and financial monitoring and reporting appears to follow strict procedures even if they are not stated in agreements or otherwise appear in other documents guiding the cooperation.

UEN follows even stricter “procedures” for financial reporting in respect of partners than what the UEN/Norad agreement requires. Partners have to submit audited financial statements for project support prior to any new releases from UEN in the subsequent fiscal year. This requirement delays implementation of many projects since many partners require several months to have an audit completed for their project accounts. In many cases funding from UEN is received as late as 5 – 8 months into the fiscal year, which in effect means only 4 – 7 months for project implementation within the year.

Due to the above mentioned delays by some partners in submitting audited financial statements, UEN is not able to report to Norad on total funding used within the required time frame. It means that UEN effectively has made transfers to partners under the agreed budget with Norad but the amount of financial support can not be “reimbursed” by Norad since audited financial statements are not received on time from partner i.e. UEN has had to fund the cost entirely from its own resources.

1.2.4 Capacity and approach to partner support

It is a strategic decision by UEN to use the UEN members and staff as advisors, trainers and supervisors for partners. This is based on a desire to promote solidarity work as an important issue for the organisation in general. UEN has a wide resource base of persons experienced from forming, organising and managing unions by the fact that the resource persons themselves have experience from elected positions in the organisation at central and provincial levels.

While the resources persons are selected on the basis of their experience and skills from performing within the UEN, translating these skills for the benefit of a partner requires also skills typical for international management advisors which includes experience from different country and policy environments, communication and language skills. Just recently some principles has been develop on how resource persons are to be identified, but no procedures for assessing their required skill and the partners are not involved in identification, screening or decision on what type of skills UEN is to provide. There is no formal feedback mechanism allowing the partner to express an opinion on the service provided by UEN representatives. However, “feedback” on performance is sometimes contained in reviews and evaluations and UEN appears to be conducting reviews and evaluations frequently.

The UEN inputs appears to be of very short term and sometimes shifting resource persons during implementation despite the partner’s preference for continuation. The average duration per project for advisory/supervision services per project has been approximately one person week per UEN resource person per year which is very limited to generate sustained benefits of services provided. For some few projects and for some organisations the input however, is substantial with duration over a longer period of time, but in most cases it is confined to just 2-3 days duration. These short term targeted interventions become then very costly considering that travel cost is a major cost component.

While there is a fair number of qualified personnel with capacity and experience to offer the support in demand by partners, they are to a limited extent guided by consistent frameworks for what is to be achieved and how. They are rarely guided by terms of references and job descriptions clearly defining what is to be achieved and how. If availability of resource persons to provide sustained inputs over a longer period of time is a constraint, then it may well be that the portfolio of partners and projects is too large to be effectively supported by UEN.

1.2.5 Coordination

While the UEN portfolio is widespread in terms of geographical outreach (many different countries in all continents) and with a diversity of support provided through the projects to its partners, UEN is only one among 20 other national unions supporting the 26 regional projects and 208 projects in 82 countries recorded by EI as the global portfolio of projects.

EI plays an important part in coordination of national union support to developing country partners. Through its dialogue and coordination with the EI, UEN has minimised the risk for duplication and/or fragmentation of its support.

1.2.6 Compliance with Norad agreement

The formal requirements as per agreement have been largely complied with in as much as plans (applications) have been presented, annual progress reports and audited financial statements have been submitted (all though not covering all projects budgeted for due to the delays in receiving audits from some partners as mentioned above). All the above was submitted in accordance with the prescribed format by Norad. On the other hand, several delays have been experienced in finalising the reports after submission, first and foremost due to errors in presentation of financial statements. These errors concerned first and foremost partner contributions to projects, not UEN and Norad funding for the projects.

The main challenge however, is not timing and format for plans and reports but their content as illustrated below;

- The term “project” in UEN plans and progress reports is not consistently defined. For some partnerships it may feature with one project in the budget while in the progress report and in the activity plans developed between UEN and the partner it sometimes features as several projects.
- In the budget, plans and progress reports to Norad, some “regional” projects are presented separately while they in effect are actually “procurement of services” from a regional institution for inputs to national partner projects. Then in the plan and report they are presented as two separate projects with separate budget lines and allocations.
- Some projects have been presented with a budget allocation but there is no mention of the project in the progress report despite that it is charged to Norad funding for expenditures incurred.
- Only in few cases do the plans and progress reports submitted by UEN to Norad present what the projects UEN supports are to achieve or have achieved. In most cases plans and progress reports present partner plans and activities of which many are not associated or linked to any of the UEN inputs funded. With a few exceptions, it is accordingly not possible to assess what was planned to be achieved and what has actually been achieved of what can be attributed to financial and non-financial support from UEN.

1.2.7 Follow up to recommendations from the 2005 review

UEN was recommended to consolidate its portfolio of partners and projects under the assumption that it may improve effectiveness of the cooperation by concentrating its resources on fewer partners and projects. This observation has partly been addressed by changes in UEN’s internal management procedures for international cooperation. On the other hand, the number of partners and projects remain at the same level today as in 2005.

UEN was recommended to share more of its tasks with other country unions and EI to

improve overall efficiency of the cooperation and serve as an alternative to consolidation of the portfolio. The number of projects implemented jointly with other country unions and EI partners has not changed since 2005 however, the cooperation and coordination with EI appears to have been further strengthened.

The 2005 review recommended continuing strengthening developing country partners with organisational development and through training as the main content of cooperation with partners. The findings from this review suggests that strengthening partner organisations has been and continues to be the main strategic objective and is also reflected in the type of cooperation that UEN engage in.

The 2005 review also recommended that UEN should put more emphasis on influencing national and international development policies related to education in general as well promoting knowledge on education policies and systems more specifically. UEN has prioritised strengthening of partner organisations which is also their main comparative advantage. This also includes strengthening partner's ability to influence education policies. However, if this recommendation meant that UEN should influence aid policies on education in general and support changes in education systems, this should in our view be done through a separate arrangement linked to the same process in which Norad and the Royal Ministry of Foreign Affairs participate and engage the Norwegian Ministry of Education, i.e. not to be integrated into a programme which main purpose is to support and strengthen partner unions in developing countries.

Finally, the 2005 review made a similar observation as the main finding from this review i.e. that the content of the projects and to what extent projects are actually implemented is not clearly shown in annual plans and progress reports. To further develop and implement planning and management tools within UEN follows as one of the main recommendations from this review based on the findings presented in sections below.

1.3 Main recommendations

In order for UEN to be able to improve on the above and comply with statutory requirements for receiving public funds in support of its activities, it will be required to introduce systems and procedures for program and project planning, management and monitoring which is standardised and applied for in all its partnerships and "projects".

These systems and procedures do not need to be complex. The key issue is to have a standardised system applied globally in all partnerships in order to plan in a systematic manner, ensure that partnerships agreements contain the same elements, that plans and progress reports are produced in the same format in order to be able to consolidate the information into one overall consistent plan and progress report for the total portfolio. This is a minimum requirement to effectively be able to manage the portfolio.

The plans and progress reports should be in the same format allowing comparison of progress against plans. Budget and financial reports should also be presented in the same format for each project and with the same "project definitions" as in the plans allowing comparison of expenditure versus budget and cost versus physical progress (efficiency). As EI is monitoring several of the UEN funded projects, EI should be included in the process of developing standardised formats and procedures.

The above is different from the Norad formats which are not suitable for program planning and monitoring, and these should accordingly not be used as point of departure for introducing a standardised system for planning, management and monitoring

Contracts must be signed with all partners, including EI, in order to clarify roles and responsibilities in terms of providing technical assistance, monitoring and reporting/analysing progress.

UEN resource persons providing advisory and counselling services as well as training should spend more time and effort with each partner and project. If time and availability is a constraint, then UEN should consolidate its portfolio and inputs of resource persons by allowing more time and resources spent on fewer partners rather than spreading its resources thinly among many partners and projects.

Feedback from partner organisations suggest that there is a need to involve the partner in the process of selecting UEN resource persons supporting them or have some influence in choice of resource persons since several of them claim that this form of input has been of varying quality.

In terms of disbursement arrangements and requirements for releases of funding both Norad and UEN should reconsider its procedures. Norad should make available funding immediately at the beginning of the fiscal year and UEN should change its requirement for audited accounts of the previous fiscal year prior to the first tranche release to partners for the current fiscal year. This will allow partners to implement projects as planned instead of having to wait several months and then only allow a few months for actual implementation within the fiscal year. To reduce risks associated with this change in procedure partners should be subject to a due diligence assessment prior to entry into a partnership, among others for the purpose of assessing fiduciary risks.

Norad should also allow transfer of balances with UEN from one year to another rather than deducting outstanding balances and/or allow extension of the agreement if delays are carried forward beyond the three year timeframe of the Norad/UEN agreement.

2 BACKGROUND

This report presents the outcome of an organisational review of the international cooperation of the Union of Education Norway (UEN) supported by Norwegian Official Development Assistance (ODA).

The purpose of this review has been to assess UEN's ability to provide effective aid. It is labelled an "Organisational Review" since the emphasis was to be on organisation and management systems applied by UEN in implementing its support to developing country partners, not on outcomes and impact for partner projects supported by UEN.

Nordic Consulting Group (NCG) was commissioned to conduct the review with Jens Claussen, NCG, serving as team leader, Marit Vedeld, Norad, as resource person/team member and Nora Ingdal, NCG, serving as quality controller and team member in charge of one country case study assessment (Nepal).

2.1 Scope of the review

The main purpose for the review was to examine and analyse UEN's ability to provide effective aid. As per Terms of Reference the emphasis for the review was to be on the following:

- Financial and narrative reporting on results to Norad.
- The organisation's professional, financial and administrative capacity with special focus on accounting and financial reporting.
- The ability to achieve its own goals.
- The relation and the role between Education International (EI) and UEN in support to organisations in South.
- The role UEN has when supporting organisations in the developing countries
- UEN's added value in the cooperation.
- Results in accordance with Norwegian political priorities.
- The management of a geographical disperse portfolio compared to capacity and recourses in the UEN.
- To what extent UEN has implemented the conclusions/recommendations of the 2005 review.

In an inception meeting between the review team and Norad 22 August 2008 some further clarifications were given to the terms of reference in which it was agreed that the review was not to assess outcome and impact of the support provided by UEN to its partners. The main aim was to assess the systems and procedures for aid delivery from UEN and to what extent it complies with the terms and conditions in the agreement with Norad.

Accordingly, of the items described above, it is not expected that the review would be able to form a professional *facts based* qualified opinion on “Results in accordance with Norwegian political priorities” and “The ability to achieve its own goals” since this would have required an assessment of project outcomes and impact which is far beyond the resources and time frame allocated for the review.

A cooperation agreement was signed between Norad and UEN for the period 2006-2008. In terms of data compilation and analysis the review covered the period 2006 – 2007, i.e. a period with data and information for two full fiscal years of the three year agreement. However, changes in organisation, systems and procedures included observations up to the current time. The review used 2005 as a baseline which was the final year of the last agreement when also two external evaluations/reviews of UEN portfolio of Norwegian aid funded projects were conducted.

The review assessed the management and organisational issues stated above limited only to projects funded by Norad i.e. international projects targeting funded by other sources (UEN own funds and/or other donors/contributors) has been outside the scope of the review unless it is jointly financed with funds from Norad.

Of the portfolio presented in Table 2, Mongolia, Indonesia and Zambia was initially selected as country case studies with the two former to be subject to desk studies and the latter subject for a more in-depth review by a 4 day mission to Zambia by one of the team members. In agreement with Norad the country case studies was expanded to include Nepal and the Palestinian Territories. In case of the former, one of the team members undertook another Norad-commissioned mission to Nepal¹ which gave an opportunity to acquire additional information at a low cost. However, in case of the latter, the required additional information from UEN was not presented to the team and subsequently no review of this case study could be undertaken.

2.2 Methodology and approach

The generic Terms of Reference for Organizational Performance Reviews² presents an evaluation framework which reflects an understanding of the service delivery as a synergy of cooperation between to partners for the benefit of the joint venture. A more conventional methodology is to assess the process as a “value chain”³ i.e. as stream of activities from inputs of production factors to intermediary goods to final products/ services.

The ToR calls for an assessment of only one part of the “chain”, i.e. the Norwegian partner, since the scope and resources for the review was not sufficient to form a professional qualified opinion of how the beneficiary partner systems actually function and how they contribute to benefits for the target group (the members of the developing country partners). Improving partner organisations in developing countries is the objective for UEN engagement

¹ End-Review of Women’s Alliance for Peace, Power, Democracy and Constituent Assembly (WAPPDCA) and Appraisal of new proposal ‘Mission 50-50’.

² As developed by the Section for Civil Society in Norad when such reviews were initiated in 2006.

³ “Competitive Advantage: Creating and Sustaining Superior Performance”, Michael E. Porter, 1998.

and the final beneficiary are the teachers/members of the partner unions targeted.

By analysing the management and organisational system of the Norwegian partner through which these intermediary activities are undertaken, it is assumed that it will give some basis for assessing level of assurance for how the aid input (funding from Norad) is translated into services which produces desired outcomes and impact for the final beneficiaries. As an illustration; if UEN has a well functioning system for planning and monitoring of the interventions they support, then they will be considered as an organisation with sufficient capacity and adequate systems for effective aid delivery

However, it will still not allow the review to form an opinion as to whether the aid generated the desired outcome and impact for the beneficiary, only that UEN played its part in the “value chain” as desired. Whether the partner organisation actually performed and subsequently the partner organisation members actually received any benefits of the cooperation falls outside the scope of this review.

Based on the above, the main focus for this review has been the managerial and organisational systems and capacity of UEN. It has been translated into the following main issues to be addressed:

- The nature of services provided by UEN and to what extent UEN focus on services for which they may be considered to have a comparative advantage and/or falls within their main areas of competence (ref. their strategy for international cooperation⁴).
- What is the value added of channelling aid funds through UEN to the partners over and above being a financial intermediary of Norwegian development assistance provided by Norad.
- The quality of the management, organisation and support systems of UEN in implementing its support to partner organisations in developing countries i.e. to what extent the system is designed and operates in a manner that promotes efficient delivery of services and gives reasonable assurance that services delivered are actually benefitting the partner.
- To what extent UEN has the required capacity to effectively manage the portfolio of projects with a wide outreach in terms of services and countries/partners.
- To what extent UEN takes into consideration opportunities to harmonise their aid and cooperate with others supporting the same partners to reduce efficiency losses and transaction costs which may be due to duplication/fragmentation of support at partner levels.
- The extent to which UEN has complied with the terms and conditions as per agreement with Norad with emphasis on program monitoring and reporting.
- To what extent UEN has implemented the conclusions/recommendations of the 2005 review.

⁴ “The International Involvement of Union of Education Norway” UEN, 2007.

To be able to assess the above some form of evaluation criteria and/or benchmarks was required. Typically this could be based on international standards for the elements of the system where it is relevant (like for accounting and auditing where international standards are developed).

It could be based on research related to assessment of what are “good” or “best” practices e.g. for project identification and planning evidence suggest that partner lead demand driven approaches are likely to produce better outcomes than superimposed supply driven approaches. It could be based on analysis of efficiency in aid delivery that suggest delegated or other forms of harmonised approaches among service deliverers reduces transaction costs significantly for aid recipients.

It could be based on evidence from many evaluations and studies suggesting that planning requires sufficient initial study of country context and political environment in order to understand what role aid can play (ref. various “drivers for change studies”). It could be based on the vast literature on program, planning, monitoring and evaluation suggesting that all interventions should consider level of ambition in relation to capacity and risks and use clearly defined targets or indicators to measure performance (like so called SMART⁵ indicators) as tools for ensuring that program is planned and monitored in a consistent framework (e.g. applying logical framework analysis).

Finally, it could be based on research related to organisational and management which recommends clarity of roles and responsibilities with well defined levels of responsibilities and delegated authority (e.g. existence of clear mandates, contracts and job descriptions), including existence of support systems and feedback procedures to ensure that the organisation functions.

While all the above calls for a multidimensional framework for this review a two-dimensional framework has been used for the analysis (ref. table 1). The framework was translated into the implementation of the following main tasks;

- Compile and analyse information regarding the UEN project portfolio including but not limited to country level information, information on partner organisation, type of projects, types of services from UEN as well as financial data.
- Information on how partner and projects are identified as well as system and procedures for identifying and providing services to a partner project from UEN.
- Information on UEN internal procedures for planning, management, monitoring and reporting on projects in the portfolio both from UEN itself and partner organisation.
- Information on UEN’s monitoring and reporting in meeting Norad requirements.

