

Norwegian Support to the Education Sector

Overview of policies and trends 1988–1998

A report prepared by
Nordic Consulting Group
Janne Lexow

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

Table of Contents

ABBREVIATIONS	5
0 EXECUTIVE SUMMARY AND CONCLUSIONS	7
0.1 BACKGROUND AND OBJECTIVES	7
0.2 THE STUDY	7
0.3 POLICY FRAMEWORK	7
0.4 NORWEGIAN SUPPORT TO EDUCATION. OVERALL TRENDS	7
0.5 OVERALL AID THROUGH NORAD	8
0.6 TRENDS IN SUPPORT TO THE EDUCATION SECTOR	8
0.7 PROBLEMS ENCOUNTERED AND LESSONS LEARNED	9
1 INTRODUCTION	11
1.1 BACKGROUND AND OBJECTIVE OF THE REPORT	11
1.2 METHODOLOGY	11
1.3 LIMITATIONS	11
1.4 ORGANISATION OF THE REPORT	12
2 NORWEGIAN SUPPORT TO EDUCATION - POLICY AND TRENDS	13
2.1 THE FRAMEWORK FOR POLICY ANALYSIS	13
2.2 OVERALL POLICY GOALS	13
2.3 GEOGRAPHICAL CONCENTRATION	13
2.4 CHANNELS FOR NORWEGIAN DEVELOPMENT ASSISTANCE	13
2.5 POLICIES ON EDUCATION	14
2.5.1 Polices towards basic education 14	
2.5.2 Policy framework for higher education and research 16	
2.6 UNRESOLVED POLICY ISSUES	17
3 NORWEGIAN SUPPORT TO EDUCATION - OVERALL TRENDS	19
3.1 LEVEL OF ASSISTANCE TO THE EDUCATION SECTOR	19
3.2 PROJECTS AND DISBURSEMENTS	19
3.3 TOWARDS LARGER PROGRAMMES	20
3.4 SUPPORT TO SUB-SECTORS 1988-97 (IN PER CENT)	20
3.5 GEOGRAPHICAL DISTRIBUTION	21
3.6 MULTI-BILATERAL VERSUS BILATERAL ASSISTANCE TO THE EDUCATION SECTOR	21
3.7 WID-RELEVANCE	22
4. OVERALL ECONOMIC TRENDS IN NORAD'S SUPPORT	23
4.1 RECENT TRENDS	23
4.2 GEOGRAPHICAL DISTRIBUTION OF EDUCATION ASSISTANCE THROUGH NORAD	23
4.3 RECIPIENT COUNTRIES	24
4.4 TRENDS IN SUPPORT TO NUMBER OF PROJECTS	24
4.5 RECIPIENTS OF NORAD SUPPORT	25
4.6 CAPACITY AND INSTITUTION-BUILDING	26
4.7 GENDER DIMENSION	26
4.8 NORAD SUPPORT TO MULTILATERAL ORGANISATIONS	27
5 SUPPORT THROUGH COUNTRY PROGRAMMES	29
5.1 OVERVIEW OF COUNTRY PROGRAMME SUPPORT	29

5.2	COUNTRY PROGRAMME SUPPORT TO AFRICA	30
5.3	COUNTRY PROGRAMME SUPPORT TO ASIA	30
5.4	RECENT TRENDS IN NORAD COUNTRY PROGRAMME ASSISTANCE	30
5.4.2	More focus on EFA goals	31
5.4.2	Sector-wide approaches	32
5.4.3	Addressing girls' educational needs	34
5.4.4	Education in peace-building	34
5.5	KNOWLEDGE MANAGEMENT WITHIN NORAD	35
6.	NORAD'S SUPPORT TO RESEARCH AND HIGHER EDUCATION	36
6.1	MODE OF SUPPORT	36
6.2	ECONOMIC TRENDS IN SUPPORT TO RESEARCH	36
6.3	NUFU- THE COMMITTEE FOR DEVELOPMENT RESEARCH AND EDUCATION	37
6.4	SUPPORT TO REGIONAL RESEARCH ORGANISATIONS/INSTITUTIONS	37
6.5	SUPPORT FOR RESEARCH UNDER COUNTRY FRAMEWORK	38
6.6	CHALLENGES IN EDUCATIONAL RESEARCH	39
6.7	HIGHER EDUCATION OFFERED IN NORWAY	39
6.8	EXPERIENCES WITH TRAINING PROGRAMMES OFFERED IN NORWAY.	40
7.	NORAD'S EDUCATION SUPPORT THROUGH NGOS	41
7.1	GENERAL OVERVIEW	41
7.2	SELECTED EXAMPLES OF NORWEGIAN ORGANISATIONS	42
7.3	EXPERIENCES AND LESSONS LEARNED FROM SUPPORT THROUGH NGOS	43
8.	EDUCATION SUPPORT THROUGH MULTILATERAL ORGANISATIONS	46
8.1	UNICEF	46
8.2	THE WORLD BANK	47
8.3	UNESCO	48
8.4	TRENDS IN SUPPORT TO MULTILATERAL ORGANISATIONS	49
8.5	SUPPORT TO INTERNATIONAL NETWORKS AND INSTITUTIONS	49
8.6	ASSESSMENTS OF SUPPORT TO INTERNATIONAL NETWORKS	51
9.	SUMMARY OF MAJOR ACHIEVEMENTS, PROBLEMS ENCOUNTERED AND LESSONS LEARNED	53
9.1	ACHIEVEMENTS	53
9.2	PROBLEMS ENCOUNTERED	53
9.3	LESSONS LEARNED	54
APPENDIX 1		57
	LIST OF PEOPLE MET	57
APPENDIX 2		59
	LIST OF REFERENCE DOCUMENTS	59

Abbreviations

ADEA	Association for the Development of Education in Africa
AGEI	African Girls' Education Initiative
AIT	Asian Institute of Technology
APPEAL	Asia- Pacific Programme of Education for All
BESSIP	Basic Education Sub –Sector Investment Programme
BGD	Bangladesh
BPEP	Basic Primary Education Project
CODESRIA	Council for the Development of Social Science Research in Africa
DAC	Development Assistance Committee
DAE	Donors to African Education
EFA	Education for All
ERNESA	Educational Research Network for East and South Africa
NCA	Norwegian Church Aid
FAFO	Fagforeningens Forskningsorganisasjon (Trade Unions' Research Organization)
FAWE	Forum for African Women Educationalists
FEMSA	Female Education in Mathematics and Science in Africa
NRC	Norwegian Research Council
FY	Fiscal Year
IIEP	International Institute for Educational Planning
MFA	The Royal Norwegian Ministry of Foreign Affairs
MILL	Million
MOE	Ministry of Education
NFE	Non-formal Education
NUT	Norwegian Union of Teachers
NOK	Norwegian Kroner
NORAD	Norwegian Agency for Development Cooperation
NUPI	Norsk Utenrikspolitisk Institutt (Norwegian Institute of International Affairs)
NUFU	Det Norske Universitetsråds Utvalg for Utviklingsrelatert Forskning og utdanning (Norwegian Universities' Committee for Development Research and Education)
OSSREA	Organisation for Social Science Research in Eastern and Southern Africa
SIU	Senter for Internasjonalt Universitetssamarbeid (Centre for International University Co-operation)
TOR	Terms of Reference
UNICEF	United Nations Children's Fund
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNDP	United Nations Development Program
UNWRA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
WB	The World Bank
WGFP	Working Group for Female Participation
WID	Women in Development

0. Executive summary and conclusions

0.1 Background and objectives

The Ministry of Foreign Affairs (MFA) has taken on the ambitious task of acquiring knowledge about the results and impact of Norwegian development co-operation at higher levels (e.g. country, sector). Education has increasingly become a high priority sector for Norwegian development assistance, from a human rights perspective and as a means to promote poverty reduction. As a first step in the generation of knowledge and understanding about the effects of this support, MFA commissioned a comprehensive study of Norwegian development assistance to the education sector during the ten-year period 1988–98.

0.2 The study

This report gives an overview of the Norwegian development assistance to the education sector. The report presents general trends and progress and examines some of the lessons drawn from experience with Norwegian-supported projects and programmes.

Study findings are based on a review and analysis of the statistical database for registration of projects for MFA and NORAD. Registration in the database follows DAC standards. It appears that these standards do not provide adequate information on educational level (primary, secondary, and tertiary). This study is not based on field visits or independent reviews but entirely on information available in the statistical database, relevant reports and project documents, and interviews with staff in the Norwegian aid administration.

0.3 Policy framework

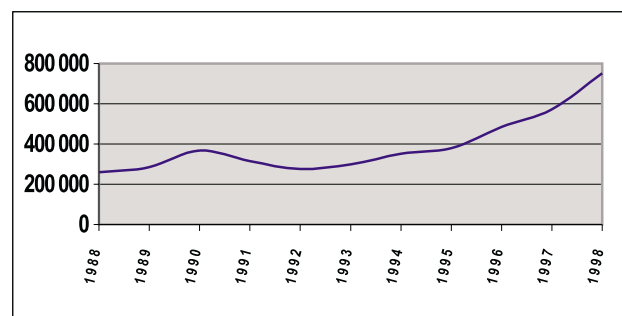
Policies for Norwegian development assistance are not assembled in one comprehensive policy document. Two aspects in particular have been influential in shaping Norwegian policies; the domestic framework laid down by the Norwegian Parliament as a main determinant for overall policy concerns is one. The second is related to the continuous balance

and mutual influence between international policy trends and their specific focus and concerns.

In the 1990 “World Declaration on Education for All” (Jomtien) country governments and donor agencies committed themselves to the goal of ensuring basic education for all (EFA) by the year 2000. The Norwegian White Paper no 51 (1991–92) endorses the EFA goals. Norway promoted the same principles in a number of international conferences such as the Social Summit and the Fourth UN World Conference on Women (1995). NORAD’s “Basic Principles” from 1994 are also guided by the EFA goals. These principles underline the need to strengthen national educational institutions and better donor collaboration. NORAD’s policy focuses also on broad sector-wide approaches and the need to move from single projects to broader programmes in general.

Unlike the situation in many other countries, in Norway the shift to basic education has not been at the cost of support to higher education. The UNESCO World Conference on Higher Education (1998) confirmed that there is a need to take a holistic perspective on education. This perspective is also central in the recently published Strategy for Research and Higher Education issued by the Norwegian Ministry of Foreign Affairs (1999).

0.4 Norwegian support to education. Overall trends



(1000 NOK)

The graph above is an illustration of Norway's share of development assistance to education through all channels. It is clear that it has increased significantly. In 1998 the total share of aid to education was well above 8 per cent and it appears reasonable to believe that Norway is in a good position to meet the policy objective of 10 per cent of total aid to the education sector by the year 2000.

For all channels combined, the support to Africa has increased, in line with Norwegian policy concerns of giving priority to this region. Bilateral funding takes the lion's share of Norwegian development assistance to the sector with multi-bilateral funding amounting to 15 per cent of the total aid to education. It should be noted that general support to multi-lateral organisations is not included.

It is quite clear that the emphasis on basic education has led to the funding of more projects at the primary level. This trend seems to be continuing.

0.5 Overall aid through NORAD

From 1996–98 NORAD's support to education increased from NOK 289 million to NOK 490 million. In 1998 NORAD began its support to two large sector programmes in Nepal and Zambia. Both were sub-sector programmes for basic education.

Asia still receives the largest share of NORAD's total support to education. Asia receives nearly twice as much as Africa in terms of average support per project.

Taking a closer look at the total disbursement pattern, which includes country programmes, NGO allocations, research, and higher education, NORAD funds went to education projects in 58 countries in 1998. In some countries one finds only one single project while other countries have up to 68 different projects. This adds to the complexity involved in obtaining an overview of the combined effects and outcomes. Norwegian NGOs support an increasing number of different projects. For the period 1996–98 654 projects are identified under the NGO allocation as compared with bilateral NORAD support to 251 projects.

0.6 Trends in support to the education sector

From projects to programmes

Education sector programmes represent a new policy approach for Norwegian support. There are many advantages of such support as compared to scattered project support: ensuring national ownership, strengthening donor collaboration and making co-ordination for the national partner easier, and enhancing possibilities of building in Norwegian policy concerns through policy dialogues with partners.