To obtain the required data and information, a substantial amount of general and project specific information was reviewed. Interviews were conducted with UEN international department. Two country level visits was made to Nepal and Zambia as well as Education International Headquarters in Brussels (EI) for more detailed project level information and

⁵ SMART = Specific, Measurable, Achievable, Realistic and Timely.

obtaining partner perspective.

Table 1 - Proposed review framework

ISSUE	MAIN REVIEW QUESTIONS	SOURCE OF INFORMATION/MEANS OF VERIFICATION
Nature of services	Is it within the strategic focus of UEN?	Detailed portfolio analysis of services provided within all projects.
	Is the system of identifying inputs for these services guided by a procedure to acquire the best resources within and/or outside UEN?	Description and analysis of procedures for identifying personnel within or outside the UEN to deliver the services.
	Are these services demand driven and partner lead?	Partner project applications, reports/minutes from UEN/partner planning workshops, UEN/partner contracts on roles and responsibilities, case study interviews with partners.
Value added	To what extent did the services from UEN contribute over and above funding for the partner project?	Detailed portfolio analysis of services provided within all projects, project progress reports, case study interviews, survey of UEN partners.
Management, planning and supports systems of UEN	What management, planning, monitoring, reporting, review and evaluation procedures do UEN have?	Internal Planning and management handbooks/guidelines including formats for design, appraisal, monitoring, reporting, reviews and evaluations. Accounting system and manual. Terms of reference for audit. Reports from all the above from case study countries. Mandates, ToR/job descriptions for internal staff both at management and operational service delivery levels. Survey of UEN and partners on the same.
Capacity to deliver	To what extent UEN is able to identify relevant resources within its organisation and its ability to meet internal planning, monitoring and reporting requirements as well as Norad contract terms and conditions?	Detailed portfolio analysis of services provided within all projects, survey of UEN staff and partners, review of content and frequency of reporting and reviews/evaluations.
Coordination and harmonisation	To what extent UEN uses opportunities to cooperate with others supporting the same partners and projects?	Portfolio analysis, UEN and partner survey, joint project agreements with other partners.

In addition to the above, to further qualify observations from documents, consultations and country case studies, the review conducted a web-based survey to obtain information from all partners and UEN service providers on some key issues. The survey targeted all partners and UEN resource persons/staff that had been either involved in planning and monitoring and/or provided services to the projects in the UEN portfolio for the years 2006 and 2007. For the UEN part of the survey a full set of data was obtained from 30 out of 34 respondents (88%) allowing a reasonable level of assurance for analytical purposes.

For the partner survey 13 out of 16 responded, however only 7 actually completed the survey

and the partners in Latin-America was not included⁶. For this part of the survey, only the responses to “open ended questions” in terms of experiences they were invited to share and recommendations on improvements in procedures for cooperation have been used – and only in cases when they were consistent among the partners, and confirmed by consultations in field visits .

2.3 Work-plan

The review commenced with a meeting between the team and Norad on 22 august 2008 (week 35) in which the ToRs were discussed.

The first milestone was an inception report presented and discussed with Norad end August⁷.

Subsequently the web based survey was designed and implemented to collect additional information. In addition, consultations were made with UEN to obtain data and information, discuss key issues related to the above tasks and prepare for the field visits.

The latter was implemented during 8 – 19 September in which the review team held consultations with UEN partners in Zambia and Nepal. The additional case studies on Indonesia and Mongolia were based on review of documentation (desk study) while the desk review for Palestine could not be completed since information from UEN was not made available within the timeframe for the review.

Based on the review of documentation, findings from consultations as well as input from the web-survey additional consultations were made with UEN and representatives from Norad. This draft report has subsequently produced presenting the outcome of the review.

A workshop will be scheduled (at a specific time to be agreed to with the review team, UEN and Norad) to present main findings, conclusions and recommendations from this review. Based on comments received a final report will be submitted.

⁶ It would have required a longer timeframe and more resources allocated for the review to include Latin-America since the questionnaire would then have to be translated into Spanish

⁷ NCG, Inception report, submitted to Norad, 27.08.08.

3 THE UNION OF EDUCATION NORWAY

3.1 Background

Union of Education Norway (UEN) was founded on 1 January 2002, and a result of a merger of two teachers' unions, the Norwegian Union of Teachers and the Teachers' Union Norway. It is Norway's largest trade union for teaching personnel and with approximately 145,000 members making it Norway's second largest trade union.

UEN has members working in all areas of the education system - ranging from pre-, primary and secondary school level to colleges, universities and adult education. It also has also members from special educational and administrative support functions.

As a trade union its primary mission is to promote the interests of its members, both in respect of issues relating to working conditions and in respect of education policy.

UEN's organisation consist of four levels (Central, Provincial, Municipal and Work-place level) with one secretariat the central level and 19 provincial secretariats serving the organisation.

At the central level of the organisation is the National Congress which is the highest decision making body of the organisation. It is convened every three years and decides on overall policy and strategic issues for the organisation. The UEN Council of Representatives meets twice annually and decides on annual budget and accounts as well as other management related issues based on inputs from the Executive Committee.

The Executive Committee is the highest authority at an operational level and gives directions and makes decisions guiding the Secretariat and implements decisions by the National Congress related to policy and strategic issues. In addition, the organisation has 9 thematic units/advisory boards serving an advisory role for the various decision making levels of UEN but are also occasionally delegated decision making responsibilities. UEN also establishes on an ad-hoc basis additional committees serving an advisory role for the Executive Committee on thematic issues.

The organisational structure of UEN is to a large extent the same at the Provincial and Municipal levels. At the Work-place level UEN consists of workers clubs/societies which is the smallest organisational unit. They have an elected representative with a board constituting 3-5 elected members.

In terms of UEN's "solidarity work" (development cooperation), the technical professionals are mainly recruited among the elected representatives of the Central and Provincial levels as well as from the Secretariat itself which in total constitute a resource base of more than 2,800 members/employees of the organisation. The portfolio of projects is managed by the International Department within the Secretariat. Of the above resource base some 34 persons have participated in implementation of projects with partner organisations in developing countries during 2006 - 2007.

UEN is a member of the worldwide teachers' federation, Education International (EI). EI represents unions which in total have some 25 million members - from pre-school to higher education. Through EI, UEN is involved in work relating to education, human rights and trade

union rights. A major share of UEN's contribution to international solidarity work is made jointly with or through EI (as supplier of finance and technical assistance).

UEN is also part of the European Trade Union Committee for Education (ETUCE) and represented on the Nordic Teachers' Council (NLS) - a joint cooperative body for Nordic teachers' unions.

3.2 Union of Education solidarity work (development cooperation)

UEN's international work is organised as an integrated part of the organisation using regular organisational units to provide services coordinated by its international department. UEN supports a significant portfolio of projects through its international solidarity work for which it receives funding from the Norwegian aid budget. The strategy guiding this work focus on support for trade unions and educational purposes.

The specific purposes for the International solidarity work is stated by UEN to be;

- Work for increased focus on quality education for all, labour rights, and women's participation.
- Help to focus attention on education, and trade unionism in Norwegian development policy through Norad.

Table 2 - Number of projects and total amount of ODA funding from Norad 2006 - 2007

Recipient country	Projects	000'NoK	% of total	Cum. %
Global	5	2,048	17	17
Africa Regional	3	1,327	12	29
Palestine	3	1,180	9	38
Indonesia	1	1,055	8	46
Zambia	1	660	5	51
Nicaragua	2	620	5	56
Eritrea	1	561	5	61
Paraguay	2	504	4	65
Peru	2	504	4	69
Cote D'Ivoire	1	487	4	73
Nepal	1	450	3	76
Guatemala	2	368	3	79
El Salvador	2	368	3	83
Asia Regional	1	356	3	86
Mongolia	1	285	3	88
Sri Lanka	1	285	3	91
America Regional	1	240	2	94
Angola	1	200	2	97
Guinea-Bissau	1	194	2	99
Cape Verde	1	108	1	100
Grand Total	33	11,800	100	

Source: Norad disbursement statistics, August 2008

The main approach chosen in UEN's solidarity work is through cooperation with partner unions in Asia, Latin America, Europe and Africa and to cooperate with Norwegian

authorities, organisations, and institutions.

Within UEN, the overall operational responsibility of the partnership with developing country partner organisations receiving support is with the International Department. Until 2006 this was supported by provincial branches. They were organised as six resource teams which had the responsibility to follow-up a group of partner countries/organisations. Since 2006 these teams have been dissolved and the International Department in the Secretariat sources the required technical assistance for partner organisations mainly from the Central and Provincial level of the organisation.

In the period 2006 – 2007 subject for this review, UEN has provided financial and technical assistance with support from Norad to 33 projects of which 23 have been directed to 16 national partner unions through a bilateral arrangement while 10 have been regional or global “projects”. Of the total portfolio, Global, Regional Africa as well as Palestinian Territories, Indonesia and Zambia account for more than 50% of total aid receipts. Of the 15 main partner countries in Norwegian development cooperation, 5 countries feature in UEN’s portfolio. While this may be an issue of concern not to reflect overall policy of Norwegian development assistance, the Norwegian aid in general is also widely dispersed with 114 of the 154 countries eligible for Official Development Assistance receiving some form of bilateral aid from Norway.

UEN has provided technical and financial assistance to its partners, either directly or in cooperation with EI as well as a number of other country unions. With one country exception (Palestinian Territories)⁸ all the partners are teacher unions with a similar mission and role as UEN in their respective countries and a majority of projects directed at strengthening managerial, organisational and operational capacities of these organisations in fulfilling their roles as labour unions.

⁸ The two partner organisations in Palestine outside the trade unions, Palestinian Technical College and YWCA Palestine, are remnants from the project portfolio of the Teachers Union of Norway.

4 ASSESSMENT OF DEVELOPMENT COOPERATION

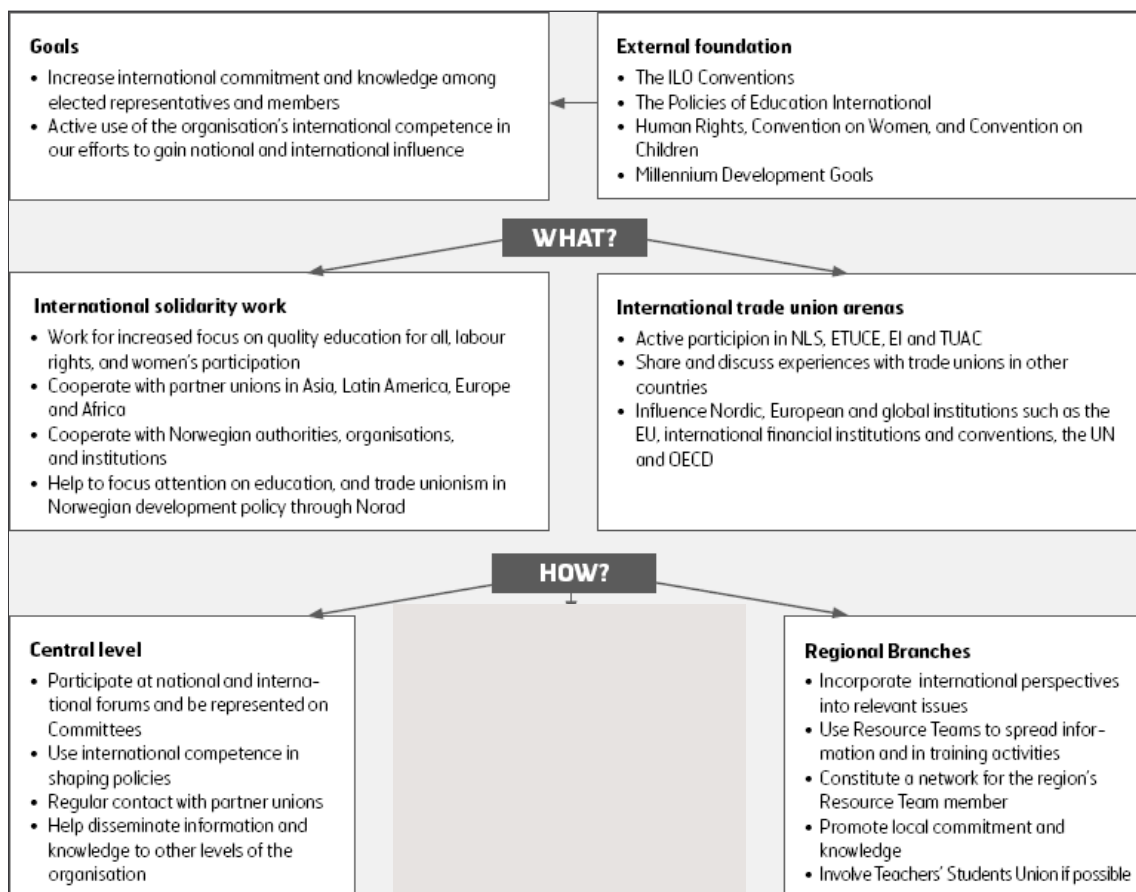
4.1 Strategic focus of UEN cooperation

UEN is a trade union. Its prime objective is, as expressed in its mandate:

- to look after the interests of its members, both in respect of issues relating to pay and working conditions and in respect of education policy, and
- to work in order to provide children, young people and adults with a good education, and to ensure that education acquires a key role in society.

The latter may be claimed to be closely linked to the former in as much as access, quality and equity are important aspects also for promoting the profession and ensuring recognition for the importance of providing adequate conditions to recruit and maintain adequate number of qualified teachers.

Figure 1 – UEN strategic framework for international cooperation⁹



The main target group for the organisation is its members which then also imply to promote

⁹ Source: "The international involvement of Union of Education Norway - Strength • Commitment • Solidarity • Professionalism", UEN, January 2007.

an education system that ensures equal access and quality for all. Through its solidarity work (development cooperation), UEN avails its expertise in Norway on organisation, management and advocacy to similar organisations in developing countries. As reflected by the portfolio of projects (ref. section 3) this includes both technical and financial assistance to selected partner organisations, most of which have been selected through its cooperation and affiliation to EI.

The type of support provided are, as previously mention, both financial and non-financial; the latter ranging from supporting development of trade union policies and strategies, training in advocacy and organisational management at different levels, counselling services related to specific challenges of the partner as well as technical assistance in implementation of management and administrative systems and procedures. The service provided to partners vary depending on what areas have been identified through a dialogue between UEN and the partner, often in collaboration with EI, on priority areas in need of assistance within what UEN considers it has the capacity to offer.

All the projects in the 2006 – 2007 portfolio, with the exception of two projects, have had as a stated objective to strengthen partner organisations as trade unions. Often the support involves trying to unify teachers' trade unions split by political differences (like Ivory Coast and Nepal). Some of the projects have been labelled regional and even global projects in which UEN has been a venue creator allowing unions to meet, exchange information and present/discuss generic themes common to them all or conducted regional training seminars/workshops.

Cross-cutting issues like gender and HIV/AIDS have been addressed in several partnership projects, in some cases as an integrated component in the general support provided, in others through targeted activities (like leadership and advocacy training to promote more women to elected positions, advisory and training related policy and workplace conditions). In some of the projects, UEN (and EI) have ensured that gender quotas and gender-disaggregated data have been introduced in the joint projects in addition to supporting separate women's projects (like in the three SAARC-countries of Sri Lanka, Nepal and Bangladesh to promote women's participation in the trade unions).

In total it is fair to state that the portfolio and types of services provided reflects the main elements of the strategy developed by UEN for their international cooperation in which solidarity work is an element. One of the elements of the strategy has however not been possible to assess; i.e. to what extent UEN has been able to influence Norwegian development policy through Norad of the importance of trade unions.

4.2 Value added

When assessing the value added of UEN services to partner organisations it has been analysed along the following dimensions:

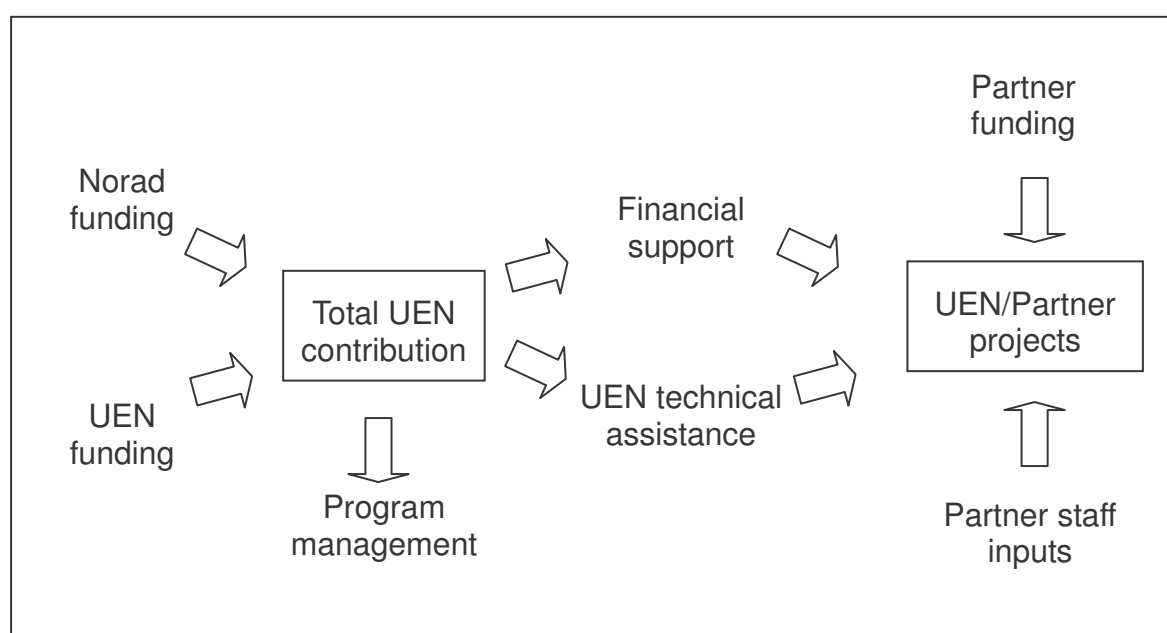
- The added value of serving as a financial intermediary between Norad and the partner.
- The value added of the non-financial services provided by UEN.

The value added of UEN serving as a financial intermediary has been assessed on the basis of to what extent UEN provides additional value in planning, appraising and monitoring the

assistance as well as the value added of UEN resources over and above what is provided with Norad funding. The main sources of information for this assessment have been the disbursement statistics (accounts) provided by Norad as well as data and information from UEN.

The assessment of the value added of non-financial assistance has been based on review of documentation, consultations with two partners visited (Nepal and Zambia), consultations with UEN representatives in Norway involved in service delivery as well as results of the web based survey. As mentioned in previous sections, our approach to assessing the value added of the cooperation is through assessment of the “value chain” rather than the more non-conventional model presented in the Terms of Reference. The “value chain” has been illustrated in figure 2.

Figure 2 – Flowchart of “project” inputs



The scope of this review has been to focus on management and resource use by UEN in respect of its partners, not on partner management and partner project outcomes. Accordingly, the input to the projects by partners remains unknown. In most cases, partners also maintains separate accounts for external project contributions while own contributions in the form of personnel inputs and costs by the organisations are accounted for in their regular organisation accounts and not included in the project costs.

When analysing the resource flow from UEN to the projects (excluding partner own inputs) we have included and estimation of staff inputs funded through UEN’s regular budget. UEN provided an estimated number of person days of input which has been multiplied by an average person-day cost¹⁰. In table 3 we presented the total project costs including the UEN staff contributions by who manages the expenditure. It excludes the staff contribution of

¹⁰ The average person-day cost has been estimated at 329 NOK which is equivalent to a person year cost of 573,000 NoK. This is a fair estimate and comparable to average cost of a professional category Norwegian civil servant.

partners funded through their regular budgets since data for this type of contribution is not available.

Table 3 – Monetary value of total programme expenditure 2006 – 2007 (in mill. NoK)

Spending agency	In. Mill NoK	Percent
UEN staff contribution	2.7	14
UEN project and management expenditure	3.4	17
Partner expenditure	13.3	69
Total Programme costs	19.4	100

Source: UEN accounts

As the table illustrates, of total programme resources, UEN managed 31% while the partners managed approximately 69%. Of total resources, UEN staff contributions funded from its regular budget accounted for 14% of total contribution.

Who then contributed and with what inputs to the programme? Table 4 serves to illustrate contributions by the three different sources of funding; Norad, UEN and partners.

Table 4 – Programme expenditure by source of 2006 – 2007 (in mill. NoK)

Source of funding	In. Mill. NoK	Percent
Partner funding	5.3	27
UEN funding	3.0	15
Norad funding	11.0	57
Total	19.4	100

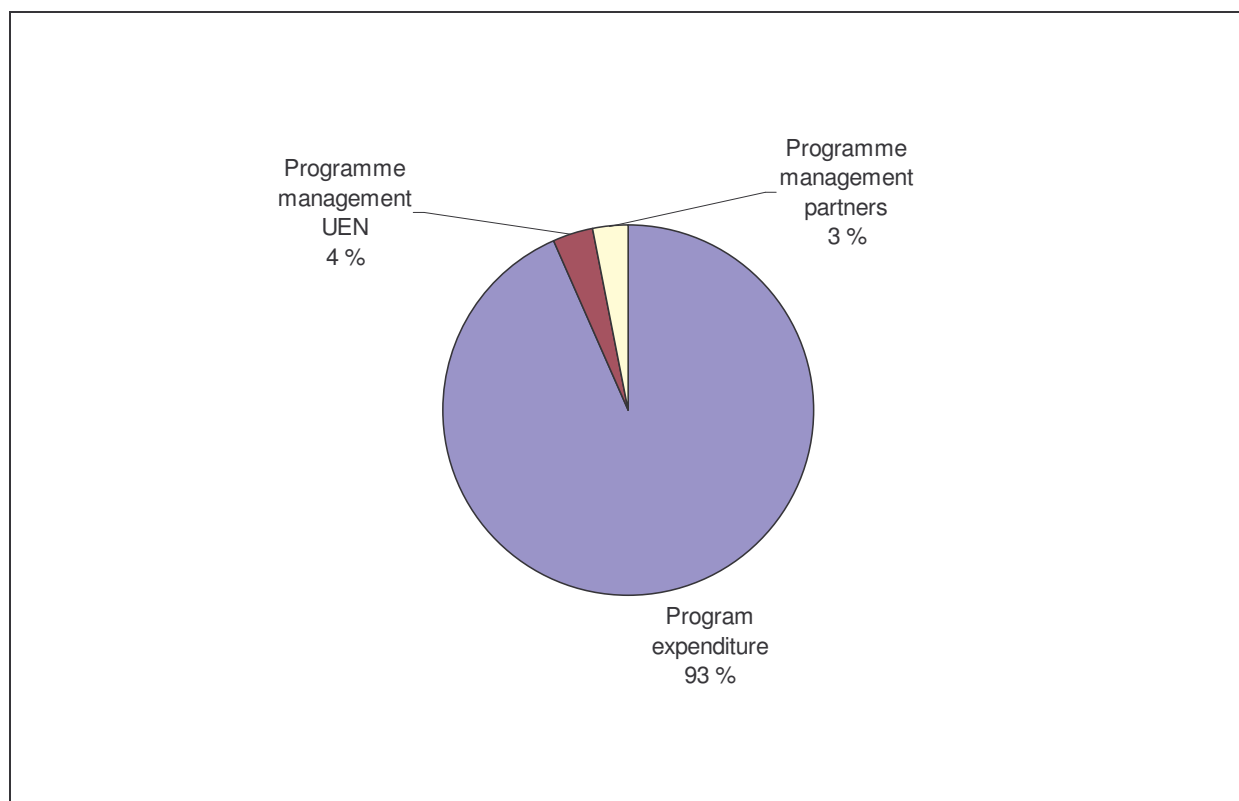
Source: UEN accounts

The guidelines for Norad support provides an upper ceiling for amount of support at 97.2% (90% of total programme costs plus an added contribution of 8% of Norad project contribution for “administration”). The actual programme contribution from Norad is far less for two reasons; the programme budget presented to Norad does not include the significant value of partner funded inputs (27%), nor the significant value of UEN staff contribution.

The total resource flow (ref. flowchart in figure 2) can be split into resources used for programme management and monitoring, and direct support to partner projects (either directly to them or through UEN partnerships with EI and others). The definition applied here for programme management and monitoring is what has been labelled as evaluations, programme planning and consultations i.e. all activities/“projects” which has not been directed specifically at strengthening partner capacity to perform as a union although it may be claimed that some of the planning exercises as well as participatory reviews and evaluations has contributed to strengthening the organisation and management of the partner.

With the above definition, of the total resources used approximately 7% has been spend on programme management activities with 4% of this expenditure incurred by UEN as illustrated in figure 3 below. The term “partner” related to programme management is to a large extent funding of management and coordination costs incurred by EI, both at the central and regional levels (the three regional branches of EI in Asia, Latin America and Africa).

Figure 3 – Programme expenditure by type 2006 - 2007



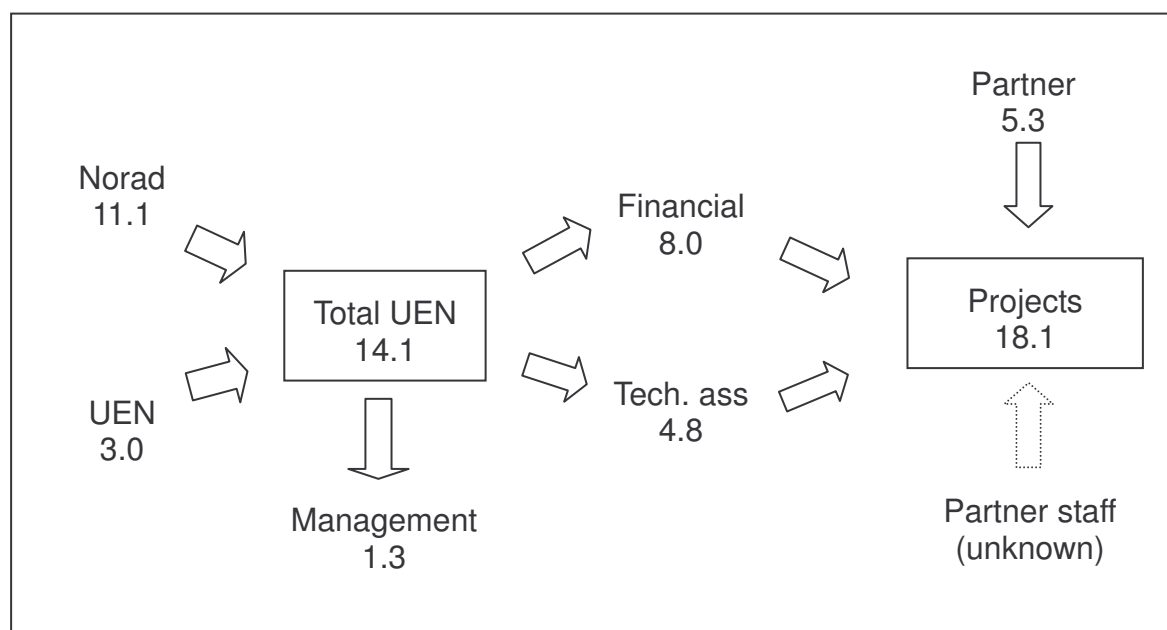
Source: UEN accounts

The above serves to illustrate that UEN not only uses a share of Norad funding to pay for own inputs to partner projects, but also contributes with its own resources when assisting partners beyond costs for management and administration of the project portfolio. Its value added from a donor (Norad) perspective can be stated as a ODA leveraging additional UEN contribution beyond the value of development finance provided by Norad.

Accordingly, not only does UEN provide services as a financial intermediary for Norad allowing outreach of development assistance to support civil society organisations (in this case trade unions in the education sector), it also generates additional support over and above the financial value of the contribution. Furthermore, a significant additional input is provided by the partner organisations themselves.

In figure 4 we have presented a flow chart of the resources to partner organisations/projects which may serve to illustrate the above conclusion. The flow chart only include those partners and projects for which Norad funding is applied i.e. not the total international portfolio within UEN.

Figure 4 – Flowchart with estimated monetary value of resource flows (in mill. NOK)¹¹



What the outcome and final benefits for the target group have been (the developing country unions and their members) and to what extent it justifies the “efforts” (financial and non-financial inputs) has been beyond the scope of this review i.e. the actual benefits have not been accessed nor the efficiency of “service delivery” and effectiveness of the contributions from UEN. The results from the web survey gives, however, some indication of what type of inputs have been considered to be of most significance by the partners. Furthermore, some feedback from the case studies has served to illustrate the findings of the web survey in addition to what has been reported in annual progress reports by UEN.

Based on the above, the value added of UEN can be expressed from a different perspective than the monetary value of the financial and technical assistance provided. Of the partners responding to the survey the majority focus on the financial contribution as the main contribution (8 mill. Nok in addition to the 5.3 mill. NoK in own contribution).

Beyond this, an important contribution has been the opportunity the cooperation with UEN has given for their exposure to learning how organisations; both UEN and others conduct their “business” i.e. from mobilisation of members to organisation and management as well as how they promote members interests in different country environments and how they approach policy issues related to education sector development. The experience of merging the two teachers unions in Norway into UEN has also evoked interests among some partner organisations.

Technical assistance to individual partner projects in the form of leadership training and counselling services are given less priority judging from the web survey response. This has also been confirmed in consultations with the three partner organisations visited by the team. Being a member of EI, UEN is also known among many teachers’ unions in developing countries for its keen interests in promoting trade unionism across political divides.

¹¹ Data for Partners’ staff inputs have not been available.

4.3 UEN regular planning and management procedures

UEN's regular planning and management systems consist of the following main instruments and procedures;

- The National Congress, the highest level decision making body of the organisation decides on UEN's overall policy and strategy at its convention every three years.
- The UEN Council of Representatives decides on annual budget and accounts as well as other management related issues based on inputs from the Executive Committee.
- The main operational instrument for planning and monitoring is the Annual Plan and semi annual progress reports. The Annual Plan is approved by the Executive Committee which is the highest authority at an operational level. It gives directions in, among others, for the Secretariat and for implementation by the organisation in general regarding decisions by the National Congress related to policy and strategic issues.
- The International Department produces semi-annual activity plans to the General Secretary on specific activities and actions, and reports on them after the close of the period. Sometimes these plans and reports are presented with the Norad application/report as annex for more detailed information on the cooperation with developing country partners¹².

The annual budget for UEN is split by each unit of the organisation serving as the resource framework for each unit in terms of spending. It includes both sources and uses of funds per department. In the case of international department, it includes among others funding from Norad. The total budget for the department is 12.2 million NOK in 2008, of which project related expenditure is 7.0 million NOK and the remaining 5.2 million NOK the regular operational budget of the department. For their total budget, funding from Norad will constitute some 5.2 million NOK (55% of total budget for the department or 78% of total project related expenditure).

The Norad funded portfolio is an integrated part of the departments activities. However, UEN also has several projects and activities, some also related to developing country partners, for which Norad funding is not applied. This is an important issue to keep in mind when we discuss systems and procedures related to the Norad funded portfolio of projects since planning, monitoring and reporting requirements by Norad are additional to what the department itself uses for internal planning, budgeting, monitoring and reporting.

4.4 Planning procedure for developing partner cooperation

In terms of its cooperation with developing country partners, the following approach is used;

- While some projects in the portfolio has evolved over time, some even from a

¹² This statement is just an assumption based on what was claimed to be the case in consultations with UEN. The review team was not granted an opportunity to actually see them and subsequently cannot confirm their existence

partnership promoted through Norad and others many years back¹³, in most cases new partnerships are identified in coordination with EI based on requests for assistance, either through EI regional branches or EI centrally. Some partnerships also evolve from contacts made through regional projects and/or participation in international venues and consultative meetings among unions.

- With the initial contact established, and in coordination with the EI, the UEN and respective partner enters into a dialogue to define what areas in which the partner requires assistance and what role UEN may play; advisor, training in leadership, training in advocacy, training and/or advisory services to promote increased participation by specific target groups (women, young teachers), training and advise in strategies for mobilisation of members, supervision in support of investment in management systems, etc. UEN and EI have several meeting places where these issues are discussed. The diversity of assistance to the different partners reflects to a large extent that UEN during this “design” phase is responsive to partner demands.
- Once an overall objective and content of the cooperation has been defined, a partnership agreement is usually signed, sometimes containing an outline of a plan for implementation, sometimes a separate plan of action is developed presenting a schedule of activities and in some cases with an activity based budget. According to UEN there should always be an activity-based budget, but review of documentation from cases studies suggest otherwise. The agreement usually follows the same cycle as the funding agreement with Norad. In some cases however, there are no written agreement signed.
- After compiling the information from the design process with respective partner, UEN formulates an application to Norad containing a brief description of partners/projects and total funding requirement from Norad.

The partnership agreement serves as the main planning tool, however, it does not appear to be standardised as observed from the country cases studies selected. For one partnership no signed agreements were found. Subsequently, the terms of agreement, definition of “projects” as well as monitoring and reporting requirements appear to vary considerably from one partner cooperation to another. The agreements are sometimes very brief and broad in content and only in some cases do they specify how and when a “project” is to be implemented (schedule of activities in a work-plan) by who and what resources (inputs).