So far NORAD has agreed to support two such programmes, both earmarked for basic education: Basic Primary Education Project (BPEP) in Nepal, and Basic Education Sub-Sector Investment Programme (BESSIP) in Zambia.

Increased share to NGOs

In financial terms the support to education projects implemented by Norwegian NGOs has nearly doubled from 1996 and 1998. In 1998 this constituted 32 per cent of the total support to education through NORAD. The largest share of total NORAD allocations is channelled to the DAC category "technical assistance", which is a term covering not only personnel assistance but capacity and competence-building and development of human resources. Norwegian NGOs implement the largest number of projects compared to regular bilateral programmes over the country frame and local NGOs. Handling a large number of projects will inevitably put strong pressure on the organisations' own capacity to plan, implement and monitor activities. It is not clear why local NGOs receive a diminishing part of NORAD's direct funding. Large NGOs such as Redd Barna, Norwegian Church Aid, Norwegian People's Aid and the Norwegian Refugee Council dominate Norway's support through NGOs. The two Norwegian teachers' unions are also visible. A NORAD initiated review of NGO support to the education sector in 1994 pointed to the absence of strategic policy papers for evaluation within most of the NGOs. Hence the experience generated varies considerably in depth and analytical approach.

Women-oriented assistance

The small share of projects that are registered as women-relevant, women-integrated and women-specific is somewhat surprising given the Norwegian policy concern to promote gender equality. Of 1,038 projects, 753 did not score on the DAC criteria for Women in Development at all.

Bilateral aid to multilateral programmes

There is a tendency for increased support to multilateral programmes through NORAD country programmes. The institutions receiving most bilateral funding are the World Bank, UNICEF, UNDP, and UNESCO.

Geographical distribution

In Africa, Tanzania takes the largest share of NORAD's support over the country programmes. Large framework agreements with higher education and research institutions account for this. Eritrea is an example of how difficult it is to develop new programmes and how it sometimes takes longer than anticipated to develop support-worthy programmes. In Asia, Bangladesh stands out clearly as the main partner for bilateral country programme assistance. Statistics from Asia show clearly that the share allocated to primary education, non-formal education, and literacy is increasing. Ninety-three per cent of the total support to education to Asia in 1997 was for basic education.

Research and higher education

According to NORAD's 1998 Annual Report, NORAD's support to research has declined from NOK 209 million in 1996 to NOK 147 million in 1998. This survey has not been able to identify any significant funding specifically channelled to educational research institutions located in developing countries. NORAD's funding to regional research institutions has by and large been to organisations such as OSSREA (Organisation for Social Science Research in Eastern and Southern Africa), CODESRIA (Council for the Development of Social Science in Africa), and AIT (Asian Institute of Technology). In 1998, NORAD offered thirteen courses, mainly at Masters' level, at Norwegian universities and institutions of higher learning. This has

increased since 1990 when eight such courses were offered.

Multi-bilateral support

Norway's earmarked funding (multi-bilateral funding) through multilateral organisations is usually aimed at promoting specific Norwegian policy goals and objectives. MFA, for example, has supported a large initiative from UNICEF to promote girls' education in Africa. Gender has also been a focus for the earmarked contributions to the World Bank. In 1998 a Norwegian Trust Fund was set up to promote basic education in Africa, to prepare sector programmes, and to pilot adult/literacy education programmes, especially directed at women.

Norway's strategies for supporting UNESCO have changed significantly over the years. From supporting scattered, relatively small projects in many countries over the world, Norway has shifted towards larger programmes, preferably with a regional base.

0.7 Problems encountered and lessons learned

- A detailed statistical overview of Norway's development assistance for education was not available. Coding and reporting of educational projects have not been consistent. A complete and accessible overview of what Norway has supported over the last ten years has not been obtainable.
- Geographically, Norwegian-funded projects are to be found in at least 60 countries. This in itself makes a review of outcomes and effects of support to this sector very difficult. This is particularly so because evaluation capacity at the receiving end is often weak. At the time of the study, reports and information about projects and programmes were dispersed among several levels of the administrative system. There was no easy way to access this information.
- It also appears that, generally speaking, while the demand for information has grown, investments in information man-

agement systems have not grown to the same extent.

- Projects and programmes have become more complex over the decade. In the earlier years projects were often of a technical nature, such as textbook production. Today, one tends to be more concerned with issues such as relevance, equity, and quality, and this warrants new ways of perceiving evaluation approaches and methodologies.
- No comprehensive evaluation has been carried out covering Norwegian assistance to the education sector. In terms of reviews and individual projects, few, with the exception of higher education projects offered in Norway, have been running long enough to be subject to reviews.
- The changing role of educational support should make evaluation an important instrument for accountability and organisational learning. Experience with joint reviews is limited and the critical issue of how to contribute to a sustainable evaluation expertise in the country in question remains unresolved.
- Funding for educational research in aid-receiving countries has been minimal. This is an area that needs definitive strengthening, in particular because the integrated nature of the education system makes it improbable that a policy of high quality in basic education can be pursued without substantial attention to improving the quality of teaching and the education system as such.
- Education projects and programmes raise special questions in terms of sustainability. The issue of sustainability in this context relates to how educational institutions and the education system as such can be strengthened. The role of NGOs should also be considered in the context of their contribution to institutional sustainability.
- Particular emphasis needs to be given to crosscutting issues, such as equity, and in particular to education of girls, the impact of HIV/AIDS on education and education in conflict situations.

1. Introduction

1.1 Background and objective of the report

The Ministry of Foreign Affairs (MFA) has taken on the ambitious task of acquiring knowledge on the results and impact of Norwegian development co-operation at higher levels (e.g. country, sector etc.) than has previously been done. The intention is that this approach to evaluating Norwegian development co-operation will be built up through systematic and long-term accumulation of knowledge and experience.

In this context, MFA commissioned a study of Norwegian development co-operation during the ten-year period 1988-98. The purpose of the study was to give an overview of Norwegian support to educational development in terms of volume, channels, and areas of support. This study should be seen only as a first step to obtaining an overview of Norwegian support to the education sector.

1.2 Methodology

Study findings are based on a review and analysis of the statistical database for registration of projects for MFA and NORAD (the so-called Plan II system). This database follows the international standards of the Development Assistance Committee (DAC) of OECD. The study is based on access to two databases: one from 1988-1997 and the second from 1996-1998. This was done because, before 1996, Norwegian assistance to the education sector exhibited high continuity within sub-sectors and type of assistance addressed. After 1996 this pattern was broken with the introduction of a number of policy initiatives, which, to a large extent changed the profile of Norwegian aid to the education sector. It was therefore felt that a presentation of current trends and tendencies would better feed into the ongoing discussion of the effects and impacts of Norwegian aid in this sector.

In the data sources, educational activities are found under the "DAC sector 6" post. Level of education (basic education, secondary education, and higher education) is not singled out specifically. It should be noted that education

and training may also constitute components of projects registered under other sectors. These are not included here. The DAC data do not include general resources allocated to multilateral assistance.

The study is also based on review of documents; relevant Government White Papers, Parliamentary Bills, sector strategies and guidelines, annual reports and speeches.

A number of general reports, reviews, and evaluations were also reviewed. In addition to this, interviews have been undertaken with staff both within the Norwegian aid administration and various multilateral actors.

1.3 Limitations

This report does not claim to be a complete overview of Norwegian support to the education sector. There are several reasons for this:

- Project names and numbers in the statistical database are often not particularly specific and may, over the years, be inconsistently reported. Budget codes have often changed over the course of the years. It is not possible to track particular sections from year to year without having to recode.
- Education often features as an integrated component of larger community development programmes, in which case the education component might be invisible in the statistics.
- The study was carried out when the aid administration was under pressure in terms of workload and staff shortages. This became particularly problematic for the NGO part of the study.
- It was very difficult to obtain additional information such as review reports and studies. NORAD archives were, for example, very thinly stocked as far as educational reports were concerned.

1.4 Organisation of the report

The report is organised to give the reader an overview of main trends according to policy issues, overall economic trends, NORAD sup-

port, support to multilateral organisations, research and higher education, and NGOs. This is done for practical reasons and to make chapters more reader-friendly.

2. Norwegian support to education - policy and trends

2.1 The framework for policy analysis

Two aspects in particular have been influential in shaping Norwegian policies to the education sector. The first aspect relates to the domestic framework laid down by the Norwegian Parliament as a main determinant for overall policy concerns. The second relates to the continuous balance and mutual influence between international policy trends and the specific Norwegian focus and concerns. The influence exerted by the international policy community, of which Norway is a part, has significantly shaped specific Norwegian policy concerns. In practice, it is often difficult to distinguish between the two as policy processes in the international arena may have influenced even distinctive forms of Norwegian policies. Norway, for its part, also tries to actively influence international policies.

2.2 Overall policy goals

The Storting (Parliament) lays down Norwegian development aid policy. The Government recommends policies and directives for implementation through reports and propositions to the Parliament and through putting forward proposals for the development aid budget. Government White Papers to the Storting are the most important instruments for identifying policy changes.

The overall goal of Norwegian development co-operation is to contribute to lasting improvement in economic, social, and political conditions in developing countries, with a particular emphasis on reaching the poorest people. These goals have remained stable during the period of study as has the principle of recipient orientation, which, over the decade, has become even more strongly maintained and focused with the introduction of the concept "recipient responsibility". This means that the recipient partner is responsible for planning and implementing its own programmes. The broad idea of institutional development has gained new importance in the 1990s in both Norwegian and international development co-operation. There is a key

emphasis on partnership and dialogue as the basis for working with developing countries.

2.3 Geographical concentration

Geographical concentration is determined at the level of Parliament. In line with the overall poverty orientation of Norwegian aid, Africa is the priority region. In 1996, the Parliament decided to concentrate Norwegian bilateral aid in twelve priority countries. Two-thirds are in Africa, three in Asia, and one in Central America.

2.4 Channels for Norwegian development assistance

Multilateral co-operation

The multilateral finance institutions and UN agencies constitute important channels for Norwegian development aid. Norway maintains a high level of general contributions through multilateral organisations. In addition, earmarked grants to these organisations (multi-bilateral aid) are seen as effective means of concentrating efforts on high-priority areas. Earmarked financing also serves as a tool for the follow-up of Norwegian policy *vis-à-vis* the multilateral institutions. Norway places considerable emphasis on linking earmarked funds to the follow-up of conclusions and recommendations from international conferences and summit meetings. The Royal Norwegian Ministry of Foreign Affairs (MFA) administers multilateral development assistance. MFA also administers humanitarian assistance, support to research programmes and international organisations.

Bilateral co-operation

The main focus of Norwegian bilateral development is on government-to-government assistance based on country programmes. Other channels include non-governmental organisations (NGOs), the private sector, international organisations, and co-operation between Norwegian institutions and coun-

tries/institutions in the South. At country level bilateral agreements with multilateral organisations also exist.

Linkage between NORAD and MFA

MFA is responsible for the accomplishment of Norwegian development co-operation policy for both multilateral and bilateral aid. NORAD is responsible for the administration of Norway's bilateral co-operation with developing countries within the framework laid down by MFA. The Bilateral Department of MFA is responsible for drawing up guidelines, working out strategies, and approving the mandate for the annual negotiations with the co-operating country. Within this framework NORAD prepares its own strategies and guidelines (1990 and 1992).

At country level the process of amalgamation between the former NORAD offices and Norwegian embassies has taken place throughout the 1990s. The process was completed in 1998.

2.5 Policies on education

2.5.1 Policies towards basic education

"We, the participants in the World Conference on Education for All, reaffirm the right of all people to education. This is the foundation of our determination, singly and together, to ensure education for all. Together we call on governments, concerned organizations and individuals to join us in this urgent undertaking."

EFA90, article 10.4

Before 1990 the largest share of Norwegian assistance to education was allocated to tertiary education. In the "World Declaration on Education for All" (Jomtien 1990) both country governments and donor agencies committed themselves to the goal of ensuring basic education for all children by the year 2000. Norway, along with most other countries, began formulating policies towards this end. The Norwegian **White Paper no 51 (1991-92)** thus endorses the Jomtien Declaration and presents a clear policy shift in that it states that basic education should be given priority

in Norwegian development assistance. Education as a means to reduce poverty and to empower people was strongly emphasised. The need to strengthen national education systems and improve local capacities at all levels was also clearly stated.