There are no standardised conventional planning tools nor are there any standardised procedures and systems for monitoring, reviews and evaluations applied by UEN vis a vis its partners. Budgets are rarely based on detailed project descriptions, in some cases however, attempts appear to have been made in developing something similar to a log. frame. The main planning and monitoring tools applied by UEN are the application and progress reporting formats provided by Norad but they are inadequate as planning and monitoring tools.

Review of documentation from the country case studies shows that there are no specific formats applied, the reports are not standardised and vary both in frequency and content even

¹³ E.g. the cooperation with ZNUT Zambia was actually established by Norad introducing the Norwegian Union of Teachers to them.

from one year to the other. This creates a specific challenge for UEN when trying to compile an annual progress report for the total portfolio since performance data are not presented in a systematic manner and of varying quality and content.

Standardised tools and formats for planning and monitoring are issues that UEN should consider according to several of the respondents from the web-survey as well as in consultation with partners during field visits. By the latter group of respondents it is even considered as something which could contribute to their cooperation with others as well.

One observation from review of project plans and budgets as well as the overall plans (application) and budgets presented to Norad, is the lack of a clear definition of a “project”. While the plans reviewed at partner level contains several projects and activities, sometimes with a budget estimate for each, sometimes a total budget, the overall plan and reports for the total portfolio presents sometimes specific activities that UEN will engage in and support, sometimes what the partner has planned for the period and how the partner has performed (progress) regardless of to what extent it can be associated with UEN inputs (attribution). This is an issue that needs to be addressed and confirms that UEN need to apply conventional tools for project planning and reporting consistently across all partnerships.

4.5 Implementation

Once an agreement has been reached, implementation is guided by a “plan” describing activities to be undertaken and/or based on dialogue between UEN and the partner on how to proceed. Since there are no standardised tools for planning there and implementation, the actual execution and inputs from UEN is decided upon on a case by case basis – sometimes formalised in the agreement, sometimes formalised through a work-plan and sometimes agreed to through dialogue.

UEN inputs consist of financial support for activities executed by partner and personnel from UEN providing advisory, supervision or counselling services. Identification of resource persons within UEN that was to contribute included in the previous years the resource teams within UEN, but since 2006 this is now managed entirely by the UEN international department. This change in procedure has improved the overall coordination and monitoring of the quality of the resource input since the staff of the international department is charged with international cooperation as its core task.

It is a strategic decision to use the UEN representatives as advisors, trainers and supervisors for partners based on a desire to promote solidarity work as an important issue for the organisation in general. On the one hand, UEN has a wide resource base of persons experience from forming, organising and managing unions by the fact that the resource persons themselves have experience from elected positions in the organisation at central and provincial levels. Many of the types of services provided are typically management advise, training and/or supervision in implementation of partner’s management systems and procedures.

While the resources persons are often selected on the basis of their experience and skills in performing within the UEN, translating these skills for the benefit of a partner requires also skills typically for international management advisors which include communication and language skills. While there previously has not been any written uniform and formal procedure on how resource persons are to be identified some “principles” were proposed at an

internal committee meeting 14 March 2008. These "principles" suggest that selection of representatives within UEN should be based, among others, on:

- Qualifications related to the assignment and needs of the partner; i.e. that the required skills and thus what representative to assign are determined on the basis the requirement of each individual partner/project
- That the assignments are engaging a broad number of representatives to promote international solidarity work within the organisation at large i.e. that as many as possible get an opportunity for international exposure and experience.

The partner is not involved in identification or decision on who UEN is to provide. There is no formal feedback mechanism allowing the partner to express an opinion on the outcome and experience with the UEN representatives assigned to the partner/project. However, "feedback" on performance is sometimes contained in reviews and evaluations and UEN appears to be conducting reviews and evaluations frequently (in the last two years on average at least once of per project).

Feedback from partner organisations (both from the web-based survey as well as consultations during field visits) suggest that there is a need to involve the partner in this process or have some influence in choice of resource persons since several of them claim that this form of input has been of varying quality. This range from professional input in planning, as adviser on policy and organisational issues, in performing training or as supervision in implementation of systems and procedures in the partner organisation.

The UEN input appears to be of very short term and sometimes shifting resource persons during implementation despite that the partner appears to have a preference for continuation with the ones they have worked with. The average duration per project for advisory/supervision services per project has been approximately one person week per UEN resource person which is very limited to generate sustained benefits of the cooperation. While it is in some few projects and for some organisations substantial with duration over a longer period of time, in many cases it is confined to just 2-3 days duration. These short targeted interventions become then very costly considering that travel costs are a major cost component.

UEN has established internal financial regulations describing level of authority and procedures related to financial transactions and procurement. It is clearly stated the UEN, as a rule, should apply procedures that ensures value for money through competitive offers, however, it does not specify any threshold. UEN sometimes pays directly for inputs for professional management/supervisors and in some cases for equipment and other inputs required for the partner to implement new management systems. Sometimes these are service providers known to UEN from other partner projects and then contracted directly rather than through a competitive processes.

4.6 Monitoring and reporting

Progress reports are submitted in accordance with procedures when stated in UEN/partner agreements or EI/partner agreements. In some cases there is a consortium of participants in which all parties are signatories to the agreement (EI, UEN and other unions and the beneficiary developing country union). The participants in the partnership influence the choice of agreement format and model.

Consistency in planning and monitoring instruments – the case of UEN/ZNUT in Zambia

The information contained in annual plans and progress reports are structured in a way that makes it very difficult to compare progress versus plans. While progress is evident from narrative reports, it is difficult to assess progress related to planned targets. This is partly due to weakness in planning documents (both structure and definition of targets) and partly due to the fact that there are no formats for progress reporting guiding ZNUT in how to report on progress compared to plan.

Furthermore, financial reports have been presented with different chart of accounts/structure from one year to the other which makes it difficult to compare financial progress with approved budget. Finally, the budget only presents costs for some activities and only for the estimated contribution by UEN while accounts present total spending from both UEN and ZNUT.

UEN has developed some standard templates and tools for monitoring and reporting which are assumed to be included as annexes to UEN/partner agreements. Some of the agreements between UEN/partners appear to contain a standard schedule of monitoring and reporting requirements, first and foremost to meet with the requirements for reporting and fund release from Norad. However, some agreements do not have specific monitoring and reporting procedures and instead state that this is to be agreed upon at a later stage.

In some of these cases, reporting is done by the partner based on requests for information from UEN in order to complete their reports to Norad and/or for release of funding, i.e. the reporting is not done on the basis of a predetermined schedule stated in an agreement. For some partners/projects there is no progress report from the partner, but instead information related to progress is contained in travel reports from monitoring visits and/or minutes from planning/review meetings. In the cases EI regional offices receives funding for input to partner projects, EI submits progress reports and reports on outcomes from the partners. EI does not submit any separate analysis or monitoring reports to UEN.

Monitoring and reporting – the case of Nepal

There are no written agreement or contract between UEN, EI and the Nepalese partners. An oral agreement exist that NTA and NNTA will contribute with 15% of the total budgets.

EI has the main responsibility for monitoring the progress of the projects as Eli's office in Malaysia is closer to Nepal and the office has more than 10 years experience in working with the Nepalese teachers. EI and UEN representatives travel to Nepal once a year to attend the annual Evaluation and Planning Seminar. In 2008, UEN has followed-up the projects twice, while EI staff has paid one visit. Although EI has the formal monitoring responsibility, EI do not write separate assessments of how they see the progress in the projects, but just forwards the reports from the Nepalese partners.

The issue of format and frequency of reporting and monitoring was also addressed in the web-based survey. As the table below illustrates, monitoring and review meetings with partners has on average taken place once every two years. Progress reports has on average been submitted annually however for some project/partners they have not. Financial statements (financial progress) and audit reports has been submitted annually judging from the respondents in the web-survey. Review of documentation suggest that in cases were progress reports has not been submitted, information on progress is contained in travel reports and/or minutes from meetings between UEN and the partner.

Table 5 – Average number of monitoring and reporting events per project 2006 - 2007

Number of periodic project monitoring meetings with partner organisations	Reviews/evaluations of partner organisation projects	Number of progress reports from the partner organisations	Financial project expenditure reports from the partner organisations	Project audit reports from partner organisations
1.2	0.5	1.8	2	2

Reviews and evaluations appear to be conducted on average with an interval of 4 years, more frequently for some projects and some less frequently if at all.

While progress reports and monitoring arrangements appear to be implemented at reasonable intervals judging from the web-survey response, the content vary substantially judging from review of documentation. This is likely due to the fact that no standardised planning and reporting tools and formats are applied.

Fund releases and financial monitoring and reporting appear to follow strict procedures even if they are not stated in agreements or otherwise appear in other documents guiding the cooperation. The audits from partners are used as input for the UEN auditor when conducting a special purpose financial audit of UEN project accounts funded by Norad i.e. the opinion of the UEN auditor is based on audited statements from several partner's auditors.

According to the UEN/Norad agreement, Norad makes annual advances of 50% (advance release) while the remaining 50% are released after receipt of UEN audited financial statements for the year before. However, UEN faces challenges in complying with the Norad requirement for audit of accounts since many of the partners are not able to submit audited statements of accounts on time for an overall audit by the UEN auditor.

Subsequently, UEN are not able to report to Norad on total funding used within the required time frame which means that UEN effectively has made an advanced payment to partners which can not be "reimbursed" by Norad funding i.e. funds released in the first year of the agreement with Norad can only be fully reimbursed by Norad funding in the third fiscal year, if at all.

While Norad releases an advance without audited financial statements for the previous year, UEN applies stricter procedures and requires audited financial statements before the first tranche release of 50%. This delays implementation of many projects and partners in many cases receive funding from UEN 5 – 8 months into the fiscal year, which in effect means only 4 – 7 months for project implementation within the year.

Financial reports are submitted and presented separately from project physical progress reports i.e. they are detached from programme outputs based reporting. Combined with the observation that plans and progress reports have limited specifications of targets to be achieved in a specific timeframe it is difficult to compare physical and financial progress (efficiency).

An attempt was made by this review to establish an overall result framework for the portfolio in cooperation with UEN. Judging from this framework using inputs from annual plans (in

accordance with Norad's required format) and budget/accounts, it proved for most projects difficult to assess actual achievements by projects individually, achievements in the partnership (sum of "projects") and overall for the portfolio. This is not an issue of the adequacy of Norad formats (serving an internal purpose for Norad), but the fact that partners reporting to UEN do not contain information in format and with a content allowing compilation of an overall progress report showing planned versus actual achievements. In annex IV we have introduced a format that may be considered for both planning and monitoring purposes which may illustrate a way forward in improving on planning and management procedures.

4.7 UEN capacity and approach to partner support

UEN has a membership base of 145,000, of which some 2.800 are elected and/or employed representatives at central and provincial levels from which some 34 have participated in the cooperation with the partners during the years 2006-2007. With some 33 projects spread among 21 partners and 6 regional programmes with an average input of 550 person-days input per year by UEN (approximately 16 person-days per person), the effort in managing the portfolio and effectively providing services may not appear too demanding compared to the capacity available.

However, the question is not so much the amount of effort actually provided compared to existing capacity but to what extent it is considered adequate for program management, monitoring and service delivery complying with the agreement with the partners and Norad requirements for monitoring and reporting. The average of 16 person days a year per project both for monitoring and service delivery means limited time for actual service delivery if monitoring tasks are to be implemented effectively. Responses from partners indicate that they are sometimes receiving "advisors" from UEN who only spend 3-4 days which is a very short duration to have sustained impact of the services provided and to travel costs.

From consultations with UEN, partners and results from the web survey the following observation has been made;

- While there is a fair number of qualified personnel with capacity and experience to offer the services in demand from partners, they are to a limited extent guided by consistent frameworks for what is to be achieved and how. They are rarely guided by terms of references and written job descriptions.
- Partners are visited and consulted at irregular intervals and often with very short term inputs, it does not appear to be a standardised monitoring cycle nor adequate sustained input in the form of advisory and counselling services.
- Judging from responses from the survey, partners prioritise UEN funding for activities managed and implemented by them as well as formal training from UEN and when UEN serves as a venue creator allowing the partner representatives to meet with other unions in the region, nationally or UEN in Norway. They have mixed experience and often find less value in the advisory and counselling services provided by UEN representatives.

The observations above may suggest the following issues that needs be considered;

- The cooperation should be planned for in a consistent framework with a clear definition of what is to be delivered and achieved (ref. sections on planning and performance monitoring systems and procedures),
- That UEN apply additional criteria for selection of UEN resource persons (like language proficiency and communication skills) and establish procedures for assessing their performance which also involves the partner,
- The resources and timeframe allocated for UEN advisory and capacity-building support is often inadequate to have impact that justifies costs (allow more time for resource persons when they conduct services for partners at partner's location). If availability of resource persons is a constraint then reduce the number of partners and projects to allow more input per partner.
- As discussed in the section above, the annual plans and reports, as well as project plans and reports suggest that there is a significant scope to improve planning and management instruments to better guide the inputs from UEN in order to achieve the overall objective of the cooperation more effectively and efficiently.

4.8 Coordination and harmonisation

The UEN portfolio is widespread in terms of geographical outreach (many different countries in all continents) and with a diversity of services provided through the projects to its partners. However, the UEN portfolio is only one among many supported by more than 20 other national unions for the 26 regional projects and 208 national projects in 82 countries. The UEN portfolio reflects to a large extent a coordinated approach with EI, it is not a portfolio developed by UEN alone.

According to information obtained from EI on national union projects globally, some 234 projects with developing partner countries received support from other national unions and 44 of these projects were with cooperation between several national unions, in some cases also with UN organisations and bilateral development agencies.

Of the 22 unions receiving support from UEN almost 10 of them has received support from other partners/donors as well and in 5 of the cases it has been support provided by UEN in cooperation with other unions, i.e. joint cooperation on specific project interventions. In some cases unions and/or EI provide support to the same partner. From review of documentation related to the case studies in which UEN cooperate with others or support the same organisation but through a different project, it appears to be closely coordinated between the respective union and/or EI.

To what extent this form of cooperation improves effectiveness and efficiency of services is beyond the scope of this review to assess, however the above serve to support an observation that EI plays an important part in coordination of national efforts and that UEN through its dialogue and coordination with EI reduces the risk for duplication and/or fragmentation.

4.9 Compliance with Norad agreement

The Norad agreement specifies purpose for the support provided, amount and procedures for annual allocations as well as monitoring and reporting requirements. When reviewing plans

and reports (both program and financial reports and audits), the terms of the agreement have been largely complied with, but with some exceptions;

- There has been delays in finalising reports due to some discussions between Norad and UEN on the content of the reports submitted, in particular financial reports. UEN has presented reports on total project costs for each project including partner contributions. These have sometimes changed from one version of the report to the other and sometimes the total for a column has been incorrect as regards total spending. On the other hand, the calculation of UEN's costs and Norad's contribution has been accurate and as such the errors in the report has had no impact on UEN's financial position vis a vis the grants awarded by Norad. The problem for UEN is that it is, for various reasons, difficult to establish accurately the actual contribution by the partner, partly due to delays in submitting final accounts and partly because the actual partner contribution can be subject for discussion. This was also confirmed during visits to the selected partners in Nepal and Zambia. Most Norwegian NGOs face the same problem. The fact that UEN actually tries to establish the total cost of a project, not only what has been funded by UEN and Norad, should be commended since it enables more accurate analysis of cost efficiency of implementation although it should then be as accurately as possible and without calculation errors.
- Norad made an exemption to the agreement by demanding a midyear report in 2008 to report on progress of the total portfolio from 2006 to date rather than the prescribed annual report (in which case UEN was to provide an annual report for 2007). This request is contrary to the agreement and it is difficult to find a justification for this change in reporting procedures from a monitoring perspective. The change in reporting means that it is not possible to compare progress versus plans, expenditure versus budget and conduct any analysis of programme efficiency since financial progress and physical performance covers two different periods, the former the calendar years for 2006 and 2007 while the latter covers 30 months from 2006 – mid-year 2008). Since this “new reporting cycle” substituted the annual report for 2007, a review of the UEN portfolio can only as yet be done for the year 2006 while a full review for subsequent years have to await the final report for the full agreement period (after it concludes in 2008). The above serves to illustrate that the sudden change in the terms of the agreement reduced the value of reporting for monitoring purposes significantly.

While the terms of agreement may be claimed to have been complied with by UEN (even with the above exemptions), the above observations from the assessment of the UEN planning, monitoring and reporting procedures related to partners have significant impact on the content of plans and reports.