This White Paper endorses the Education for All (EFA) goals and emphasises the importance of education for girls and women in particular and the need for improving educational quality and ensuring equity in the distribution of educational resources. It should also be noted that White Paper no 51 encompasses basic education as an addition to the existing focus on education. The documents put forward arguments for continued support to higher education and in particular technical and vocational training.

The Norwegian Ministry of Foreign Affairs and its "Strategy for Children" follow the same principles. Building upon the UN Convention on the Rights of the Child (CRC 1989) it emphasises that basic education is one of the priority areas for Norwegian development assistance. The Government's focus on education as a means to protect children's rights has been reiterated at the **Oslo Conference on Child Labour** in 1996 and seems to have been a real booster for the multilateral focus on strategic education support as a means to combating child labour.

NORAD's Basic Principles (1994) are guided by the overall objectives of Norwegian development co-operation and by the Jomtien declaration on Education For All (EFA). While the Declaration from the conference presents a rather broad definition, the "Basic Principles" cover a more narrow framework:

"focusing on primary and secondary education (including vocational and technical education and training) delivered primarily by the formal school system in the individual country, but very often supplemented by private schools run by non-governmental organisations or local communities".

Also basic adult education, with the main emphasis on formal and non-formal literacy programmes is included, as well as special

forms of higher education (for instance teacher training).

In its government-to-government co-operation in basic education NORAD emphasises support to quality improvements rather than quantitative infrastructure expansion. As defined by NORAD, the general concept of quality is composed of three interrelated dimensions: the quality of human and material resources available for teaching (inputs), the quality of teaching practices (process), and the quality of results (outputs and outcomes). In its co-operation in basic education NORAD has singled out the following as main points:

- Strengthening national institutions and competence
- Increasing access to schools
- Reducing the wastage of drop-outs and repetitions
- Increasing enrolment
- Enhancing learning achievements
- Increasing the cost-effectiveness of the system
- Enhancing quality
- Promoting female education
- Improving the quality of vocational and technical education and training
- Creating opportunities for basic adult education
- Strengthening the quality of initial and in-service training of teachers

Development assistance:

- *is to focus primarily on ensuring that girls can exercise their right to basic education,*
- *is to contribute towards ensuring that women receive higher education and vocational training,*
- *must increase women's literacy and counteract the marginalisation of women by modern technology.*

(MFA 1997:3)

NORAD calls for closer collaboration between donors operating in the same country and sector. Better co-ordinated sector programmes is one approach that Norway will pursue to ensure efficient and effective use of external resources and build sustainable partner capacities to cope with its own educational problems. The move from working at project level to supporting programmes and sector-wide approaches in long-term development relationships also signals new roles and capacities for NORAD, including institutional development.

Several international UN conferences took place during the 1990s. These have been important for the identification of strategies for the policies and strategies for Norwegian development assistance. The **4th UN Conference for Women (Beijing 1995)**, at which delegates from 189 countries endorsed the "Platform for Action", has been important for Norway's continuous efforts to promote gender equality in education. Education thus became one of the six priority areas singled out in the MFA "Strategy for Women and Gender Equality in Development Cooperation" (1997-2005).

Norway has actively followed up the initiative from the **Social Summit in Copenhagen March 1995**, where it was proposed that 20 per cent of development aid and 20 per cent of recipient's official budgets be earmarked for basic social services. This follow-up will be effected through both bilateral and multilateral channels, for example with larger contributions to multilateral agencies that support basic social services. It should be noted that at this conference, the time target for provision

of the EFA goals was postponed from the original year 2000 to 2015.

On the domestic scene, Norway also reviewed its total development portfolio. The North South Commission to the Storting states in its 1995 report *A Changing World* that education is one of the main pillars in the development process. The **White Paper no 19 (1995-96)** follows up the Commission's conclusion that it is important to look at education from a holistic and integrated perspective, viewing basic education, research, and higher education as a whole.

Social development: There should be substantial progress in primary education as follows:

“There should be universal primary education in all countries by 2015. This goal, building on the grounds laid in the Jomtien Conference on Education for All in 1990, was endorsed by the 1995 Copenhagen Social Summit and also by the Beijing Conference on Women as a goal for 2015. The attainment of basic literacy and numeracy skills has been identified repeatedly as the most significant factor in reducing poverty and increasing participation by individuals in the economic, political and cultural life of their societies.”

Shaping the 21st Century. 1996:10

Towards the end of the decade new modalities for development assistance with particular focus on donor co-ordination and sector support programmes seem to have been an overriding policy concern for most donors. In the OECD/DAC policy document *Shaping the 21st Century* (May 1996), to which also Norway subscribes, the formal notion of donor-recipient relationship is firmly rejected and replaced with the concept of “development partnership”. DAC member countries commit themselves to improve co-ordination of aid efforts and to collaborate in strengthening local capacity to lead the co-ordination process. It should be noted, however, that OECD/DAC countries in this document only commit themselves to the support of primary education.

The linkage between education and human rights issues was made explicit in the MFA

1998 Budget for Norwegian Development Assistance. There it is emphasised that the social right to education and improved education standards are objectives in themselves. Education is further stated as the Government's number one development priority. For the first time there are specific budgetary goals set. The goal is to increase the proportion of development aid that is spent on education to 10 per cent by the year 2000 and thereafter aim at increasing it to 15 per cent of total aid.

2.5.2 *Policy framework for higher education and research*

International conferences have also contributed to shaping Norway's policies regarding higher education and research. UNESCO hosted **The World Conference on Higher Education 1998**. This Conference was a key event for higher education with its clear statements regarding the need for a holistic perspective on education. Rather than focusing on basic education only, many governments recognise that higher education is an important objective in itself *and* for socio-economic development. Higher education should be seen as complementary to basic education and not opposed to it.

This perspective is also central in the recently published (1999) **Strategy for Research and Higher Education** issued by the Ministry of Foreign Affairs. Research and higher education should not be seen in a vacuum separate from the other levels of education or from the broad education system. Research and higher education are interlinked with all aspects of society's development, be it economic, social or political. Norway's position is that the integrated nature of the education system makes quality improvements in the primary sector unlikely without substantial attention also to university-level training. The strategy makes clear that one of the dimensions of higher education is support to basic education. The strategy is firm on the fundamental principle for Norway's support, that of recipient orientation. Strengthening developing countries' own capacity to undertake research as part of higher education is also an important objective for Norwegian support. The general pol-

icy of the Norwegian Government in the field of research is:

- Contribution to the strengthening of the capacity of developing countries to carry out their own research in accordance with the needs of each country.
- Production of knowledge for the formulation and implementation of Norwegian development policy through multilateral and bilateral channels.
- Contribution to the funding of the research programmes and advancing Norwegian participation in this.

The move from support to higher education to basic education seems to be more or less common to all the DAC member countries. The 1990s have witnessed a shift in this direction in a number of agencies. It is not easy to identify one single factor that caused many donors to shift from higher levels to basic, but it appears that the largest actor in the field of international support to education, the World Bank, has been influential. In several papers the Bank has pointed to the high cost and low rate of return of universities. In the view of the Bank, universities must concentrate more on producing skills required for the market. Today a number of donors, and to some extent even the Bank, seem to be shifting their viewpoints slightly. The World Bank states that it sees education as an integrated system. The emphasis on basic education should therefore not mean lack of support to tertiary education. The role of tertiary institutions as centres of excellence, research arenas, and training grounds for teachers should be underlined.

2.6 Unresolved policy issues

Despite the recognition that the different levels of education should be viewed as an integrated whole, many governments still treat policies for basic education and higher education as separate. This has so far also been the case for Norway where no comprehensive policy document covering all levels and all channels has been prepared. The holistic approach

is most clearly seen in policies for sector-wide reforms. The direct linkage between research and higher education and basic education is often blurred.

Donor agencies and development banks seem to base their assistance to education upon different **rationales**. Banks tend to argue that investment in education is a means to achieving high economic returns for the society. At the other end of the scale, there are agencies such as, for example, UNICEF, that argue exclusively for education as a basic human right. As can be seen from the policy documents and political statements, which constitute central guidelines for Norwegian aid in this sector, Norway pursues a balanced approach. However, it is safe to say that there has been a clear move from an economic rationale to a firmer rooting in the human rights tradition from the beginning of the decade to the end.

The increased emphasis on partnership, donor collaboration, and sector-investment programmes needs to be accompanied by clearer policy guidelines. The changes in modalities of aid require different entry points to reviews, evaluations and other follow-up procedures that need to be reflected in policy guidelines. The concern with **systemic changes in the education sector** at large has brought about an emphasis on long-lasting institutional and capacity-building efforts. Donor collaboration and sector-investment programmes emerge strongly in Norwegian and international policies, which from a Norwegian perspective implies a reconfirmation of the responsibility and right of the partner country to be in charge of its own development efforts. Sector-wide programmes will require skills to undertake broad analyses on education quality and equity issues, educational financing and institutional issues and the social and educational context in which support to education programmes take place. One of the biggest concerns today is to develop policies and strategies that capture those children, boys and girls, who, for a number of reasons, fall outside the school system.

3. Norwegian support to education - overall trends

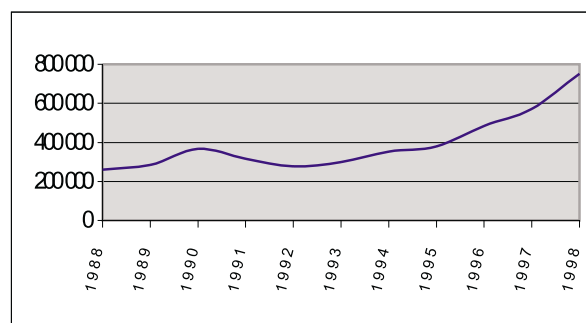
This chapter gives an overview of some of the general trends in Norwegian educational support as a whole. Unless stated elsewhere, tables in this chapter include all channels in the period 1988 to 1998.¹

3.1 Level of assistance to the education sector

The table at the right shows the level of support to education in terms of total disbursements.

- The following information is recorded on individual projects:
 - Year of funding
 - Amount of funding
 - Recipient country
 - Sector code (two levels are described above)
 - Brief description (40 characters)
 - Multilateral organisation (acronym)
 - NGO which the recipient is registered as, as one of five types (see below)
 - Budget line from which the project is supported
 - Type of development assistance (administration, bilateral, multi-bilateral, and multilateral assistance)
 - Form of assistance (project assistance, programme assistance, commodity assistance, technical co-operation etc.)

Level of Assistance to the Education Sector 1988-98 (in 1000 NOK. Current prices)



Source: NORAD Statistical print out of Plan II. All channels.

The figure above shows that from 1988 to 1995 the level of support to the education sector was relatively stable. There is a notable increase in 1995 when a number of new projects and programmes was funded.

3.2 Projects and disbursements

The table below shows percentage support to education in terms of total disbursements and total projects:

Year	Number of educ. projects	Total projects	Education support in 1000 NOK	Total support	Support to educ. as percentage of total
88	293	2 319	260 727	6 424 520	4 %
89	300	2 476	284 501	6 343 813	4 %
90	386	2 853	367 218	7 551 092	5 %
91	356	3 037	315 857	7 635 290	4 %
92	305	3 191	276 781	7 910 496	3 %
93	284	3 693	299 866	7 193 261	4 %
94	348	3 914	351 475	8 021 454	4 %
95	349	3 919	379 435	7 902 202	5 %
96	405	4 410	484 535	8 472 840	6 %
97	402	4 399	571 612	9 241 023	6 %
98	398		752 245	9 973 737	8.9%
SUM	3 428		4 704 252		

Source: NORAD statistical print out of Plan II. All Channels. Includes both bilateral and multilateral allocations. Please note that the column "number of projects" is based on the number of budget lines in the database. The numbers should thus be interpreted with some care. Total projects refer to the total number of budget allocations for the period in question. General resources to multilateral organisations are not included.