- The term “project” in UEN plans and progress reports is not consistently defined. For some partnerships it may feature with one project in the budget while in the progress report and in the activity plans developed between UEN and the partner it sometimes features as several projects.
- In the, budget, plans and progress reports to Norad, some “regional” projects are presented separately while they in effect are actually “procurement of services” from a regional institution for inputs to national partner projects. Then in the plan and report they are presented as two separate projects with separate budget lines and allocations.

- Some projects have been presented with a budget allocation but there is no mention of the project in the progress report despite that it is charged to Norad funding for expenditures incurred.
- Finally, only in few cases do the plans and progress reports submitted by UEN to Norad present what the *project* UEN supports are to achieve or have achieved. Instead, they present *partner* plans and activities of which many are not associated or linked to any of the UEN inputs funded. With a few exceptions, it is not possible to assess what was planned to be achieved and what has actually been achieved that can be *attributed* to financial and non-financial support from UEN.

Following the above, it can be claimed that the formal requirements as per agreement has been complied with in as much as plans (applications) have been presented in accordance with the prescribed format by Norad, annual progress reports have been submitted on time and also in the prescribed format and audited financial statements have been on time (all though not covering all projects budgeted for due to the delays in receiving audits from some partners as mentioned above).

In terms of content however, the above plans and progress reports only on exceptional basis gives any opportunity to assess what was planned to be achieved for a partnership and project, what has been achieved and the presentation of the budget and expenditures are not consistent with the progress report on “projects”.

In order for UEN to be able to improve on the above and comply with statutory requirements for receiving public funds in support of its activities (ref. Financial Regulations of the Norwegian Government¹⁴), it will require the introduction of a system and procedures for program and project planning, management and monitoring which is standardised and applied for all its partnerships and “projects”. While it does not need to be complex, the key issue is to have a standardised system applied globally in all partnerships in order to plan in a systematic manner, ensure that partnership agreements contain the same elements, that plans and progress reports are produced in the same format in order to be able to consolidate the information into one overall plan and progress report for the total portfolio. The plans and progress reports should be in the same format allowing comparison of progress against plans and cover the same periods.

Budget and financial reports should also be presented in the same format for each project and with the same “project definitions” as in the plans allowing comparison of expenditure versus budget and cost versus physical progress. The sample provided in annex IV may serve as an illustration of the above.

In terms of disbursement arrangements there are significant delays, partly due to delay in releases of funding from Norad and partly due to specific conditions applied by UEN for release of funding to its partners. Firstly, to reduce these delays Norad should make available

¹⁴Ref. among others para 6.3.6 in ”Reglement for økonomistyring i staten - Bestemmelser om økonomistyring i staten”, The Royal Norwegian Ministry of Finance, 12 December 2003.

funding immediately at the beginning of the fiscal year for which it has approved funding for in order to avoid the 2-3 month delays it causes for project implementation.

Secondly, UEN should change its requirement for audited accounts for the first tranche release to partners. This will allow partners to implement projects as planned instead of having to wait several months and then only allow a few months for actual implementation within the fiscal year. The latter should be acceptable from a fiduciary risk perspective if UEN prior to entering a partnership agreement has made an assessment of the partner's financial management system and procedures to ensure that they comply with standards for accounting, disbursement, procurement, internal control and external oversight and audits (due diligence assessment of partner).

In addition to delays caused by releases of funding there are also other delays due to unforeseen events. Some partners operate in volatile political environments which may delay implementation of planned activities with UEN, others delays may have other causes. Some also have different fiscal years than UEN and Norad. It means that funds sometimes cannot be fully utilised within the UEN/Norad fiscal year as planned. However, since outstanding balances of Norad transfers are deducted from next fiscal year allocation (not even transferable from one year to another within the period of the UEN/Norad agreement), the entire portfolio becomes underfunded and/or some projects need to be discontinued. Either Norad should allow transfer of balances from one year to another rather than deducting outstanding balances or allow extension of the agreement if delays are carried forward beyond the three year timeframe of the agreement.

4.10 Follow up to recommendations from 2005 review

In the review of the UEN international solidarity work supported by Norwegian funding several observations and recommendations are made.¹⁵ Among the main recommendations and the extent to which this review has found them incorporated are the following;

- UEN was recommended to consolidate its portfolio of partners and projects under the assumption that it may improve effectiveness of the cooperation by concentrating its resources on fewer partners and projects.

This observation has partly been addressed by changes in UEN's internal management procedures for international cooperation by concentrating all its coordination and management tasks within the International Department after discontinuing the delegation of some coordination and project management tasks to various resource teams.

On the other hand, the number of partners and projects remain at the same level today as in 2005. As observed by this review, questions can be raised regarding the amount of input each partner and project receives from UEN which sometimes appear to be very limited. This may be due to the fact that the number of internal resources persons engaged in the projects and the time they have available is often too limited to sustain the cooperation and support over a longer period of time. Thus the issue of consolidating the project portfolio is still an issue that should be considered. It should however be mentioned that UEN is phasing out projects that

¹⁵”Gjennomgang av Utdanningsforbundet - GLO-2108 - Rammeavtale mellom LINS og Norad”, Karen Brit Feldberg and Roald Skøelv, 27 June 2005

do not fall within its core strategic objective for its solidarity work; strengthen partner unions in developing countries.

- Sharing tasks with other country unions and EI may improve overall efficiency of the cooperation and serve as an alternative to consolidation of the portfolio.

The number of projects implemented jointly with other country unions and EI partners has not changed since 2005 however, the cooperation and coordination with EI has been further strengthened.

- Strengthen developing country partners with organisational development and through training should continue as the main content of cooperation with partners.

As previously mentioned, strengthening partner organisations has been and continues to be the main strategic objective and is also reflected in the type of cooperation that UEN engage in.

- More emphasis on influencing national and international development policies related to education as well as promoting knowledge and supporting changes in education systems.

UEN has prioritised strengthening of partner organisations which is also their main comparative advantage. This also includes strengthening partner's ability to influence education policies. However, if this recommendation meant that UEN should influence aid policies on education in general and support changes in education systems, this should in our view be done through a separate arrangement linked to the same process in which Norad and the Royal Ministry of Foreign Affairs participate and engage the Norwegian Ministry of Education, i.e. not to be integrated into a programme supporting and strengthening partner unions in developing countries.

- The content of the projects and to what extent projects are actually implemented is not clearly shown in annual plans and progress reports.

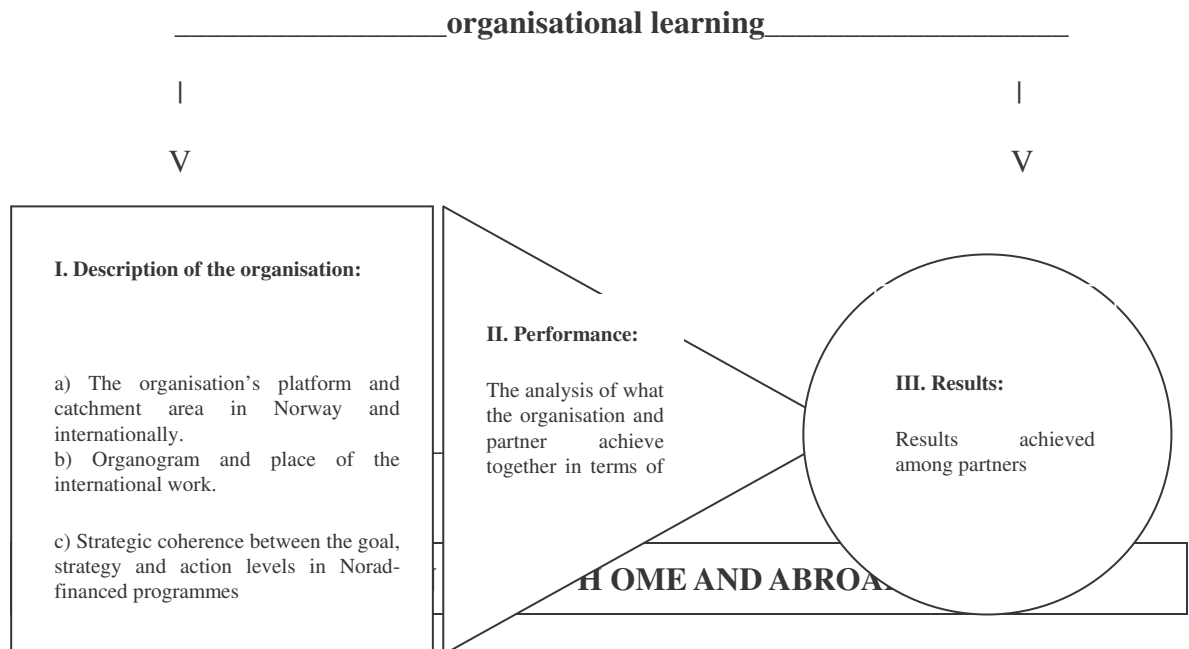
This is a recommendation that is still valid based on observations of this review. To further develop and implement planning and management tools within UEN follows as one of the main recommendations based on the findings presented in sections above.

Terms of reference (ToR) for organisational review of Utdanningsforbundet

1. Model for work on the organisational review

In the figure on the following page, the main components of the review are illustrated by an open organisational system in which the different parts are dependent both on each other and on the surroundings. The organisational review will comprise a capacity analysis of the system's performance and find out where its strengths and weaknesses lie. Its performance, which is illustrated in **triangle (II)**, is specified in more detail in section 4 (pp. 8-10). The analysis also requires knowledge about *organisational matters* that must be taken from the **square (I)**, and the results achieved in the form of capacity development with the partners, illustrated by the contents of the **circle (III)**. The contents of these sub-figures are also described in more detail in section 4.

C O N T E X T H O M E A N D A B R O A D



An organisational review concentrates on the services the Norwegian organisation delivers. This means services delivered to partners abroad as well as the extent to which the organisation is capable of meeting the terms and conditions set out in the agreement with Norad. The review will also assess the partner organisations' ability to deliver towards its target groups and its ability to meet with its commitments towards the Norwegian organisation. It is the "*performance of the system for delivery services*" that is to be analysed, not the services themselves. An assessment of the partners' capacity may, however, be illustrated by results with end-user of the partners' services.

The context at home influences the Norwegian organisation in Norway; the context abroad influences the organisation and partners in their joint work. By context is meant framework conditions which the organisation cannot influence itself, factors it can influence as a result of prolonged purposeful efforts, and factors in its surroundings which it can readily influence.

The organisational review will normally start with a description of the services delivered at different levels in the organisational chain. The description shall be related to the context in question. It shall also provide an overview of the distribution of resources in the organisational chain. As the analysis of the organisation's and partners' services progresses, the causes of the conditions that are uncovered will be examined in more depth, both factors of an organisational nature (**the square box I**), the partners' roles and resources, and factors that can be attributed to the context in which the work is done.

It is important not just to examine the results (**Circle III**) among partners. Also possible consequences of the organisation's and partners' work for other groups in the immediate environs and the local community may be examined. As illustrated by the arrows in the figure, there is continuous interaction between the organisational chain and the surroundings. In this interaction a great deal of communication and learning takes place at different organisational levels between the Norwegian organisation, partners and recipients, which is important to performance.

The capacity analysis of this organisational system shall assess both the services delivered and the quality of the ongoing interaction processes, which will require the use of different kinds of indicators.

The **square (I)** contains the actual description of the organisation, including the organisation's platform, organogram, strategic coherence, human and financial resources and procedures/tools, evaluation and learning.

The analysis of the organisation's ability, together with its local partner, to make use of its resources in order to achieve results takes place in the **triangle (II)**. **The analysis of performance is the most important part of the organisational review.**

The circle (III) contains the results which the organisation achieves together with its partners with respect to the development of the partners' capacity and aid to final recipients. The results are divided into two parts in order to illustrate that most organisations have the twofold goal of strengthening local partners and thereby strengthening special target groups and/or civil society. The review shall focus on capacity development with the partner. Results with the end-user may serve to illustrate the partners' capacity, but is not subject to separate analysis. In addition to observations, interviews and the material available in the organisation's reports to Norad, the country visits will show whether the results among partners are actually in accordance with the picture painted by the organisation in its reports.

An organisational review shall thus assess an organisation's ability to achieve effective aid given its available financial, human and professional resources and work methods. The main question is whether the organisation – together with its partners – has the capacity and professional expertise required to achieve its goals and implement the measures and programmes supported by Norad or which Norad will support. This presupposes that the organisation is familiar with the socio-cultural context in which it operates and that it has a realistic ambition level for its work. Other important aspects include examining to what extent and how the organisation coordinates its work with other organisations, locally and in relation to the national authorities. And whether it is familiar with and utilises the same guidelines and standards in its work as other players do.

The team's assessment shall take account of Norad's experience of dialogue with the organisation, the annual meeting, country visits, the organisation's follow-up of previous grant letters, participation in various national and international forums etc.

After an overall assessment, Norad should be able to:

- Determine whether the organisation has the required system for management and control of its own activities, including expertise with respect to developing and applying methods and systems for the documentation of results and long-term effects.
- Determine whether the organisation is capable of adapting goals and means to each other, and adapting means and goals to the situation and the context.

After the review the organisation should be able to:

- Decide the direction of the organisation's further work on development of its capacity.

2. Background

Description of Utdanningsforbundet (Union of the Education Norway) and partners' services (see 1).

Utdanningsforbundet is a trade union in the education sector in Norway - with members from pre-school to university level. Utdanningsforbundet has 145 000 members. Before 2002 Utdanningsforbundet consisted of two organisations: Lærerforbundet and Norsk Lærergag. Lærerforbundet had received support from Norad since its inception in 1993 and Norsk Lærergag since the beginning of the 1980's. Utdanningsforbundet started getting one agreement, for the fused organisations, from Norad in 2003. Utdanningsforbundet was subject to an organisational review in 2005.

Utdanningsforbundet is a member of the worldwide teachers' federation, Education International (EI) - and EI/E which comprises European education unions. Through EI, Union of Education Norway is involved in supporting work relating to education, human rights and trade union rights.

Utdanningsforbundet also enjoys wide-ranging contact with the EU system through ETUCE (the European Trade Union Committee for Education).

At Nordic level Union of Education Norway is represented on the Nordic Teachers' Council (Nordiska Lärarorganisationers samråd, NLS) - a joint cooperative body for Nordic teachers' unions.

Utdanningsforbundet's day-to day- involvement in international solidarity work is primarily handled by its international department. The overall objectives are to achieve quality Education For All and to strengthen the role of teachers' trade unions in their national contexts. This will in turn strengthen the civil society and democratic development in the societies. The funds from Norad are primarily used for improving financial management and organisational and professional development in bilateral cooperation with sister organisations in 14 different countries. Utdanningsforbundet is also supporting women's networks related to the trade unions, and is involved in consortiums with other EI-organisations to support organisations which need special attention. Part of this work, as well as cooperation with organisations in the Balkans are funded by Utdanningsforbundet's own means. Another integral part of the Union's

international work (that is also covered by the Union's own funds) is the political involvement in Norway. Utdanningsforbundet wishes to influence the Norwegian government to pursue development policies that are sensitive to the role of education and trade unions in the development of societies. (The Union is secretariate of Global Campaign for Education (GCE) in Norway, and is consulted by the government in EFA matters. The Union's president is elected representative for Europe and North America in GCE at the global level. The Union is also participating in a consultation group concerning the International Finance Institutions). This advocacy work in the Union's own national context is seen as a natural continuation of the work done abroad.

The reason why the review is being carried out:

Utdanningsforbundet has a frame agreement (samarbeidsavtale) with Norad and 2008 is the final year in this agreement period. There will be a negotiation for a new frame agreement from year 2009. The review of Utdanningsforbundet will be used as part of Norad's assesment for a new agreement.

A description of the composition of the team and its leader:

The team should consist of two members with documented experience in the field of development cooperation, labour organisations, civil society and NGOs in general. One of the consultants must have a special experience in evaluation of financial and administrative systems. One of the members of the team will be from Norad.

3. Purpose

The purpose of this organisational review is **to examine and analyse** the organisation's ability to provide effective aid. A special focus should be on the following points:

- A special focus will be on financial reporting and narrative reporting on results to Norad.
- The organisation's professional, financial and administrative capacity: With a special focus on accounting and financial reporting
 - The ability to achieve its own goals.
- The relation and the role between EI and Utdanningsforbundet in support to organisations in South?
- The role Utdanningsforbundet has when supporting organisations in the South?
- Utdanningsforbundets added value
 - Results in accordance with Norwegian political priorities
 - The geographical disperse portfolio handled in regard to capacity and recourses' in the Utdanningsforbundet
 - To what extent has Utdanningsforbundet implemented the conclusions/recommendations of the 2005 review?