The table shows that in terms of numbers of projects within the education sector there has been a significant increase from 293 projects in 1988 to 398 projects in 1998. The total number of educational projects has decreased slightly from 402 in 1997 to 398 in 1998. This reduction is, however, so minor that it is not possible to identify from the statistical material whether Norway has begun to channel more funds to fewer projects.

Norway is therefore in a good position to reach its target of 10 per cent of all assistance

to be allocated to the education sector within the year 2000. Whether this will actually become possible depends not only on Norway but also on the recipients' capability to develop support-worthy projects and programmes that can be presented to Norway for funding.

3.3 Towards larger programmes

The total amount per year divided by the number of projects gives the following information (in 1000 NOK):

Year	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998
Average	890	948	951	887	907	1 056	1 010	1 087	1 196	1 422	1 890

Given the reservations mentioned above concerning the number of projects, there is a clear tendency towards more money per project. It is difficult to give a precise explanation for this, but it is probably safe to say that it reflects the trend away from small, isolated projects towards larger programmes which

encompass a number of elements. The rationale for this shift is that although small projects can be effective in their own limited context, what is first and foremost needed in education is systemic change and increased national capacity to tackle the enormous demands for education at various levels.

3.4 Support to sub-sectors 1988-97 (in per cent)

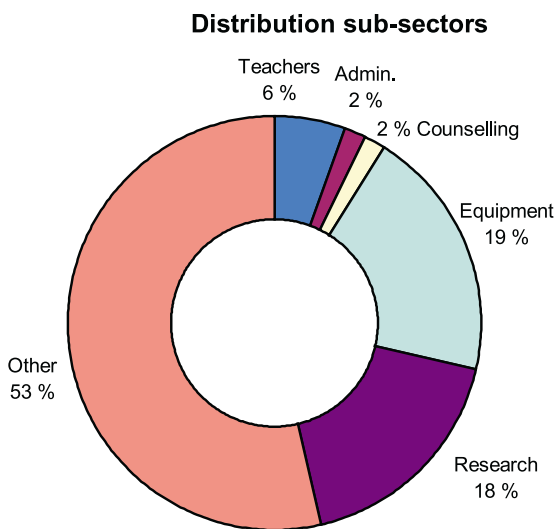
Year	Teachers	Admin.	Advisory	Constr/ Equip	Research	Other
88	12	3	0	29	21	34
89	9	1	0	27	14	49
90	2	4	2	18	16	57
91	3	3	1	20	20	54
92	7	2	1	15	28	47
93	4	0	1	17	23	54
94	9	1	3	15	23	49
95	5	1	1	13	20	59
96	5	1	2	30	7	55
97	4	1	3	15	15	63

As can be seen from the table above, over half the assistance is coded under "Other". In 1997, that category was highest with 63 per cent. The reason for choosing the "Other" category, which absorbed NOK 359,814 million in 1997, deserves some explanation. "Other" is used not only when the project in question

targets areas other than the named categories, but also when it has several components. In 1997, the "Other" category covered 264 projects in 46 different countries. A total of 26 projects were channelled to Global activities, whereas the remaining were allocated to NGOs or under the specified registration of

the country framework allocation. Some of the most recent and visible Norwegian initiatives are found under this category such as the UNICEF “Girls’ Education Programme in Africa” which is a multifaceted programme covering all sub-categories. Placing it under one of the existing categories would thus not be appropriate.

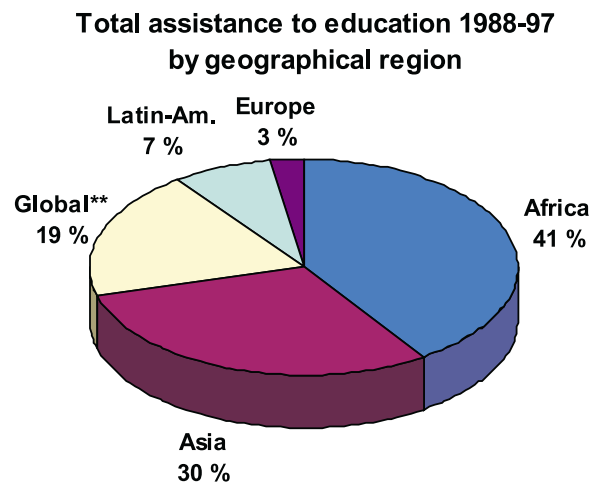
The figure below illustrates the total distribution by sub-sector over the ten-year period 1988-97.



Figures are based on financial support

3.5 Geographical Distribution

Each project is coded in line with the country that receives the primary benefit of the assistance. The following illustration sets out an overview of the countries grouped into regions of the world.* It appears that a larger share of assistance has been given to Africa, with Asia coming in second place.

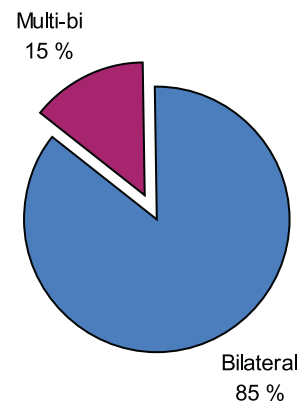


Figures are based on financial support

- * One project of NOK 106 000 in Oceania has been excluded.
- ** Assistance to projects that cover several countries, or where the country cannot be positively identified, is coded “Global”. This code also includes support to Norwegian research institutions where most of the funds are used in this country (Norway). The illustration provides an overview of all channels.

3.6 Multi-bilateral versus bilateral assistance to the education sector

Type of Assistance



Figures are based on financial support

Assistance type	Projects	NOK '000
Bilateral	3 194	3 068 176
Multi-bilateral	234	523 831

The table shows that 85 per cent of support to education for the period 1988-97 can be char-

acterised as bilateral support and 15 per cent multi-bilateral, that is, support channelled through multilateral organisations but where the funds are earmarked for a specific purpose.

All in all ten different multilateral organisations have received assistance over the period. Of the total earmarked funds the four largest are the World Bank (39.7 per cent), UNICEF (23 per cent), UNESCO (14.2 per cent) and IDA (10.4 per cent). The four largest multilateral organisations receive over 75% per cent of the earmarked contributions to education. It should be noted that general support to multilateral organisations is not included in this overview.

3.7 WID-relevance

The table below sets out what proportion of support to education in 1988-97 is estimated to be more or less women-related. Reference is made to NORAD's statistical guidelines brochure for definition of the criteria for the different levels of Women In Development (WID)-relevance.

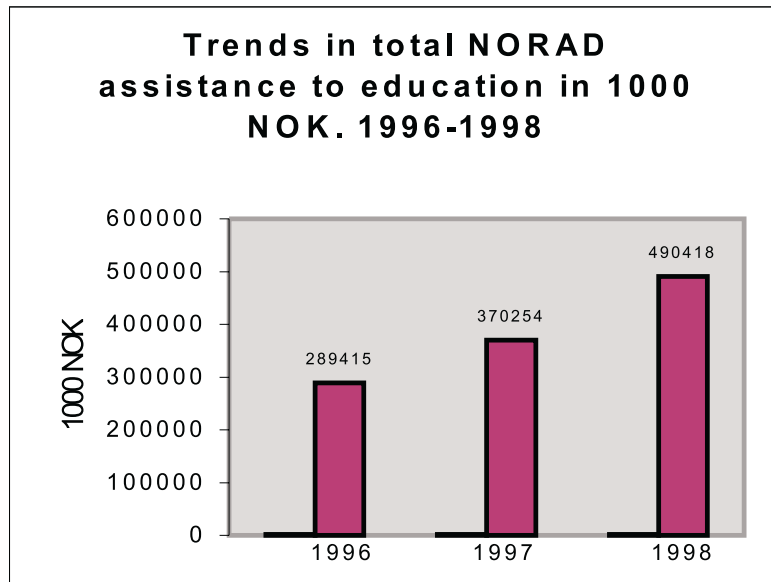
Relevance	Projects	NOK'000	Per cent of assist.
Non-WID related	2 516	2 593 863	72
WID-related	512	565 078	16
WID-integrated	167	177 275	5
WID specific	233	255 791	7
TOTAL	3 428	3 592 007	100

The table shows that only a small proportion of the total registered projects for the period 1988 to 1997 are specially designed in accordance with the OECD/DAC criteria for women-oriented assistance.² Only 12 per cent of the projects are directed specifically towards women (WID-integrated or WID-specific). The overview is based on staff's own reporting to NORAD's statistical system, but can still be biased in many ways. One such bias may be that registration has not been complete or rigorously followed up. Another may be that education might be perceived as "gender neutral", and a third again may be that the nature of support is such that girls' issues have not been considered at all. In view of Norway's active role in setting an international agenda for girls' education, the findings are nevertheless surprising.

2. In terms of reporting to OECD /DAC, all donor agencies are required to define projects and programmes according to specific definition of "WID" or women-oriented assistance. WID-integrated refers to projects that include factors such as participation, consultation and identification of barriers and measures to overcome them. WID-specific refers to projects where women only participate. WID-related is a Norwegian-derived statistical measure where not all four factors that characterise a WID-integrated project have to be met.

4. Overall economic trends in NORAD's support

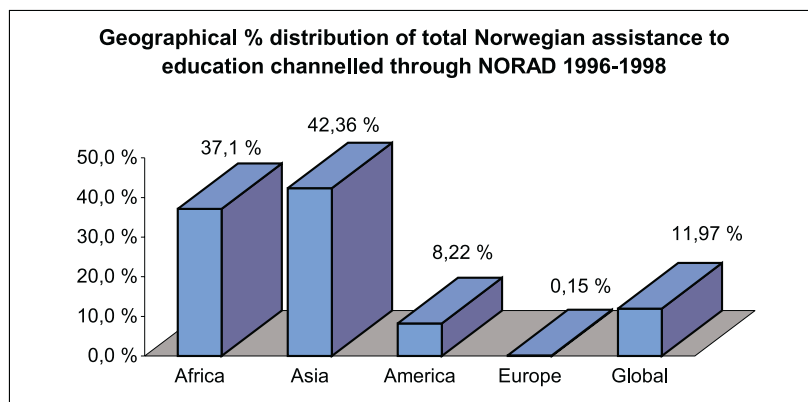
4.1 Recent trends



The illustration above shows that support to education through NORAD has increased significantly in a very short time. The overview includes all channels administered by NORAD. This tendency will also continue in 1999 when large single investments in, e.g., sector programmes in Nepal and Zambia, are likely to make the statistics rise significantly.

4.2 Geographical distribution of education assistance through NORAD

In the three-year period 1996-98, NORAD spent a total of NOK 1150 million on assistance to education. The geographical distribution of this assistance was as follows, showed in percentages:

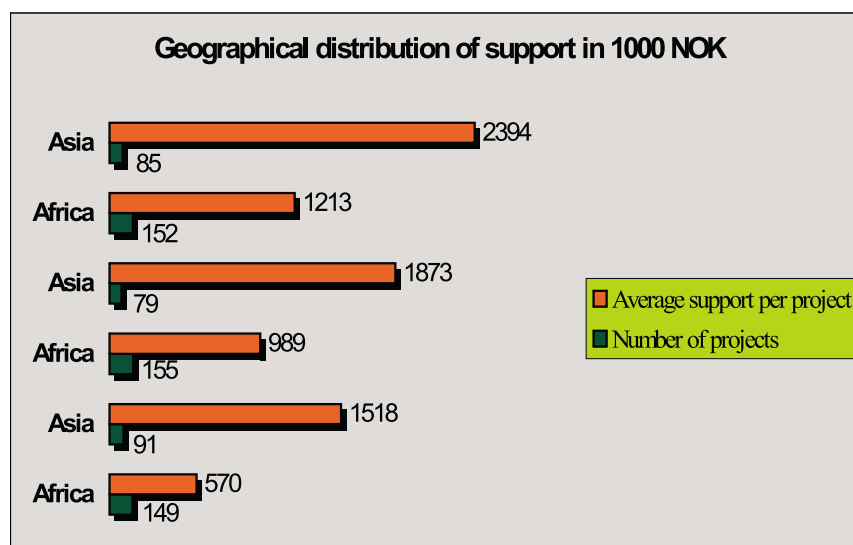


In terms of percentage distribution, Asia clearly receives the largest share of NORAD's total support to education. It appears, however, that this, to a certain extent, arises from a backlog from earlier times, where large funds were allocated to some bilateral programmes in countries such as Bangladesh and Pakistan. Comparisons of shares over the

last few years, however, show that the picture is about to change.