4. The scope of the assignment

The review shall be based on the following reference material:

- The organisation's cooperation agreement with Norad, the annual allocation letter from Norad, its policy and strategy for aid work, the organisation review of 2005, annual reports, website and applications, as well as research-based literature aimed in particular at the areas within which the organisation works, and documents with reference to 'best practices'
- Applicable guidelines for grants to civil society (2001)
- White paper no 35 (2003-2004)
- The grant letter for the year 1, 2 and 3
- The report of the Rattsø committee (summer 2006).
- Norad's strategy towards 2010
- The governments action plan for women's rights and equality in Development

The organisational review shall form the basis for a general assessment of both Utdanningsforbundet's reporting to Norad and the quality of the organisation's internal communication. The analysis shall also include an assessment of the head office's organisational structure and dimension in relation to its own functions and tasks. The review shall cover the whole organisational chain from head office to local partner¹⁶. The work will consist of studying, analysing, concluding and presenting recommendations and proposals for follow-up.

An overview of the factors to be examined in more detail follows below. However the main areas are assessed and analysed are stated under point 3. purpose.

Most of the following points involve questions that cannot be answered in chronological order once and for all, but are more recurring questions that will follow the team in its assessments throughout all the phases of the work up until the final report.

Description of the organisation (The square I)

- The organisations catchments area, platform and structure:
 - ✓ In Norway and abroad
 - ✓ Remit, policy and strategy(ies)
 - ✓ Governing bodies, organisational structure and work methods
 - ✓ An organogram indicating the place of the international work
 - ✓ Strategic coherence between the goal, strategy and action levels
 - ✓ The organisation's partners/whether it operates on the basis of partnership (or is self-implementing)
 - ✓ The organisation's procedures for (a) monitoring and (b) formalised dialogue/collaboration with any partners in the South
- Capacity and professional competence

¹⁶ The local partner can consist of a network of individuals, informal local community groups (CBOs), individual NGOs, NGO networks, government or semi-government organisations. The context in which such players operate is also highly variable, which strongly influences the critical variables for capacity building it will be most relevant to examine in the review.

- ✓ Procedures/tools for organisation management, financial management and the measurement of results
- ✓ Risk analysis of human, professional and financial resources
- ✓ Evaluation and learning

Performance analysis (The triangle II)

Of the Norwegian organisation

- Policy, strategy and action programme for building partners' capacity:
 - ✓ How and on the basis of what principles does the organisation choose its partners?
 - ✓ To what extent and how does the organisation contribute to strengthening partners?
 - ✓ How does it contribute to the development of partners' knowledge, e.g. it has good ideas but is poor at making arrangements that help the ideas to be realised?
 - ✓ How does the organisation measure and monitor the attainment of goals?(use of baseline, indicators etc)
 - ✓ What success indicators has it established/does it establish?
 - ✓ To what extent are partners included in decision-making and strategy processes?
 - ✓ What other roles do the partners have in relation to the Norwegian organisation?
 - ✓ How does communication function between the Utdanningsforbundet, EI and partners?
 - ✓ How is the distribution of roles between Utdanningsforbundet and EI in regard to choose partners, follow up, strategy etc,
 - ✓ What is the timeframe for partnerships? To what extent is a phasing out strategy prepared with a view to the partner standing on its own feet in the end?
 - ✓ Are there sufficient systems in place for anticorruption work?

Of one local partner

- The quality of the partner's planning and implementation process:
 - ✓ To what extent are partners and target groups included in the planning and implementation phase?
 - ✓ How much local expertise and resources is mobilised in programmes?
 - ✓ How realistic are the goals and the planned results during the planning phase?
 - ✓ How are indicators used in the planning phase?
 - ✓ How is risk analyses carried out in the planning phase?

Of both the Norwegian organisation and local partners

- Reporting and evaluation of capacity-building results:
 - ✓ What indicators and other instruments are used to report goal attainment at different levels?
 - ✓ What are the reporting requirements and how are they followed up?
 - ✓ What feedback is given on reports from partners?
 - ✓ What guidance is triggered by feedback on reports?

- Learning in the organisation and by local partners - and the quality of communication when:
 - ✓ A failure takes place in terms of quality and delivery date in relation to contractual obligations
 - ✓ Conflicts and corruption occur.

Results achieved among partners (The circle III)

The review will not go in dept on verifying results achieved among partners through field visits (circle III.) However one country visit will be done. Furthermore two different programs or projects (one from a relatively new partner and one from an old partner) will be subject to a particular assessment through a desk study. The desk study will analyse how Utdanningsforbundet identify results and progress and how this influence their planning. Questions that can shed lights on this can be:

- ✓ What is the level of the results (input, output, outcome)?
- ✓ What has been achieved in terms of building partners' capacity that can be attributed to Utdanningsforbundet?
- ✓ How has this contributed to strengthening civil society?
- ✓ How are results with final recipients documented?
- ✓ To what extent are indicators used in reporting?
- ✓ How is the risk situation handled during the programmes?
- ✓ How has Utdanningsforbundet contributed to sustainable organisations?
- ✓ Have they contributed to excite strategies helping the organisations to become independent on foreign aid?

5. Work process and method ¹⁷

The main part of the review will be carried out in Norway, where Utdanningsforbundet has its office. EI in Brussels should be visited as part of the review, and Zambia should be visited to assess Utdanningsforbundet support to ZNUT and the three-part cooperation including SATU. In addition a desk study shall be carried out focusing on projects in FMSE in Mongolia and Network PGRI in Indonesia.

General information about the collection of data/information

The review shall be based on document studies, but also on the use of a self-evaluation form and interviews in order to ensure necessary participation in the process. Both involved people working in Utdanningsforbundet and Norad the last 3 years should be interviewed (if possible).

The self-evaluation form will preferably be used by board members and employees at head office and country level and possibly others. Interviews, which should be based on an interview guide, can be conducted with a sample of persons at all

3) Two good reference documents as regards organisational analysis are Stein-Erik Kruse's "How to Assess NGO Capacity: A Resource Book on Organisational Assessment", 1999, Bistandsnemnda and "Institutional Assessment and Capacity Development: Why, What and How", produced by EuropeAid for the European Commission, September 2005.

levels in the organisation, including partners (and possibly target groups or other stakeholders).

The study and documentation phase

The first part of the review will consist of an in-depth study of the documents concerning the organisation and its cooperation with and reporting to Norad and its local partners.

The provisional results from this phase shall be presented to Norad and Utdanningsforbundet. **The inception report** shall be presented before visit to EI, the country visit and the desk study.

Interpretation of the data and observations

The consultant's subjective standpoint shall be explicitly stated in the report, and the methodological approach shall be systematic and analytical. As far as possible, conclusions shall be based on triangulation, i.e. elucidation of the same question from several angles using data from composite source material. The document studies and interviews shall be organised in a manner that ensures they are representative and that the analysis provides a basis for drawing tenable conclusions.

Analysis and conclusion

All assessment of the reliability and relevance of the management of the undertaking and its finances shall be based on documentation.

Recommendation and follow-up

The review shall provide Norad with new knowledge about the direction further cooperation with Utdanningsforbundet should take. The recommendations shall be structured with this in mind and contain proposals for improvements on which Norad should focus in its follow-up work.

The recommendations shall also contain proposals for measures to improve Utdanningsforbundet's organisational structure in order to optimise the organisation's aid activities. Otherwise, the team is free to include other recommendations that are deemed to be relevant to furthering the objective of the review. However the main conclusions must be relevant to the main points in the Purpose.

The team leader is responsible for the final report, but any internal disagreement about its conclusions and recommendations should be stated in the report.

6. Reporting

In order to allow an opportunity for comment and for correction of any factual errors and misunderstandings, the team will send a draft of the final report to Utdanningsforbundet, local partners and Norad no later than 30 august with a deadline for responding to the team two weeks later.

Final report

The final report will be structured in accordance with the Terms of Reference. It shall be written in English, contain a summary of approx. 2-3 pages with the main conclusions and the total report be maximum 35 pages long. Appendices can be added. The final report shall be sent to Norad in electronic format.

Utdanningsforbundet may on its own or partners' behalf request that information that is considered particularly sensitive with respect to the life and safety of staff be included in separate appendices with restricted access.

Information, presentation and publication

In order to ensure that the report constitutes a good basis for follow-up, the team shall keep Norad's case administrator and (when applicable) the reference group informed about the progress of the work and include them in discussions about important findings, topics and issues before the or visit to EI start, as well as during the concluding phase of the work.

At the request of the organisation or Norad, the team leader shall be available for discussions about recommendations and follow-up points.

As part of the assignment, the team leader and/or consultant shall make two presentations of the final result two months after the report is completed. One of the presentations will be made at **Utdanningsforbundet's** head office or other expedient venue, while the other will be made at a half-day seminar for **Utdanningsforbundet** and Norad personnel.

The report will normally be published on the internet. In special cases, and subject to relevant legal provisions, parts of the report may be exempted from general publication.

7. Time schedule and budget

Time schedule

The work will commence the August 20, 2008, and the final report will be presented to Norad no later than October 10 2008.

Budget

As a separate appendix (the costs are stipulated to be maximum NOK 200.000).

Oslo 06.06. 2008

Gunvor Skancke

Deputy Director, Civil Society Department

ANNEX II – LIST OF PERSONS CONSULTED

Name	Position/Title	Institution
Lajla Blom	Head of International Department	Union of Education Norway
Henning Folke Hansen	Head of Finance Department	Union of Education Norway
Ingrid Convery	Consultant International Affairs	Union of Education Norway
Anne Kathrine Blyverket	Consultant International Affairs	Union of Education Norway
Yaw Frimpong	Finance Department	Union of Education Norway
Hildegunn Øye	Administration	Union of Education Norway
Karin Lilletun Langeland		Union of Education Norway
Nicolás Richards	Senior Coordinator	Education International
Hilde Thyness	Advisor	Norwegian Agency for Development Cooperation
Charlotte Nordby	Advisor	Norwegian Agency for Development Cooperation
Tove Kvil	Advisor	Norwegian Agency for Development Cooperation
Elisabeth Forseth	Advisor	Norwegian Agency for Development Cooperation
Lillian Prestegård	Advisor	Norwegian Agency for Development Cooperation
Anne Glad Fredriksen	First Secretary	Royal Norwegian Embassy. Lusaka
Roy Mwaba	General Secretary	Zambia National Teachers Union
Newman Bubala	Deputy General Secretary	Zambia National Teachers Union

Name	Position/Title	Institution
Robert Chisupa	Deputy General Secretary	Zambia National Teachers Union
Auster Kabalo	Director for Workers Education	Zambia National Teachers Union
Joel Kamoko	Director, public and International Relations	Zambia National Teachers Union
Benjamin Banda	Accountant	Zambia National Teachers Union
Edwin Bwalga	Human Resources	Zambia National Teachers Union
Hira Pd. Nepal	President	National Nepali Teachers Association (NNTA)
Mohan Jnawali	President	Nepal Teachers Association (NTA)
Babu Ram Adhikari	General Secretary	NNTA
Birendra Prakash Shrestha	General Secretary	NTA
Madu Timilsina,	Board Secretary, Head of publications	NNTA
Bhim Lal Aryal	Joint Project Coordinator (office in NNTA)	NNTA-NTA
Pushpa Deodhia	Joint Project Coordinator, Women's Project (office in NTA)	NNTA-NTA
Krishna Prasad Dhakal	General Secretary	Teachers Union Nepal (TUN)
Santa Adhikari	Office Secretary	TUN
Tore Asmussen	International Secretary	Danish Union of Teachers, DLF
Kurt Buch Jensen	Deputy Secretary General	DLF
Dev Raj Dahal,	Country director	Friedrich Eberhard Stiftung Nepal
Kristine Storholt	Second Secretary	Royal Norwegian Embassy, Nepal
Alonysis Matthews	Head	Educational International, Regional Office Asia
Sashibala Singh	Coordinator	Educational International, Regional Office Asia

ANNEX III – SURVEY QUESTIONNAIRES

The survey questionnaires were based on the review framework. The survey was limited to activities conducted during 2006 - 2007.

Questions to UEN staff and resource persons

1. In what capacity are you associated with the organisation?
2. Your age
3. Sex
4. How long have you been member/staff of UEN?
5. How many UEN partner organisations have you work with during 2006 - 2007 by providing advisory services to them, being responsible for monitoring support from UEN to them and/or conducting training/seminars in which they have participated?
6. State the name of the country(ies) of these organisations by ticking one or more of the boxes below
7. How many of the following projects have you provided assistance to during 2006 2007 - like working as an advisor to assist the partner, provided training to partner staff and members, etc.? (tick of one or more of the checkboxes for the projects you have provided assistance to)
8. In order to assess the amount of human resource input to assist partner organisations we would like you to give us an estimate of the total number of working days you have been providing assistance to the above projects as advisor, trainer or other forms of support in project implementation (excluding work for monitoring purposes like reviewing progress reports or participating in reviews/evaluations and review meetings)?
9. Which of the following projects have you been responsible on behalf of UEN to monitor and follow up its performance (like ensuring the partner produces progress reports, complies with agreement with UEN, etc.)?
10. How many visits did you make to these projects during 2006 - 2007 (either to provide assistance or for monitoring purposes or both)?
11. How many of the visits were for the purpose of providing assistance to partner in project implementation (as opposed to visits for monitoring and/or review of project performance or other visits of a more general nature)?
12. What type of assistance/support did you provide to the partner?
13. For how many assignments during 2006 - 2007, if any, did you have written terms of reference/job description for the services you were to provide?
14. How many periodic project follow-up/monitoring meetings with partner organisations

did you participate in during 2006 - 2007?

15. How many reviews/evaluations of partner organisation projects did you participate in during 2006 - 2007 as a team member of the review/evaluation team?
16. How many progress reports did you receive from the partner organisations with during 2006 - 2007 reporting on project results?
17. How many financial project expenditure reports did you receive from the partner organisations during 2006 - 2007?
18. How many project audit reports did you receive from the partner organisations during 2006 - 2007?
19. Do you have written operational guidelines/handbook provided by UEN for project management/monitoring?
20. Do you have specific formats for project document, progress reports, etc.
21. For how many projects are gender equality addressed in on of the following ways?
22. Special projects targeting gender equality as the main purpose
23. For how many projects are HIV/AIDS addressed in on of the following ways?
24. Special projects targeting HIV/AIDS as the main purpose
25. Are you aware of other external donors/organisations that supported the same partner organisation during 2006 - 2007, and if so, how many of the partner organisations received such support?
26. Was any of the above support provided to the same type of partner projects as UEN, and if so, for how many partner projects was this case?
27. In your opinion what is the main role UEN can play in supporting partner organisations?
28. Do you have any recommendations concerning how UEN manage, plan, monitor and/or provide support to partner organisations?
29. Do you have any recommendations concerning financial support, follow-up, cooperation and/or communication with Norad?

Questions to UEN partner organisations

1. Name of country where your organisation is registered
2. How many members did your organisation have end 2007?

3. What was the total income in USD for your organisation (including financial contributions by external donors/partners)?
4. Does your organisation have a signed partnership/cooperation agreement with UEN?
5. For how many projects have you received support from UEN during 2006 – 2007?
6. For how many of the above projects have you signed agreements/contracts guiding support from UEN?
7. What has been the nature of the services or assistance provided by UEN to your projects during 2006 - 2007
8. What was the value in US\$ of the financial contribution from UEN, if any, to your organisation/projects
9. How many UEN staff /elected representatives have you worked with during 2006 - 2007?
10. How many visits were made by UEN to your organisation or project(s) during 2006 - 2007?
11. How many of these visits were made for the purpose of:
12. Providing assistance to a project
13. For how many of the above visits, if any, did they have written terms of reference/job descriptions/mandates for the visits?
14. Were these terms of reference/job descriptions/mandates, if any, developed by your organisation and if so how many?
15. How many reviews/evaluations of your projects have UEN conducted during 2006 - 2007?
16. How many progress reports in total for all projects have you submitted to UEN during 2006 – 2007 reporting on project results?
17. How many reports have you submitted to UEN during 2006 – 2007 reporting on project expenditure?
18. How many project audit reports have you submitted to UEN during 2006 – 2007?
19. How many project audits were financial audits, compliance audits, performance audits
20. In how many cases was the audit conducted by an International audit firm, a national audit firm with an international affiliation, a national audit firm without an international affiliation, others
21. Does your organisation have formats for project document, progress report, etc.
22. For which of these have formats been provided by UEN, if any:

23. Were there other external donors/organisations supporting your organisation during 2006- 2007, and if so, how many were they?
24. How much financial assistance (in USD) did you receive from these other organisations in 2006 and 2007
25. Were any of the above supporting the same type of partner project as UEN, and if so, for how many projects during 2006 - 2007?
26. In your opinion what is the main role UEN can play in supporting your organisation?
27. Other comments or recommendations related to how UEN manage support to your organisation.
28. Any comment or recommendation to the donor Norad's support or requirements for funding?