The geographical distribution of education support has changed during this three-year period. Support to Africa has more than doubled while there has been a decrease in support to Asia. In spite of this, Asia still receives

nearly twice as much as Africa in terms of average support per project (1996–1998):



The increase in bilateral support to the education sector in Africa is a pertinent response to the disadvantaged situation prevailing in the majority of countries. Sub-Saharan Africa (SSA) is lagging behind with respect to educational indicators, even compared to other developing countries. SSA is the only region where the gross enrolment ratio for primary level actually fell during the 1980s (from 81 to 71 between 1980 and 1990). SSA is also the only region where the projected number of out-of-school children (6-11 years) will increase if present trends continue. It is also the only region where the gender gap is not showing signs of closing. On the contrary, in some countries the gender gap is even widening.

4.3 Recipient countries

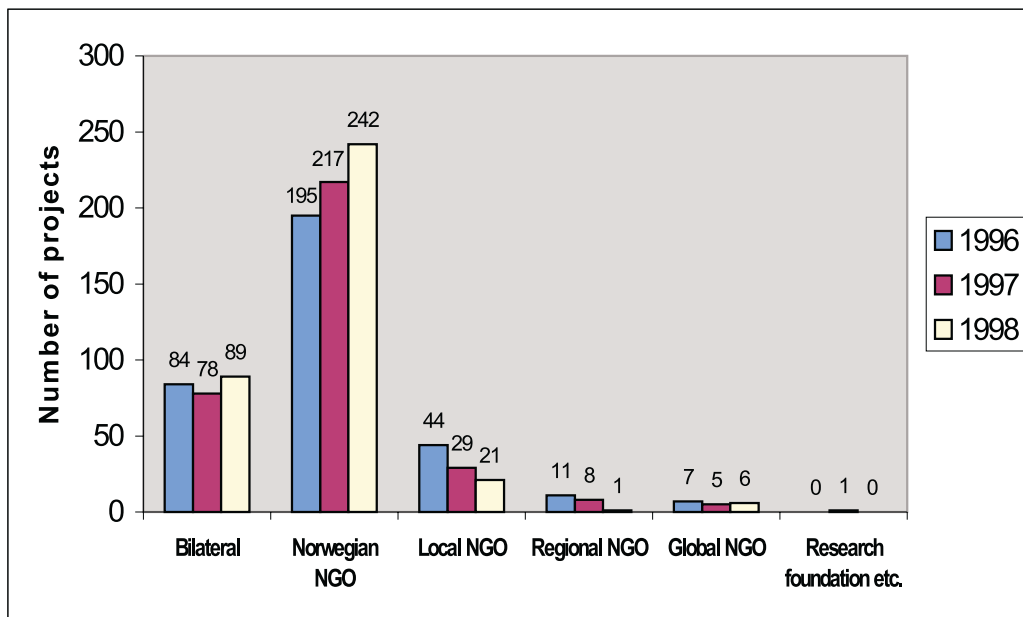
The total NORAD funds to the education sector are dispersed over many countries. In 1996 NORAD funds were used for education projects in 45 countries: 23 countries in Africa, 11 in Asia and 11 in Americas. In 1997 the number of countries increased to 51 with funds to one more country in Africa, and two in Asia. Europe with Herzegovina became part of the portfolio and two additional countries in the America region. 1998 saw yet another increase in the number of countries. That year 58 countries were supported. Four

of the additional ones were in Africa, one in Asia and two in the America region. The diversity stems mostly from support through NGOs that receive funds from NORAD. NORAD's own country portfolio is much more limited and usually takes the form of long-term development assistance. In the case of NGOs there are examples of countries with only one single project, for instance an unspecified project through a Norwegian organisation (Finansforbundet) in the Caribbean. Namibia represents the opposite picture, with as many as 68 different projects (as earlier defined according to budget line) during the period 1996-98. With this varied picture it goes without saying that achieving an overview of total NORAD funding in terms of effects and impacts presents a real challenge to the aid bureaucracy.

4.4 Trends in support to number of projects³

Norwegian NGOs implement the largest number of projects, and this trend appears to be increasing. Although many Norwegian NGOs link up with other local implementing partners, it is safe to say that a large number of projects imposes special demands on the

3. Again, "project" refers to the budgetary post. On some occasions, a project may be divided into several budget posts, and will thus have been counted as more projects.



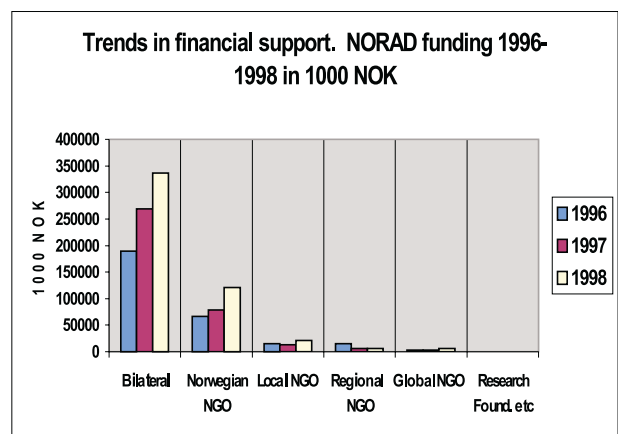
capacity to plan, appraise, monitor and evaluate project progress. From the figure above one can also see that direct support to local NGOs has been declining continuously. It is not possible from these statistics to say anything on the causes for this. It is also unclear if this is a policy priority of the Norwegian development assistance administration. In view of the overall policy of recipient responsibility and the need to build an active local civil society, the trend should nevertheless give cause for concern in the development assistance apparatus.

Over the last three years, the total number of projects has increased slightly. Norwegian NGOs have experienced an upward trend in terms of number of projects supported, whereas local and regional NGOs received support for fewer projects. In terms of project numbers support to local NGOs has been halved in this period, and support to regional NGOs has been more or less phased out.

4.5 Recipients of NORAD support

The term “Bilateral” in the table below means support through the country programmes. The country programmes form the most important framework for NORAD development assistance to a recipient country, in substance and in volume. The frame of reference for NORAD country programmes is the five-

year aid strategies for the countries concerned. The figure below clearly shows that, during the last three years, partner governments have become by far the largest channels for NORAD support through the country programmes and regional funds. This share is increasing year by year. In actual monetary terms the increase has been significant, from NOK 189.7 million in 1996 to NOK 336.2 million in 1998.



Support to education programmes implemented by Norwegian NGOs has nearly doubled in financial terms over the period 1996-98 from NOK 66.3 million to NOK 121.3 million in 1998. In visual terms the impression is that support to local NGOs has remained constant over the same period of time. In reality there has been an increase also here from NOK 15.2 million in 1996 to NOK 20.7 million in 1998.

Compared to the channelling of funds through Norwegian NGOs, however, the direct support to local NGOs is small. At country level, on the other hand, Norwegian NGOs often link up with local NGOs in implementing the projects.

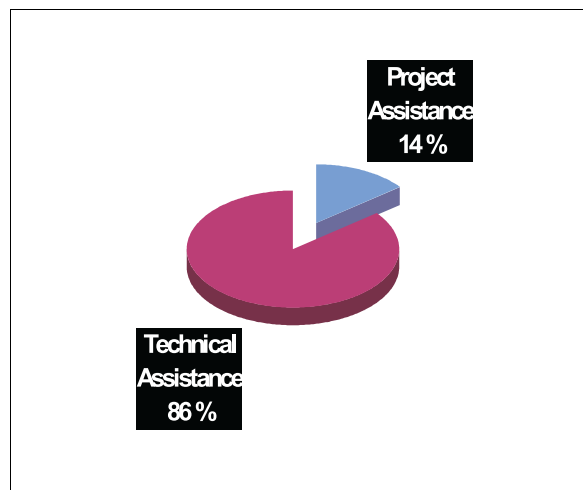
4.6 Capacity and institution-building

The illustration to the right refers to code 4, “technical assistance”, for 1996–1998 in NORAD’s statistical reporting system. The code refers to several categories of support:

- Building of national competence and professional skills
- Development of human resources
- Personnel assistance, technical assistance and information activities
- Institution-building

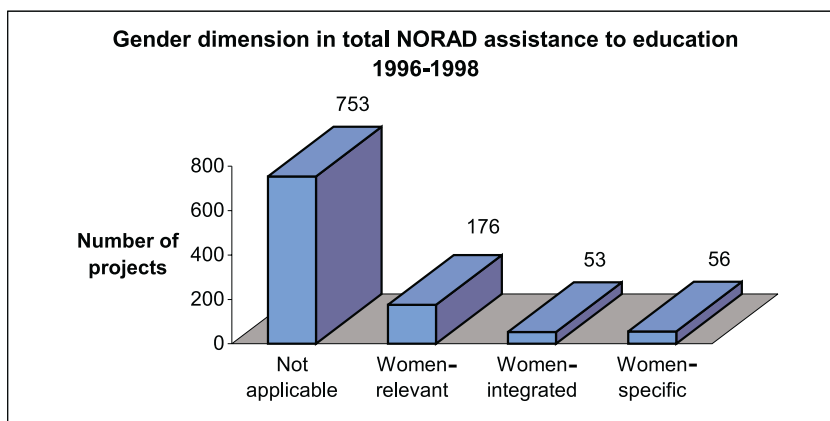
It should be noted that personnel assistance in the sense of financing external personnel for strengthening implementation hardly exists in Norwegian development assistance. It is safe

to assume that projects coded here refer to building of national competence, professional skills, development of human resources, information and institution-building within the education sector.



It should be kept in mind that NORAD does not implement projects; this is always the responsibility of the partner. Support to “technical assistance” seems to be a logical programme response to Norwegian policy concerns in achieving long-term sustainability of national development efforts.

4.7 Gender dimension



The figure is derived from a total of 1038 projects.

NORAD’s support over the period 1996-98 follows the same trends as could be identified for the total education assistance 1988-97 which clearly showed that few projects are registered as WID-relevant. The reporting is based on the DAC statistical criteria. Women-specific

means that support is specifically aimed at women. Women-integrated means that women are explicit in the target group, are consulted, and that monitoring of women’s benefits is carried out during project implementation. Women-relevant is a criteria developed by

Norway to incorporate projects in which women are explicitly incorporated in the target group, but not necessarily fulfilling all DAC preconditions for being registered as WID-integrated. There is probably more than one explanation for the fact that so many NORAD projects appear as to have no association with the DAC WID-criteria. One is that NORAD's support is often of a form that makes it difficult to register according to the strict DAC criteria. NORAD's support is often aimed at capacity-building and strengthening institutions, which do not easily lend themselves to the "project" notion upon which the DAC criteria are based.

At policy level NORAD has adopted the concept of mainstreaming gender issues in all its development assistance. In dialogue with its partners it is NORAD's policy to promote gender equality. As far as sector programmes are concerned, overall mainstreaming requirements also guide NORAD.

Measures that stimulate girls' attendance in school and their completion of primary education are of special concern as are vocational training and non-formal education for women. Generally speaking, NORAD is concerned with:

- Promoting the hiring of female teachers
- Designing systems that accommodate the needs of female students
- Sensitising teachers and pupils on gender stereotyping

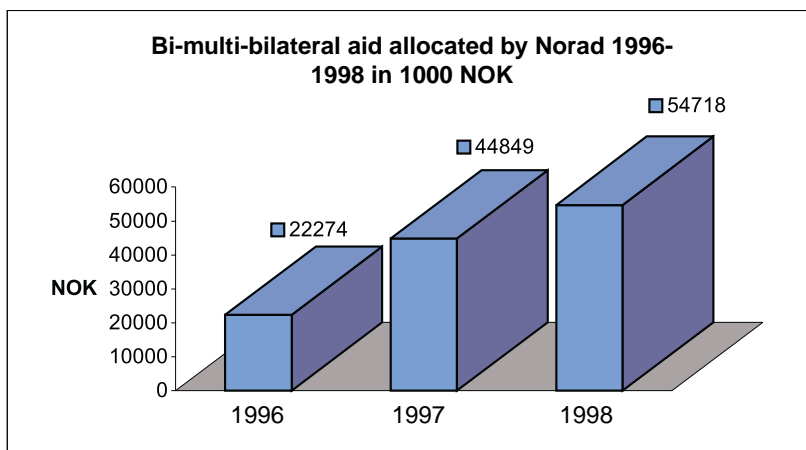
Not unexpectedly, Norwegian NGOs are dominant as far as support to women-specific projects is concerned. In bilateral aid, in which NORAD is concerned with strengthening institutional capacities, there might be relatively little demand for projects exclusively for women. NGOs, on the other hand, often

work with the marginalized target groups, people who fall outside the ordinary education system such as street children, orphans, illiterate women etc.

It should be kept in mind that mere figures do not say anything about the type of support NORAD is providing or its strategic importance. Sometimes small projects can be innovative and of critical importance in changing the mainstream education sector so that it becomes gender-balanced. However, the number of education projects registered as not applicable for women still implies that there is a shortfall in following up policy concerns in practice.

4.8 NORAD support to multilateral organisations

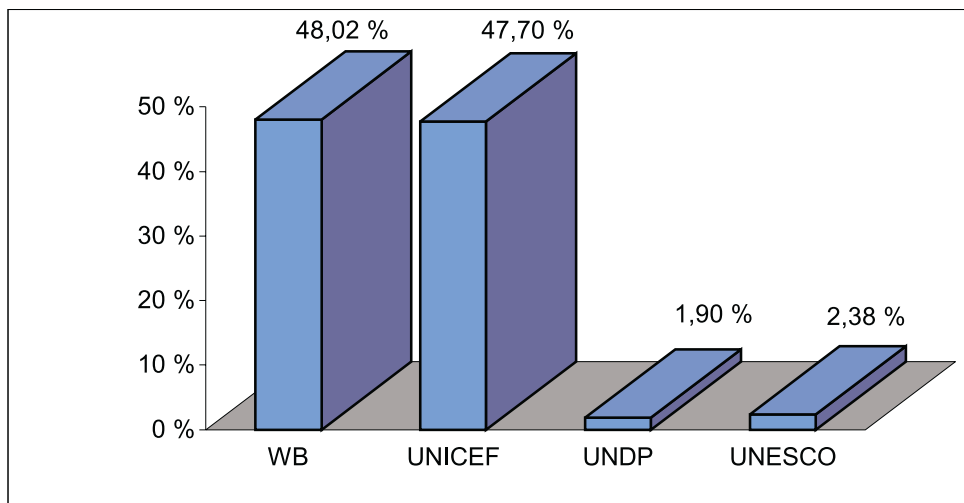
NORAD sometimes allocates bilateral funds to programmes executed by multilateral organisations (bi-multi-bilateral aid). The reason for channelling funds through these organisations varies. In some countries such as Malawi, NORAD supports UNICEF in primary education because when the Parliament decided to have a separate budget vote for the country, no Norwegian embassy was yet in place. The absence of a bilateral country programme in, e.g., Madagascar also makes the use of multilateral organisations a natural choice. In other cases, e.g. Tanzania, support to a secondary school trust fund through the World Bank was initiated because basic and secondary education were not included in the regular country programme. Agreements are usually tripartite and signed between the national government, the organisation and NORAD. Governments through their relevant line-ministry are the implementing partners. Follow-up from NORAD's side usually takes place in annual meetings between the parties, through reviews or evaluations as stipulated in the agreements.



The total amount of bi-multi-bilateral aid to education allocated by NORAD has increased significantly - in fact more than doubled - over the three-year period from 1996 to 1998. In terms of percentage of the total annual NORAD assistance to education, however, there has only been an increase from 7.7 per cent in 1996 to 11.6 per cent in 1998. To the degree that NORAD uses multilateral organisations for bilateral funding, 86 per cent

of the funds in 1996-98 go to Africa. The remaining 14 per cent go to Asia.

This assistance is given to four institutions, with the World Bank and UNICEF as the main recipients followed by UNESCO and UNDP. Over the whole three-year period 1996-98, the total multi-bilateral funding was shared between the institutions as follows:

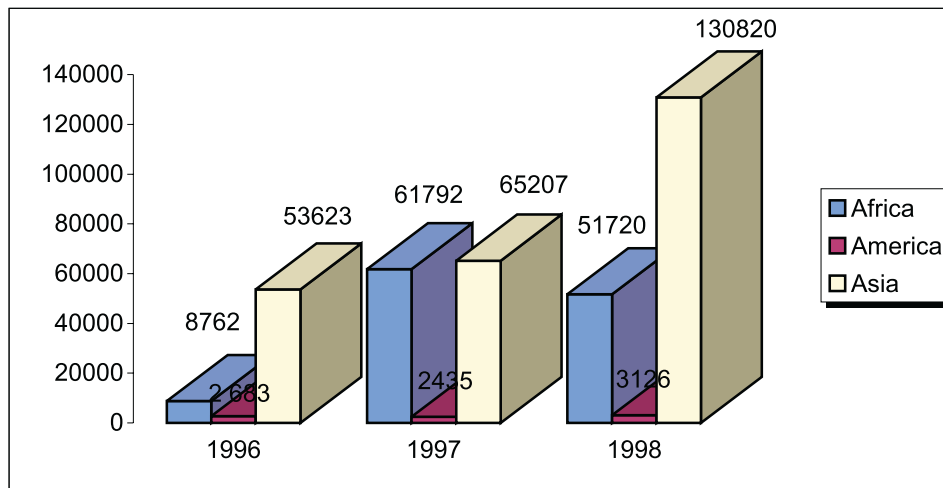


A total of eight projects of which seven are in Africa are channelled through UNICEF. During the period there were four projects funded through NORAD's country programme alloca-

tion, which were channelled through the World Bank. Three of these were in Africa and one in Asia. The total of five bilateral agreements with UNESCO and UNDP were in Asia.

5. Support through country programmes

5.1 Overview of country programme support

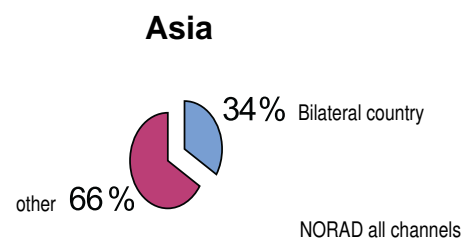
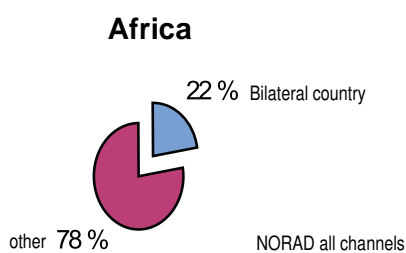


Source: NORAD statistics 1996-98 based on posts 150-151-152 development assistance to Africa, America, and Asia. In 1000 NOK.

This mode of support implies bilateral country programme agreements, or state-to-state programme support. Usually the relevant Ministries of Education will administer the funds. Follow-up and administration on the Norwegian side is the responsibility of the Norwegian embassies.

The figure above shows bilateral country programme support according to region. Support

to NGOs (Norwegian, local) and bilateral assistance through multilateral organisations (bi-multi-bilateral) is not included. Regional support under the country programme framework is, on the other hand, included. The figure shows that while regular bilateral country programmes are not so common in the Americas, this mode of assistance has been on a steady increase in both Africa and Asia.



The two figures above show that, within NORAD, allocations at country level more often go through other channels than direct bilateral state-to-state assistance. These channels are for example NGOs, multilateral organisations, and research institutions.

The reasons for the predominance of recipients other than the governments are many. One explanation may be that NORAD's actual

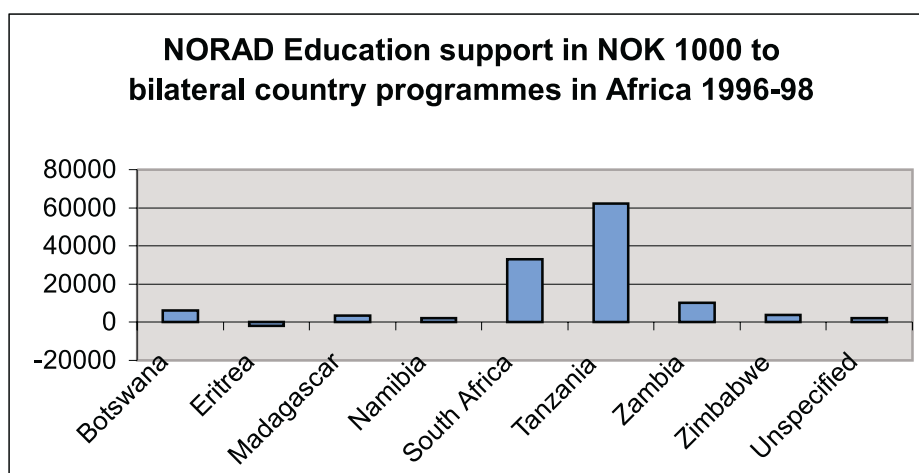
country programmes are determined by requests formulated by the respective national governments. It is a fact that lack of capacity at the level of, for example, Ministries of Education often hampers the speed at which project proposals can be developed. On the other hand, it is apparent that strong policy signals from Norway and active dialogue between the partners at annual meetings have led to more requests from governments.

Bringing such proposals through appraisal stages and eventually to decisions for funding will, however, inevitably take some time. This is most likely one of the explanations for why Africa still lags behind Asia regarding state-to-state assistance for education.

5.2 Country programme support to Africa

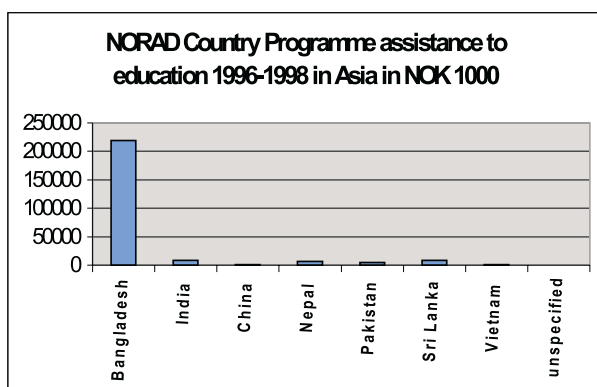
The figure below shows that among the main partner countries in Africa, Tanzania takes the

largest share. Major framework agreements with higher education and research institutions constitute the bulk of the assistance. It should be noted that Eritrea's negative position only means that some of the planned disbursements could not be made after all. This refers in particular to one project, Keren Teacher Training College, which has taken much longer to plan than originally envisaged.



Source: NORAD Statistics Plan II. The figures do not include support to NGOs and through multilateral organisations

5.3 Country programme support to Asia



Bangladesh stands out clearly as the main partner for bilateral country programme assistance in Asia (NGO support and multilateral organisations are not included). Four large programmes financed through the Ministry of Education take most of the support: Female Education Stipend Project; Primary Education Development Programme; Non-Formal Education; and Primary Textbook Paper.