ANNEX IV – SAMPLE FORMAT FOR PORTFOLIO PLAN AND PROGRESS REPORT

Sample format - Annual budget

Partner	Project title and description	Planned results	Budget 2007	Total Budget
ZNUT, Zambia	<i>Leadership training</i> Leadership training at all levels of the organisation including training for mobilisation of members.	All leaders at HQ and 9 provincial branches trained in leadership and mobilisation of members.	200,000	650,000
	<i>ICT</i> Installation of computerised management information system and network for the organisation at central and provincial level.	Installation of MIS and network for HQ and 9 provincial branches.	550,000	825,000
	<i>Web-site</i> Establish a web-site.	Web site for ZNUT published.	150,000	150,000

Sample format – Annual progress report

Partner	Project title and description	Planned results	Actual results	Comments to deviations
ZNUT, Zambia	<i>Leadership training</i> Leadership training at all levels of the organisation including training for mobilisation of members.	All leaders at HQ and 9 provincial branches trained in leadership and mobilisation of members.	50 - 100 leaders trained at HQ and 5 provincial branches on management, organisation and mobilisation of members.	Not sufficient time and resources allocated to reach out to all leaders.
	<i>ICT</i> Installation of computerised management information system and network for the organisation at central and provincial level.	Installation of MIS and network for HQ and 9 provincial branches.	MIS system established in 5 branches but not yet fully operational.	Lack of basic infrastructure in 4 county level branch offices.
	<i>Web-site</i> Establish a web-site.	Web site for ZNUT published.	Web site launched.	

Sample format – Activity based expenditure statement

Partner	Project title and description	Budget 2007	Expenditure 2007	Exp./budget in percent	Project budget 2006 - 2008	Accumulated expenditure 2006 - 2007	Comment to deviations
ZNUT, Zambia	<i>Leadership training</i>						
	<i>ICT</i>						
	<i>Web-site</i>						

ANNEX V – REPORTS FROM CASE STUDIES

ZAMBIA

1. Description of organisation

The Zambia National Union of Teachers (ZNUT) is the oldest Teacher trade union in Zambia. It was formed in 1949 as African Teachers Association. On 22nd June, 1953, it changed its name to Northern Rhodesia African Teachers Association. Its main objectives then were to fight against political, economic and social injustices inflicted on the indigenous people by the white colonial government. On 4th March 1964, the Union was renamed Zambia National Union of Teachers and signed its first Recognition Agreement with the Ministry of Education.

By end of 2007 ZNUT had some 38.000 members, predominantly teachers in public schools, colleges and universities. Teachers in private schools and community based schools are not among its members. ZNUT is funded through membership fees equivalent to 2% of a member's salary which is deducted monthly from the salary by the employer, the Ministry of Education, and transferred to ZNUT. This constitutes the main revenue for ZNUT accounting for more than 2 mill. USD per year. In addition, ZNUT has some income from renting out real estate, running small scale agricultural businesses and from mobilisation of special funds for specific campaigns. In comparison, the financial contribution (excluding the cost of UEN's technical assistance covered by its regular budget) has been approx. 16 000 USD per year during 2006 to 2007.

Since, its inception, Zambia National Union of Teachers has made some major achievements such as;

- The attainment of equal pay for equal qualifications.
- The reduction in confirmation period from 4 years to 6 months.
- Improvement to the working conditions for female education personnel e.g the introduction of maternity leave and the mother's day.
- Securing Union representation on major decision making bodies and committees at all levels of the Ministry of Education.

2. Description of its cooperation with UEN

ZNUT cooperation with UEN dates back many years from a time when Norad through its representative office in Lusaka provided support to the association of civil society organisations in which ZNUT was a member. Through this support ZNUT sought advice from Norad on who they could approach in Norway which may support them in strengthening the organisation, among others through training and counselling of leaders at various levels of the organisation. They were put in contact with the Norwegian Teachers Union (Lærelaget) who supported them among others with training, procurement of equipment like vehicles and developing management procedures.

The current three year agreement (2006 – 2008) between ZNUT and UEN focuses on two types of support;

- Capacity building through training in leadership, advocacy etc. which have included training of leaders at regional levels (5 out of 9) as well as development of new revised “training manual” which in effect serves as a procedural manual for all elected representatives of the organisation. The manual is based on a similar manual initially developed in partnership with Norwegian Teachers Union.
- Installation of a computer network linking regional (county) branches to headquarters in Lusaka (currently 5 out of 9 has been established) including development of a website for external information and an intranet solution for making information available throughout the organisation.

The cooperation has been guided by a general agreement signed between UEN and ZNUT. For 2006 a brief “work plan” was developed for three “projects” in which UEN was involved in the implementation of one of them (capacity building through training and ICT) while a second project on HIV/AIDS sensitisation and training was implemented with assistance of EI and a third, a survey has yet to be implemented. For 2007 a more comprehensive work-plan was developed.

UEN and ZNUT has undertaken annual planning/review meetings at different intervals (during 2006 – 2008 three meetings). These meetings have been combined with supervision and monitoring of implementation. In addition, ZNUT has produced written progress reports at different times covering different periods. They have also produced annual narrative reports reflecting on achievements. The reports have been produced in a different format and with different content than the planning documents.

Each year ZNUT has produced annual financial statements for the project account, both for UEN and for EI (two separate projects with two separate project accounts). These accounts have been audited by a different auditor than ZNUT’s regular auditor and are regular financial audits, i.e. not compliance or performance audits.

The financial statements cover both contributions from UEN as well as ZNUT. The project accounts are closed each six months when they receive contributions from UEN. UEN has maintained as a condition that prior to receiving the first of two annual instalments, an audited financial statement for the previous fiscal year shall have been submitted to them. Since it takes some months for reconciliation and final closing of annual accounts, and subsequently a project audit, the first tranche release was made in April 2006 for the fiscal year 2006 and in July 2007 for the year 2007. This causes a significant delay in project implementation.

In terms of procuring technical assistance and equipment, ZNUT follows its regular internal procedures also for project funds. An internal procurement committee is established with participation of one of ZNUT’s trustees as well as an appointed external accountant, a requirement by the Government of Zambia, who performs regular oversight functions. The latter is also performing a pre-audit function by authorising fund releases/payments together with the General Secretary and the Dep.

General Secretary (Finance). .

Finally, the UEN project holder in charge of the monitoring the project on behalf of UEN produces travel reports from each visits which is shared with the International Department of UEN, the main focal point for UEN's international cooperation.

3. Assessment of procedures for cooperation

ZNUT has complied with all requirements of the partner agreement although there have been significant delays in implementation. This is mainly due to the procedures guiding releases of funding.

The information contained in annual plans and progress reports are structured in a way that makes it very difficult to compare progress versus plans. While progress is evident from narrative reports, it is difficult to assess progress related to planned targets. This is partly due to weakness in planning documents (both structure and definition of targets) and partly due to the fact that there are no formats for progress reporting guiding ZNUT in how to report on progress compared to plan.

Furthermore, financial reports have been presented with different chart of accounts/structure from one year to the other which makes it difficult to compare financial progress with approved budget. Finally, the budget only presents costs for some activities and only for the estimated contribution by UEN while accounts present total spending from both UEN and ZNUT.

The regular oversight bodies and functions guiding the organisation in general also apply to project funding. It means that identification, design, implementation as well as cash release and accounting procedures makes the process open and transparent with projects subject to regular decisions making procedures involving the ZNUT council before a project is approved and all transactions and accounts are subject to adequate internal and external control. The same applies to procedures for procurement of goods and services as well as asset management.

However, in terms of procurement of goods and services for the project, UEN has engaged itself in direct procurement through a single supplier identified by them and an external evaluation now under completion has actually been implemented by a consultant from the University of Zambia which also has provided services to ZNUT funded by the same project. If "good practice" procedures had been applied then procurement of equipment should have been tendered or at least subject to assessment of quotations from 3 suppliers and the consultant would have been considered ineligible for doing the evaluation since part of the scope in effect was to evaluate his own technical assistance input to ZNUT.

The audit reports are financial audits but no management report is submitted. This is claimed to be due to the fact that the funds are small compared to ZNUT's regular funding. On the other hand, the ZNUT's regular auditor submits management reports annually which points to scope for improvement in internal procedures for fund management and accounting. Since the same internal procedures are applied both to project funding and regular ZNUT operations, the observations in the management report is of relevance in all cases whether it is for ZNUT regular accounts or for project accounts. The fact that the accounts are audited separately and by separate

auditors also reduces the level of assurance related to accounting for the same expenditure both in ZNUT regular accounts and in project accounts, in particular since the accounts are audited by different audit firms.

EI coordinates national trade union support to developing country partners. This is also evident in the case of ZNUT. UEN is well aware of the support for HIV/AIDS awareness and training supported by EI as well as EI receiving regular reports and information related to UEN support. However, they have not engaged in common planning and programming of activities nor in performing joint monitoring. Financial reporting and auditing is, as mentioned, done separately. It means that the opportunities for reducing transaction costs, improve programming and monitoring procedures by assisting ZNUT in applying one common system and procedure, and increasing assurance by requiring one overall audit, has not been explored yet.

4. Conclusion

Based on the above assessment the following recommendations can be made:

- UEN should apply a consistent framework for planning, monitoring and reporting. It means applying the same format for planning and progress reporting as well as the same format and structure for budgeting and accounting. Preferably it should be done in a manner which presents activities with verifiable targets/outputs with costs by activity. Progress reports (financial and physical) should cover the same period as plans and budgets to allow comparison between planned and actual targets/spending.
- UEN should ensure that it is the same auditor that audits the ZNUT regular accounts that also audit the projects accounts in one comprehensive audit. The scope of audits should be expanded to compliance audits and management reports produced for the ZNUT accounts in general as well as for project accounts should be shared with UEN.
- If the implementation procedures used in the UEN funded project reflects how UEN implement procurement and contracting of consultants in general, then UEN needs to change its procedures and/or develop procedures which promotes value for money and prevents conflict of interest in service delivery to projects.
- UEN should change its procedure for fund releases by allowing the first annual instalment to be released prior to receiving annual audited statement of accounts for the previous fiscal year and instead shift this requirement as a condition for the second annual instalment. This will not significantly increase fiduciary risk but significantly reduce delays in implementation.
- UEN may consider joint planning and programming with EI to ensure the same planning and monitoring instruments applied to avoid different systems and procedures demanded by each “donor” to reduce ZNUT transaction costs in entertaining “donor” requirements. This is however not a big issue in terms of ZNUT since the donor contribution relative to ZNUT own resources and capacity is very limited.

- UEN should allow ZNUT to source technical inputs locally rather than directly spend money on TA and international suppliers for equipment. The main value added of UEN to ZNUT is today that UEN provide access to Norad funding, exposes ZNUT to how UEN conducts their business and as a venue creator allowing ZNUT to meet with other unions, not their TA input. The challenges they face locally in terms of private and community based schools and on policy issues are not something that is directly relevant to a Norwegian setting and for what UEN has professional advise to offer, however, understanding how UEN manage to ensure integrity and independence of government is.
-

NEPAL

1. Description of organisation(s)

In Nepal, Union of Education works in close cooperation and coordination with Education International's office for Asia and the Pacific region (EIAP). The EIAP office in Kuala Lumpur, Malaysia, is the largest region within EI in geographical terms covering 35 countries and 73 affiliated teachers' member organisations.

In many countries there is more than one approved teachers union. This is also the situation in Nepal, where EI has granted membership to National Nepali Teachers Association (NNTA) and Nepal Teacher Association (NTA).

The 'National Teachers Association' was established in 1979 as one organisation. During the democracy movement in the 1990s Nepalese teachers played a pivotal role in fighting the Panchayat system. The organisation split into two; one affiliated with the Nepali Congress Party (democratic) and the other with affiliations to the Communist Party of Nepal, CPN (Unified Marxist-Leninists).

The Norwegian Teachers Association (Norsk Lærerlag, NL) started the cooperation with NNTA in the early 1990s with the objective of promoting professionalism among teachers and to work for quality public education. NL supported NNTA to buy a building in Kathmandu. The income on rent provides for a substantial part of the income of NNTA, in addition to membership fees from around 72.000 members. NNTA shares openly that although it currently claims 72.000 members, the actual membership figures might be substantially lower. NNTA is a member of the Confederation of Nepalese Professions (CONEP).

NTA on the other hand is member of General Federation of Nepalese Trade Unions (GEFONT) and states that it has around 60.000 paying members. Both NNTA and NTA organise predominantly teachers in public schools. According to them, there are 170.000 teachers in public schools in Nepal, whereby a large majority are members in one of the two organisations.

When NL and EI started working with the Nepali teachers jointly in 1995, a main goal of the cooperation was to create a unified teachers movement. In 1999, a joint meeting between NTA and NNTA decided to form a single union and made a demand to the Government of Nepal to make a provision for such a union in the Educational Act. After three years, the government approved it. This was the first time the government approved that Nepal would have teachers' union to work for the rights and interest of teachers in the public schools. Earlier the teachers unions were registered as social organisations under the National Guidance Act.

Thus, in 2004, the union was registered as the Teachers' Union of Nepal (TUN) with the Ministry of Education and Sports. TUN was supposed to be the main partner for the government to negotiate on behalf of the teachers. Five teachers unions, including NNTA and NTA, are members of TUN.

Still there are major teachers unions outside the TUN umbrella, most notably the Madheshi teachers and the All-Nepali Teachers Union (ANTU), affiliated with the

Maoists Party. After the Maoists won a landslide victory in the April 2008 elections, ANTU, is working openly to organise teachers in the public schools. ANTU's number of members is not known¹⁸, and there are disputes as to how many of the members are certified teachers posted in public schools.

Although TUN has been formed, the political differences between the teachers associations have not been buried, and TUN is still not the main representative for NNTA and NTA due to differences in views of what model TUN should work after; a federal union or a merger of the five member trade unions.

There are also major differences on whether TUN should have district offices, which did take place in 2006 and this caused confusion between TUN and NTA/NNTA.

UEN's role in the strenuous and rivalry relationship between the various teachers' associations in Nepal, has been to support a joint project between the two major ones (NTA/NNTA), and keep in contact with TUN, but not support TUN financially. This is opposed to the Danish teachers' organisation (DLF) which has chosen to work and support TUN directly, recognising TUN as a teachers' trade union.

2. Description of cooperation with UEN

In order to promote the cooperation between NNTA and NTA, UEN/EI supported the development of joint activities:

Currently, UEN and EI have two ongoing projects:

1. Joint Pilot Project (JPP)
2. Joint Women's Network Project (part of SAARC project) - JWNPC

The first project has the following objectives:

- To develop the collective bargaining and organizational management skills of their central and district leaders.
- To raise the status of teachers and improve the standard of education through quality teachers (applying – Code of Conduct and to reduce absenteeism of teachers/students)
- To make alert on GATS / WTO in education, Food security and Reproductive Health, Child right, ILO/UNESCO Recommendation on the status of teachers, EFA, HIV/AIDS to the central and district leaders and leaders of other stakeholders.(lobbying, campaigning, organizing various seminars, workshops)

Planned activities for this project included: Project Committee Meetings, Regional

¹⁸ NNTA/NTA assume that ANTU has around 30.000 members

Level Workshops on topics like Collective Bargaining and Organization Management, Absenteeism of Teachers and Students, Unity among the teachers, Code of Conduct, GATS / WTO in education, ILO/UNESCO etc.

Achievements until 2007 according to reports submitted to the joint project coordinator include:

- Two joint project committee meetings.
- Training of trainers (TOT) August 2007 – 24 participants (20 male, 4 females).
- Three regional level workshops.

The remaining activities were not implemented due to various internal issues between the two cooperation partners.

For 2008, there have been very few joint activities.

For the Joint Women's Network Project, the following objectives are planned

- To empower women leaders through leadership and, Union skill development workshop and also create awareness to women teachers about Unions and constitutions, legal rights of women and girls, role of girl's education, ILOC 183 MPB, UN convention on women and child and so forth.
- To find out the actual problems of women teachers in the teaching profession and its solutions.

Planned activities 2007-8 include preparation of Training Manuals, Leadership and Union Skill Development Workshops, Awareness Workshops, Seminar on International Women's Day, Research Activity, Monitoring and Follow Up, Publication of Newsletters and Evaluation and Planning Meeting.

According to the reports, this project managed to achieve all planned activities.

3. Assessment of procedures for cooperation

There are no written agreement or contract between UEN, EI and the Nepalese partners. An oral agreement exist that NTA and NNTA will contribute with 15% of the total budgets.