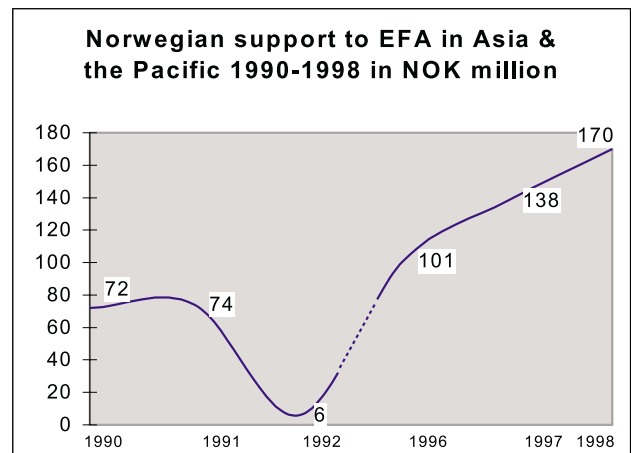
5.4 Recent trends in NORAD country programme assistance

1. *Turkana programme in Kenya:*
 - Adult literacy, primary and secondary education, youth polytechnics, support to girls' and women's education, a teacher training centre and in-service teacher training
 2. *Basic education in Bangladesh*
 - Procurement of paper and training of staff in National Curriculum and Text Book Board) administered initially through UNICEF, later MOE (Textbook Paper [BGD-036])
 3. *Basic education in Pakistan*
 - The Sindh Primary Education Programme*
 - Alama Iqbal Open University (funds to elementary school teachers)
 - North-West Frontier Province support to the Textbook Board
- * A Pakistan/World Bank programme with 3 components; nutrition, free schoolbooks to girls, scholarships for girls

5.4.1 More focus on EFA goals

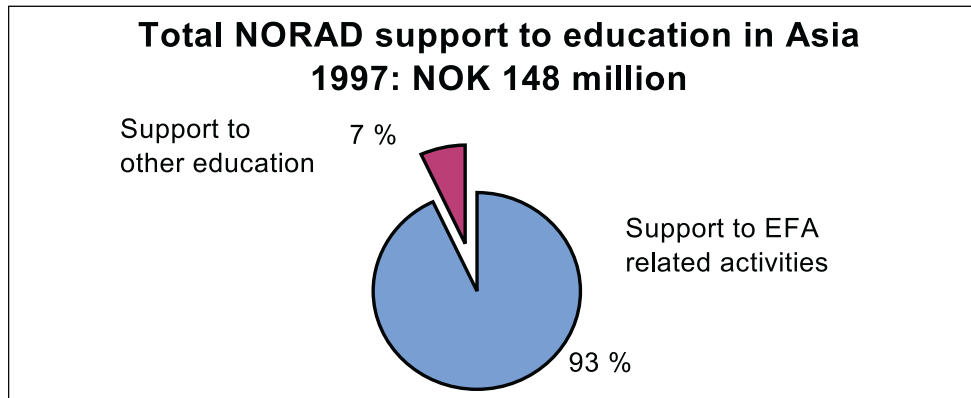
Efforts towards reaching the Jomtien Education for All goals (EFA) have been intensified in recent years. In 1990 there were 33 projects under the then Ministry of Development Cooperation (DUH), but only three of these were primary/secondary education projects⁴ through NORAD's country programmes (see frame). Up to 1999 NORAD's statistical database has not allowed for reporting by levels (primary, secondary, tertiary)⁵ and therefore no complete overview can be given.

In terms of amount of funds channelled to education in general and EFA in particular there is a clearly increasing trend in the 90s. This is well illustrated by the following graph covering the six years in question: 1990-91-92 and 1996-97-98 and for Asia and the Pacific.



The graph also illustrates the important point that it takes a long time, often several years after a policy decision is made, before the first disbursements can be undertaken. When, at a later stage, statistics can be included also for 1999 and 2000, the curve will show a steep rise, as new large-scale programmes will be included.

4. Kate Halvorsen: The role of Education in Norwegian Development Aid. 1990. NUPI Forum for Utviklingsstudier.
5. Through its PRISME database ADEA reports on level of education



The figure above shows that in 1997, other education projects took a small share of education assistance to Asia and that the largest share was allocated to basic education, non-formal education, and literacy.

Case: Non Formal Education in Bangladesh

A project on non-formal education started in 1995.⁶ The project specifically addresses illiteracy problems among adolescents and adults. This programme also receives support

from Sweden. The project is experimental in the sense that it attempts to:

- c) Introduce a non-formal education system that is supplementary and complementary to the formal education system and
- d) Transform the project into a Directorate to develop the necessary infrastructure for long-term and broad-based non-formal education.

In 1997,⁷ almost 2.5 million people in Bangladesh received literacy training through the

6. BGD 0061 Non-Formal Education Project 2 (NFE)

Integrated Non-Formal Education Project. Norway's support to the education sector in this country also includes a grant scheme for girls in upper secondary school and aid for the production of primary school textbooks. Norway has agreed to provide substantial support for the development of primary schools.

5.4.2 Sector-wide approaches

Since the beginning of the decade many aid agencies, including NORAD, have promoted sector-wide support to the education sector. There has been a widespread agreement that support to isolated projects has failed as a mode in providing improvements in the education sector in developing countries. Characteristics of sector-programmes are⁸:

- The programme has to be sector-wide in scope
- A coherent policy framework must be in place
- Local stakeholders and national ownership
- All donors must sign on to the programme
- Common implementation arrangements must be developed
- Long-term financial technical assistance must be ensured

Sector programmes are also strongly recommended by the political leadership of MFA, which considers such programmes as a step in the right direction. This is because they necessitate stronger donor co-ordination and political support, issues are tackled holistically and not through a number of separate projects with no internal linkages. In addition to this, monitoring, review and evaluation can be more coherent and more comprehensive approaches to reform and development are also possible.

7. NORAD Annual Report 1997:54

8. The World Bank Discussion Paper 302 : The Broad Sector Approach to Investment Lending. Sector Investment Programs

It is evident that sector investment programmes are consistent with Norwegian policies in broad terms:

- National ownership and recipient responsibility are main principles of Norwegian aid policy.
- Building institutional capacity in co-operating countries is essential for long-term sustainability.
- In principle, sector programme processes will broaden the educational opportunities for girls/women and improve both access and quality of the education offered.

NORAD has so far (in 1999) approved of sector-wide support in two countries: Nepal and Zambia (both are sub-sector programmes directed to basic education), whereas negotiations and plans are under way in several other countries, e.g. Ethiopia, the Palestinian areas, and Tanzania.

Case 1: Basic Primary Education Project (BPEP), Nepal

The long-term goal of BPEP is to

- a) Enhance capacity to enrol primary school-aged children in schools or in alternate schooling programmes as well as to ensure retention and completion especially of girls and socially disadvantaged groups,
- b) Improve learning achievement, and
- c) Build and strengthen institutional capacity at national, district, and community levels to plan, monitor and improve the performance of primary schools.

The Government intends to extend the duration of education from five to eight years within a timeframe of ten years. To ensure universal attendance of children, legal provision for compulsory schooling will be made and fully enforced.

In the future the objective is that all districts will plan, manage, and implement basic and

primary education programmes in a decentralised planning and management framework. Authority will be devolved to local communities with respect to school management planning to promote ownership of schools. Schools will prepare their own quality improvement activities, and will be funded on the basis of their performance.

Norway finalised the negotiations with the Nepalese government in 1999 and agreed to support the second phase of BPEP, 1999/2004, within a budget frame of NOK 195 million. Norway is together with Denmark, Finland, the World Bank and EU expected to support BPEP II in the form of basket funding, defined as the Core Investment Programme. The Norwegian contribution amounts to 23.4 per cent of the total financial support within the Core Investment Programme for the period 1999/2004.⁹ The Nepalese Ministry of Education (MOE) and programme implementation through its Department of Education will carry out the primary co-ordination role.

Norway, represented by the Ministry of Education (KUF), is also negotiating with MOE in Nepal to develop a system of formative process research in order to follow the process and impacts of the ongoing reform efforts. This will enable both the Nepalese, as well as the donors, to learn and adjust where necessary as the reform processes are implemented.

Case 2: Basic Education Sub-Sector Investment Programme, BESSIP, Zambia

Since the beginning of the nineties, after the Jomtien EFA conference, considerable work has been going on in Zambia to develop a more comprehensive programme of improvement for the education sector. Beside the efforts of the Government, many different partners - such as national NGOs, churches etc. - have contributed to the education field during the last decade. A fear of fragmentation of responsibility, integration and co-ordination lead the way towards a sector plan for education.

In March 1996 the Zambian Government (GRZ) launched "Investing in Our People" giving a policy framework for an integrated Education Sector Investment Programme (ESIP). In May 1996 this was followed up by "Educating Our Future" where the Ministry of Education sketches the different conditions that should be taken into consideration to give universal primary education of seven years of schooling for all by the year 2005. The GRZ realised however, that they could not meet this goal on their own:

"the Government will follow an education policy that encourages and strengthens partnerships in educational development."

The MOE started planning the sector programme together with the World Bank and other donors already involved in the education sector in Zambia. The process focused on basic or primary education and the programme changed its name to Basic Education Sub-Sector Investment Programme (BESSIP).

Norway, which started supporting UNICEF's Programme for the Advancement of Girls' Education (PAGE) in Zambia in 1997, signalled a willingness to contribute to the sector approach. It was established that PAGE should be integrated into BESSIP.

Sector programmes pose new challenges as far as generating knowledge about impact and effects of the support. In principle everything in a sector programme is open to scrutiny by all partners, and commonly agreed indicators should make assessment of progress feasible. On the other hand, however, questions have been raised about the accountability of present monitoring mechanisms, deficiencies in management and administrative capacities of the government and shortage of experienced staff at all levels. Very often central authorities in developing countries are struggling with insufficient information and knowledge on how policy measures impact at the level of the school, teachers, community, students and parents.

Sector-wide approaches impose substantial demands on both agencies' and national partners' ability to systematic and analytical understanding of the education sector as well

9. The total support being US\$ 106 million with the currency rate at US\$ 1=NOK 7.87 (4/11 1999).

as on the linkage between this sector and other macro-policy areas in a country. The changing role of educational support has also made evaluation an important instrument for accountability and organisational learning. Evaluations and reviews form an integral part of education sector reforms. For developing countries the question is how to develop and strengthen the evaluation capacities in national institutions. For Norway the question is how to best support those efforts and ensure that such competencies are available both among its staff and external pools of experts from which NORAD takes advice. The critical aspect is that policy decisions need to be knowledge-based both within the aid administration and in the partner countries. The implementing partners must define the basic principles in the knowledge-generation process and have their capacity built to use the knowledge in the further implementation of the programme.

5.4.3 *Addressing girls' educational needs*

The low level of recruitment of girls to secondary and higher education is a matter of concern. Introducing targets for female participation in scholarship has been one of NORAD's approaches.

Case: Female Secondary Education Stipend Project (FESP), Bangladesh

Since 1993, NORAD has contributed with a total of NOK 139.5 million to increase girls' enrolment and retain female students in the secondary schools in Bangladesh. The project receives financial contributions from the Government of Bangladesh, the World Bank/IDA and ADB.

In the first phase (1993-96) NORAD funds covered 212 secondary schools located in 17 sub-districts. By the end of phase 2 of the project (year 2000) more than 600 000 stipends will be distributed.

Evidence has shown that the stipends have been effective in increasing the enrolment of girls and retaining them in school. Dropout rates have been reduced.

As part of an OECD/DAC review¹⁰ NORAD was one of eight agencies under scrutiny. It was concluded that specific projects for women in general seem to have fared well. However, there was very little information available in the NORAD system on the implications of the mainstreaming of gender aspects into regular education projects.

5.4.4 *Education in peace-building*

That a good education system is a prerequisite in peace-building has been recognised by NORAD in its support to the Palestinian Administered Areas. All channels have been used, like long-standing support to UNWRA for building and rehabilitating schools, various Norwegian NGOs and teachers' unions, support through UN agencies such as UNESCO, and establishment of a university linkage programme. A large share of Norwegian aid for social development to the Palestinian areas has been spent on building schools. The schools in Gaza and on the West Bank have been in a very poor state, partly because no maintenance was carried out during the Israeli occupation. The first phase of the agreement (1995) between Palestinian authorities and Norway was to build new schools and rehabilitate existing ones at a cost of NOK 50 million. By the end of 1997, Norway has provided NOK 60 million towards this programme, including a girls' school (Abu Dis on the West Bank), which has been specially designed with the need of disabled pupils in mind.

For quite some time the Palestinian Authorities and Norway have worked together to develop a sector program under the Ministry of Education. In 1998, these efforts seemed to bear fruits. The efforts put in by both parties to work out the modalities of the sector framework agreement may be considered to be a good example of *response* to the current concerns of translating Norwegian policy priorities into practice; i.e. strengthening the national education system.

10. OECD/DAC Education Inventory on Mainstreaming Gender Equality. Teamleader Janne Lexow. February 1998.

5.5 Knowledge management within NORAD

With the exception of Pakistan and Bangladesh, few bilateral education programmes have been running long enough to be subject to reviews. The technical nature of the paper production project in Pakistan has been reviewed on several occasions. The review team concludes that project objectives and management issues by and large have been fulfilled. Often reviews are used as a basis for decision-making to move into new phases of a project's life. This was the case in Bangladesh,¹¹ where a mid-term review of the NORAD component (1996) was used as input to renewed negotiations between Norway and Bangladesh for further expansion into a second phase of support under the country programme allocation.