None of the partners claim to have other donors. This was not verified as none of the trade unions shared their institutional audited accounts. However, NNTA's full accounts were printed in the internal (Nepali) newsletter to own members.

EI has the main responsibility for monitoring the progress of the projects to UEN, and forwards reports from the partners to UEN.

Audited accounts for the JPP were verified for both 2006 and 2007, but due to lack of joint activities between NNTA and NTA and internal problems, no payments have been transferred to the Joint Pilot Project since early 2007. Due to this, it was found that one of the coordinators had not been paid her salary for several months.

For the JWNPC which is part of the SAARC Women Project the implementation of the project appears to have been smoother. Most of activities are reported to be implemented; records of participants and accounts were verified by evaluators. The EI coordinator for the JWNPC has developed tools and questionnaires for assessing the progress of including women in the national trade unions.

The EI's follow-up and capacity-building of the Nepali project coordinator was highlighted as a good practice. Number of women active in the teachers' trade unions is recorded as an indicator for the success of the project.

4. Conclusion

Based on the above observations the following conclusions and recommendations can be made:

- UEN should sign a written agreement with Educational International and NNTA/NTA on the two current projects:
 - A general cooperation agreement with EI on the Nepal cooperation outlining main roles and responsibilities in terms of who does what; including frequency and type of monitoring, narrative and financial reporting are required.
 - Annual project agreements including budgets with the EI and the Nepalese partners. Signed agreements would make the transfer of funds and implementation of the projects more predictable for the Nepalese partners.

UEN should discuss with EI on ensuring that both external audits should be expanded to include management reports.

For the women's project, audit of the accounts should be done in Nepal where the expenses have occurred (and not by EI in Malaysia as is the practice today).

INDONESIA

1. Description of organisation

In 1998 in Bandung the Congress of Teachers' Association of the Republic of Indonesia (PGRI) approved to establish PGRI as an independent and democratic union. It is reported that the leadership of the organisation had been dominated by bureaucrats/government officers and not all had been in the teaching profession. School teachers and headmasters had a more marginal role in the leadership of the organisation and payment of membership dues had been a problem. With the decentralization of the education system in Indonesia, the district leaders had assumed greater responsibilities and needed to be empowered to deal with the local government.

In 2000 PGRI signed a MoU with Education International and a consortium of five

teacher trade unions or organisations. The Consortium consisted of Japan Teachers Union, Australian Education Union, National Education Association of the USA, Teachers Union of Sweden and Teachers Union of Norway. Together with EI they established a project to assist PGRI in its transition from a professional organisation to a teacher union. Some of the main issues were to encourage more members to pay dues, to ensure transparency and accountability regarding the distribution of dues at the different levels of the organisation, improve financial management and internal communication, more women in the leadership, improve the members' knowledge of the PGRI constitution and make recommendations to change it.

Initially it was a pilot project in two provinces, West Sumatra and Central Java. It is reported that an evaluation of the pilot project in 2001 encouraged PGRI and the EI Consortium to expand the project to more provinces.

During the period 2000/01 a new teacher organisation, 'The Federation of Independent Teachers' (FTTI) was established by earlier members of PGRI who were unsatisfied with PGRI not working to improve welfare of teachers and the top down way the leadership worked. FTTI requested membership in the EI in 2002 and from the EI annual report 2004 'The Independent Teachers' Union' (ITUI) applied for EI membership. According to the documents reviewed, membership has not been granted.

In 2003 the project was suspended by EI due to conflicting views on the policies, leadership and membership of the organisation and conflicting perceptions of the role of EI and the Consortium in the planning and implementation of the project. The project continued in 2004 after new negotiations with PGRI.

After negotiations the current agreement between the EI Consortium and PGRI and its provinces was signed in January 2006. The overall aim of the Consortium project agreement is to strengthen PGRI to become a strong, independent and democratic teachers' organisation. The aim is to empower participants from the district and local level through seminars, workshops and intensive training.

The activity plan for 2006 was developed by representatives of PGRI National Boards, the Provincial Boards and the Consortium partners. The areas identified were to improve leadership, communication, recruitment, finance and leadership services.

PGRI today have approx. 1.7 million members according to the project report 2007. However, only approx. 500.000 teachers are paying fees which are collected at the district level and it is unclear how money is flowing through to the provincial and national levels of the organisation.

Out of the 33 provinces in Indonesia PGRI has offices in 30 of them and the project is covering activities in 28 districts in 2007.

In 2005/06 there was an increased tension between the PGRI National Board and the Consortium. PGRI wanted to manage more of the external resources themselves, have more control and ownership by exchanging external technical assistance (TA) with trained members from province and district level.

2. Description of its cooperation with UEN/EI

UEN is one of five organisations in the Consortium which together with EI have signed the current agreement with PGRI. The members have agreed to a joint planning, implementation and monitoring process managed by the EI Regional Office (EIAP) on behalf of the UEN and the other Consortium members.

According to the agreement the financial and technical assistance to the project is monitored using the EI organisational system and procedures.

An EI Consortium Project Office was established in Jakarta in 2001 and it is located in the PGRI building. The office shall assist the PGRI Headquarters' administration, organisation and communication as well as supervise, administer and monitor the implementation of planned project activities. It is headed by a project coordinator and 3 technical staff and it reports periodically to the EI Regional Office.

At the annual meeting between the PGRI National Board and the Provincial Boards they agree on the annual activity plan and budget with the EI Consortium partners.

UEN and the other members of the Consortium then apply for funds for their share of the budget. They transfer funds to EIAP office in Kuala Lumpur. PGRI and the Provinces submit an activity plan for the project year for approval by the Consortium partners. Funding for the approved activity plan is released from the EIAP office through the project office in Jakarta.

The process for the release of funds and submission of reports is outlined as follows:

- PGRI and Provinces submit a schedule of activities to be undertaken during the project year (February to December)
- Funds are released through the Project Office on an activity/monthly basis. Upon the receipt of funds, a confirmation together with a copy of bank-slip has to be sent to the Regional Office.
- Before the end of the project year a final narrative and financial report for the whole year stating the achievements during the year compared to the measurable goals is to be submitted from the Provinces to EI Consortium and PGRI.

According to the agreement the financial report shall consist of the expenditures for the period concerned, compiled in the same way as the budget and any significant differences between budgeted and actual expenditure should be explained. The Provinces shall submit all reports to PGRI NB and to the project office and the latter will send them to the EIAP office.

Project accounts will be audited by an external auditor appointed by the EI Consortium.

According to the 2006 overall project budget, the cost items for project activities (seminars, training courses, evaluation and planning meetings) was USD 190,941 while the budget for the running cost of the project office and for the EI regional office amounted to USD 76,695.

3. Assessment of procedures for cooperation

In Indonesia UEN and the four other teacher organisations in the Consortium are performing joint planning, monitoring and evaluation applying the EI system and procedures for project management and monitoring coordinated by the EIAP regional office.

According to the financial management and audit reports, PGRI has complied with the requirements in the project agreement. All the narrative and financial seminar reports are being prepared jointly by the provincial project committees and the EI/Consortium staff and forwarded to EIAP regional office monthly and audited by external auditors.

However, the way annual progress reports are structured makes it difficult to compare the financial progress report with the approved annual budget and activity plan. This makes it difficult to assess to what extent the narrative progress reports relate to the planned targets.

There is a lack of information regarding procedures for procurement of goods and services and whether tender has been applied.

UEN and the other Consortium members transfer their share of the budget to the EIAP project account in Kuala Lumpur which releases the funds to the Project Office in Jakarta on an activity/monthly basis. It is not clear from the agreement if these funds are released on a prorata share basis. According to the agreement 'possible positive balances in the project for a year shall belong to the EI Consortium'. Whether there are any regulations or procedures for handling of these funds is unclear.

The EI and Consortium members have no code of conduct for planning, monitoring or evaluation of the interventions they support. It is not documented that there is a joint mandate or Terms of Reference for conducting annual meetings and reviews or any standards set for delivering technical services with clearly defined performance indicators.

In 2007 PGRI wanted a revision of the project support giving them more influence on the project planning and implementation. In the annual report for 2006, PGRI claim that they had the capacity to meet the needs for resource persons to conduct the training and that there was less need for external resource persons in the form of Technical Assistance. PGRI proposed that EI's role should be to concentrate on monitoring the training seminars. It was also reported that some mutual decisions like selecting of new provinces and distribution of technical input (computers and printers) had not been discussed with PGRI/NB before decisions were made by EIAP. It is difficult to assess to what extent UEN has given any feedback or guidance regarding these issues and if so, how this has been communicated to the Consortium and/or to PGRI.

The reports reviewed do not document whether the EI Consortium have any joint excite strategies that will contribute to make PGRI more independent of foreign aid.

Reported issues regarding dues collection and distribution, finance management and weak female participation have been repeatedly commented on by UEN, but it is not documented to what extent the organisation has contributed to any follow up on these issues.

It is difficult to assess what UEN's contribution has been over and above financial support. Any added value of participating in seminars and annual meetings are difficult to identify from the documents received and reviewed.

4. Conclusion

Based on the above assessment the following main conclusions and recommendations can be made:

- UEN together with EI and the Consortium partners should develop a code of conduct for conducting annual meetings and reviews and setting standards for delivering technical services with clearly defined performance indicators.
- UEN should support PGRI in engaging technical inputs locally rather than using external TA provided by EI.
- Outlining procedures for conducting joint planning, monitoring or evaluation of the interventions they support including procedures for procurement of goods and services.
- Progress reports should be structured to compare the financial progress report with the approved annual budget and activity plan.
- According to UEN, the Consortium have to balance between not getting involved in PGRI's internal affairs and fulfilling the objectives of the project. UEN should refrain from involving in policy issues and concentrate on ensuring efficient and transparent delivery of their financial and technical input to the organisation.

Mongolia

1. Description of organisation

The Federation of Mongolian Education and Science Union (FMESU) former named MEFTU (Mongolian Enlightenment Federation of Trade Unions) is The Union of Education Norway's partner organisation in Mongolia. It is also a member of the Education International (EI).

The partnership between FMESU/MEFTU and UEN started in 1998.

According to the Constitution of 2004 FMESU/MEFTU is a voluntary formed democratic and free association of teachers, education and science employees for the

purpose of protection of their right to work and legitimate interests related to the right to work under this Constitution.

It is a trade union formed on the principle of federation. Membership is open to all teachers in Mongolia. Members pay dues on monthly basis by fixed rate.

The objectives of FMESU/MEFTU is

- to secure the complete organisation of all employees and to promote the social, industrial and intellectual interests of its members
- to advocate publicly funded education and research from any forms of privatisation
- to obtain and maintain for its members just and proper rates of remuneration, security of employment and reasonable hours and conditions of work and to provide advice and assistance accordingly
- to support legislation affecting the interest of the members
- generally to do any of the things that a trade union is permitted to do by law
- to be a national body that will regulate, influence, promote policies regarding science, education and teaching profession
- to promote a high standard of professional ethics

FMESU/MEFTU shall be free to contact and promote mutually advantageous cooperation with other federations and international trade union organisations with the same purpose. It is free to withdraw from international organisations and from the Confederation of Mongolian Trade Unions (LO). It is also stated that the federation and its member unions shall conduct their activities freely independent of government, executive institutions, political parties, public employers and business entities in conformity with the laws of Mongolia, international standards and provisions of the constitution of the Federation.

2. Description of its cooperation with UEN

The current partnership agreement covers the period 2006-2008 which is the second phase of the project cooperation. The Project aim is to strengthen and develop democratic structures of teachers' trade unions. The objective of the second phase of the Project is to strengthen FMESU by recruiting more members, develop union's education policy and up-dating and improving the trade union knowledge of its leaders and members. The output is to organise 8000 more members in 12 provinces by end of 2008, to recruit 2000 members in 18 private schools, universities and colleges by end of 2008 and to improve salary and working conditions of the members and influence on the Mongolian education policies.

The target is to have trained 1100 members of METFSU on 20 issues by end of 2008, conducted survey on working conditions and its effect on the health of teachers and improved communication in the offices of 11 MEFTU branches by end of 2008.

The overall coordination of the cooperation and the administration of the Project are assigned to Education International (EI) and its regional office in Kuala Lumpur, Malaysia. FMESU is managing and administering the implementation and monitoring the Project. The organisation is also participating in projects with other NGOs. FMESU is a member organisation of the EI.

The project maintains a USD account in Golomt Bank in Mongolia which is solely used for transactions of the Project. A Project Coordinator is employed by EI which pays the salary and is coordinating both the UEN and the CTF projects. From November 2007 FMESU is paying additional staff assigned to the Project.

The deadline of the audited report including a narrative annual report and request from FMESU for first instalment is 1 March upon which UEN shall respond immediately.

UEN refers to Norad regulations and requirements regarding the annual schedule for release of funds which delays the transfer of the first instalment each year. Within July a semi-annual narrative report together with the request for second instalment of funds has to be presented to UEN.

According to the UEN agreement the project should be evaluated by end of March each year.

The documents and reports received from UEN covering the period 2006/07 describes FMESU as having severe internal staff conflicts which according to UEN has had negative impact on both FMESU and the cooperation between the unions.

Some changes were made in the FMESU By-laws during their Congress in April 2007. UEN is questioning the consequences of these changes for their mutual cooperation.

A meeting between UEN, CTF and EI-Asia was conducted in Mongolia in October 2007 in order to solve the conflict between General Secretary of FMESU and Project Coordinator and the purpose of the meeting was to develop a MOU to clarify their roles and responsibilities.

An MOU with a structure for project management and execution was developed and signed in (Nov./Dec.) 2007 by all parties (FMESU, EI, CTU and UEN). The agreements from each individual partner organisation are annexed to this MOU as well as a revised structure for project management and execution system.

3. Assessment of procedures for cooperation

In Mongolia, UEN has a bilateral agreement with FMESU but the overall coordination of the cooperation and the administration of the Project has been assigned to EI regional office. However, from November 2007 a MoU was signed between FMESU and EI, CTF and UEN for the “Collaboration on Project Management Improvements for 2007-08”.

There is a structure with guidelines for project management and execution annexed to the MoU. It is stated that roles and responsibilities of all parties will be clarified within one month from the signing of the agreement and that specific arrangements for reporting, monitoring and evaluating results and impact will be set. UEN is reporting that it is difficult to establish administration routines, but expects this new joint framework to guide the organisations on the requirements that has to be met by all partners.

There has been a heavy demand on reporting requirements on the partner and a harmonised approach among service deliverers (EI, CTU, UEN) could reduce transaction costs for the FMESU. It is difficult to assess to what extent this new system for monitoring and reporting will be sufficient to improve the narrative progress report and how it relates to planned targets. If the new structures and procedures are being applied by all partners, it should be assumed that it will improve the monitoring and reporting system.

According to the documentation, audit reports together with financial management reports have been submitted on time.

In the second reporting on results to Norad for 2006/08 regarding added value of technical support, it refers to a seminar conducted by UEN in December 2006 with a focus on unions, purpose and values, developing policy documents. Two representatives from UEN had contributed in the preparation to develop an Education Policy Document. The policy document was to be finalized by FMESU. UEN has reported that they were convinced that the education policy document was important for FMESU, however, FMESU decided not to give it priority to develop the document. This decision was a surprise to UEN which reported that the technical input to develop this education policy had been a waste of resources.

There has not been any job description or ToR for the technical input (TA) in seminars/meetings for project supervision services.

The reported focus of UEN during the period reviewed has to a large extent been on individual staff issues and internal conflicts in FMESU rather than on the project implementation and the quality of the technical input from UEN. The support to FMESU to build its capacity and competence to serve the members as a union, to strengthen their management personnel, systems and procedures seems to have been understood by UEN to give them (and EI, CTU) a mandate to engage in an internal conflict which easily can undermine the authority of FMESU and ownership of the project.

4. Conclusion

Based on the above assessment the following main conclusions and recommendations can be made:

- UEN should ensure that the new arrangements set for reporting, monitoring and evaluating results with clearly defined performance indicators are being applied and procedures adjusted accordingly. These procedures should include frequency for monitoring, reporting and reviews as well as set a standard for minutes from review meetings and travel reports of UEN staff.
- UEN should refrain from involving in internal policy issues and trying to solve conflict among internal staff of FMESU. UEN should instead concentrate more on ensuring efficient and transparent delivery of their professional and technical input to FMESU. UEN should develop a framework and setting clearer standards for delivering of technical services to the project.

Norad

Norwegian Agency for Development Cooperation

Postal address:

P.O. Box 8034 Dep, NO-0030 OSLO

Office address:

Ruseløkkveien 26, Oslo, Norway

Tel: +47 22 24 20 30

Fax: +47 22 24 20 31

postmottak@norad.no

www.norad.no