The need to rethink project objectives and strategies appears to be the outcome of another study. Based on the positive results from a stipend programme for females aiming to facilitate female enrolment and achievement in secondary school, NORAD joined the World Bank to finance a similar project in Pakistan. Recent research¹² give cause to

11. The Programme began in 1991. Other funding agencies have been UNICEF, UNDP, Sida.

12. Followed up by Oslo College, Robert L. Smith and Sissel Østberg.

doubt whether the programme as it has been implemented in Pakistan has generated the same positive results as it has in Bangladesh. While demand for information has been growing throughout the decade, investment in building information management capacity does not seem to have grown correspondingly.

Part of the problem seems to derive from the decentralised nature of NORAD's aid administration. At the time of the study there were no procedures for transmitting information between NORAD's offices in co-operating countries. Information about a project or other types of support is not gathered in a systematic manner. NORAD's Technical Department is a major support point for basic knowledge and technical assistance to all other levels and departments within the Norwegian aid system as far as education support is concerned. However, since the embassies are responsible for following up and reporting, much information appears to remain at this level.

In strengthening NORAD's role as a knowledge-building institution, there will also be a challenge to improve the various departments' and institutions' ability to use evaluations and studies more analytically at project level, as well as at the level of the overall country programme management.

6. NORAD's support to research and higher education

6.1 Mode of support

MFA/NORAD divide research support into three main categories:

- a) Support for research in the South, i.e. research as aid
- b) Support for research on aid and general development issues, conducted mainly by Norwegian researchers, and
- c) Research collaboration between North and South, typically between institutions.

A basic principle is that research support shall be given to areas of high priority in the relevant recipient countries and institutions. Universities are given priority in the choice of recipient institutions. The universities form the core of the educational system and competence development.

There are several channels in place in the NORAD structure for support to research:

(i) Country programmes

The largest research components have taken the form of framework agreements with universities. NORAD has this type of agreement with the University of Dar es Salaam and Sokoine University in Tanzania. Framework agreements are also under negotiation in Uganda, Zimbabwe, and South Africa. According to a recent review of Norwegian research support, the country programmes rarely contain research proposals.

(ii) Regional funds

The purpose of regional funds is to provide funding to

- a) Specific projects in countries without country programmes
- b) Projects with a regional dimension (two or more countries need to be involved or activities must cover an entire region).

Regional and international research co-operation is of critical importance in general, especially for research in developing countries where resources are particularly scarce. Up until the end of 1994 the MFA had administered the available funds according to a formula whereby 50 per cent were earmarked for national institutions and 50 per cent for regional institutions and South-South networks. Such arrangements may also involve a Norwegian institution, but not necessarily so.

(iii) Research vote

Since January 1995, NORAD was assigned responsibility for the administration of the research vote. Today this covers support to research institutions in developing countries and to South-South collaboration. The research vote has mainly been used to support regional institutions and networks (12). This vote is to be used for building research competence and capacity in developing countries. Norwegian research institutions are not eligible under this budget vote.

6.2 Economic trends in support to research

Support to research through NORAD was in

1996: NOK 209 million

1997: NOK 168 million

1998: NOK 147 million

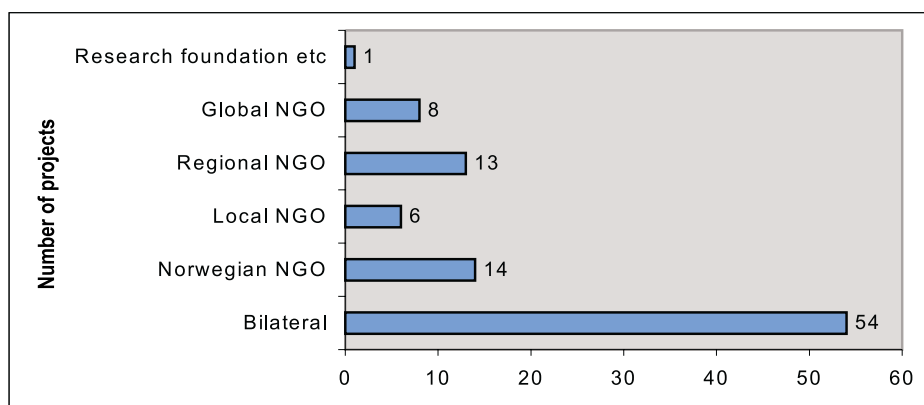
(Source: NORAD Annual report 1998)

Of a total of 1038 projects supported by NORAD in 1996-98, 96 were reported to be research oriented.

They were evenly distributed over the three years:

- 1996: 35
- 1997: 28
- 1998: 32

The total number of 96 was divided as follows:



6.3 NUFU - The Committee for Development Research and Education

Considerable funds are channelled through the Committee for Development Research and Education (NUFU) arrangement that is administered by the Centre for International University Co-operation (SIU) of the Norwegian Council of Universities. NUFU was established in 1988, based on collaboration between Norwegian institutions and partner institutions in developing countries. Its main purpose is to advance the capacity of the latter to carry out research and offer research-based training programmes. Two agreements between MFA and NUFU have been signed so far. The idea is that research projects should be initiated in developing countries as integrated components of their development strategies. The NUFU agreement is currently subject to evaluation and will therefore not be discussed further here.

A number of Norwegian institutes have entered into joint agreements with counterparts in developing countries, supported financially by the MFA.

6.4 Support to regional research organisations/institutions

The Asian Institute of Technology (AIT) in Bangkok is one of the regional educational institutions that receive Norwegian assistance. Funds have been transferred to AIT for a scholarship programme and an interdisciplinary gender programme under several framework agreements.

Since 1992, 116 students from NORAD partner countries have received scholarships.

The gender programme has not succeeded well in gender mainstreaming.

There is a need for maximising institutional benefits in partner countries through a careful selection of students.

Review of NORAD support to AIT, 1998

Support to build research capacities in partner countries has mainly been undertaken on a bilateral basis. However, a number of regional efforts are also being made, both through bilateral and multilateral channels. Again Africa is the predominant region with two major regional research organisations being supported OSSREA (Organisation for Social Science Research in Eastern and Southern Africa) and CODESRIA (Council for the Development of Social Science in Africa). In Asia, the Asian Institute of Technology (AIT) is the dominant supported institution.

The rationale for providing regional support is that regional co-operation can be of great importance when conditions for building

national research capacities are weak or where it is difficult to build up national research capacities. The relevance of support to CODESRIA, for example, derives from the generally poor situation of social science in Africa. The overall objective is to support the African social science community, or more specifically to promote the indigenisation of African social sciences, strengthen collaboration among African social scientists, dissemination of information and research results.

Most major efforts to develop regional research capacities are also supported by other donor agencies. OSSREA is for example supported by Swedish Sida, the Netherlands MFA, and the Ford Foundation, to mention but a few. Different agencies choose different organisations. The International Institute for Educational Planning (IIEP) focuses on the educational research networks ERNESA and ERNWACA¹³ with a geographical focus on East /South and West Africa respectively.

With multiple objectives it may be difficult to assess the impact of support to such regional organisations. A Sida Evaluation (1995/45) touches upon the methodological implications of addressing the long-term impact of such support. It appears that most organisations meet their immediate short-term objectives set out in their own mandate. In most cases, the institutions and networks manage their funds adequately and establish important research milieus. A more complicated problem, however, is to assess the extent to which these networks have contributed to building national research capacities and to what extent other national institutions in the region benefit from the regional organisations in various ways.

A review carried out by the Research Council of Norway¹⁴ points to the mixed experiences of this support. There are cases of both successes and failures and it emerges from the review that NORAD needs to monitor closely the recipient institutions in terms of their

accountability and research output. It is stated that most donors are looking for relevance in their appraisal of a research institution. But this criterion has some inherent conflicts, which are difficult to handle both for individual researchers and for institutions. According to the review, relevance incorporates three separate elements:

- a) Usability (and user relevance)
- b) Actual use (and societal relevance)
- c) Utility, scientific relevance

There exists no well-developed methodology for assessing relevance in all its complexity, but the review raises a number of key questions that call for answers:

- What objectives does the research seek to achieve?
- For whom is the research conducted or what purpose is it meant to serve?
- Why or for what cause/issue is the research conducted and what problem is it meant to solve?
- How is the research to be applied?
- Within what time horizon is the research considered relevant?

The review advises against imposing strict relevance criteria when research applications are appraised. Research is a long-term undertaking and the application of results is likely to become apparent only many years later.

6.5 Support for research under country framework

The institutional co-operation between Sokoine and Norwegian Agricultural Universities was evaluated by COWI, Denmark for MFA.¹⁵ The Norwegian government has provided support for capacity-building in education and research at Sokoine Agricultural University (SUA) in Tanzania for nearly 25 years. Around NOK 250 million has been granted for this purpose. The evaluation was

13. ERNESA Educational Research Network for East and South Africa, ERNWACA Educational Research Network for West and Central Africa

14. Building Research Capability in Africa. A review of NORAD's Assistance to Regional Research Organisations

15. MFA Evaluation Report 2/98

the first systematic assessment of the co-operation.

The evaluation concludes that in terms of capacity-building the co-operation has been expensive, but fairly successful. The collaboration provided significant inputs allowing for a comparatively high intake of students at various levels, and it provided significant opportunities in teaching and research. The faculties became fairly capable of carrying out education at various levels, managing and priority-setting.

On the other hand the evaluation concludes that with the very high level of contributions from Norway over a long period of time, it is unlikely that the capacity-building efforts will ever become sustainable. Also the funds have not been targeted to support capacity-building at the University at large, but to selected faculties and departments. This resulted in very unbalanced capacity between departments. The evaluation also raises a concern that activities have been supply-driven, rather than demand-driven. The collaboration has focused on single disciplinary issues, while links to broader socio-economic, policy, and institutional issues have been downplayed.

6.6 Challenges in educational research

Only a couple of projects under the NUFU programme are specifically related to education research. These are scattered examples related to special needs education or pedagogy related to this sub-sector. In a report prepared by the Norwegian Research Council (1995) research and human resource capacity-building in basic education are particularly singled out as areas of neglect. NRC has therefore in particular invited Norwegian research institutions to develop research proposals in this field so that they can be assessed for funding as of June 2000.

Some of the problems involved if educational research is to be expanded in the future are:

- *To develop research programmes that are relevant for policy-makers and can be fed*

into the development of educational policies

- *To develop research programmes that are relevant for the information needed for the Norwegian development assistance system*
- *To strengthen research capacities in the partner countries in the field of education*
- *To strengthen partnership between Norwegian research institutions and relevant institutions in partner countries*
- *To increase funding for educational research*

6.7 Higher education offered in Norway

The NORAD Fellowship Programme offers a limited number of students from developing countries higher education opportunities at universities and institutions of higher learning in Norway.

NORAD now offers 13 courses, mainly at Master's level, at Norwegian universities and at the Shipping Academy in Oslo as opposed to eight courses in 1990/91. Until 1998 the Fellowship programme was administered by NORAD, but since then the programme has been transferred to SIU. The courses are offered within areas in which Norway is considered as having special knowledge and expertise to offer.

Since NORAD adopted new guidelines for the use of this Training Vote (global allocation for education) in 1995 a number of policy changes have emerged:

- The global recruitment of participants has been replaced by a more narrow range of countries in line with Norwegian foreign policy
- Institution-building has replaced the former emphasis on recruitment of individuals. The concept of institution-building is operationalised in this context as
 - (i) Candidates should preferably be linked up to institutions that are considered as playing an instrumental role in the country's development strategies;
 - (ii) Recruitment should feed into the institutions' strategic competence needs

- There has been a significant move away from labelling the courses as “NORAD” courses to “university courses”. All courses should now be part of the learning institution’s regular international education programme
- In most cases the courses are open to students both from Norway and the international community

As of 1998 the Norwegian Council of Universities is administrating the NORAD grants. The 1998 Budget is provided under agreements with Norwegian institutions used for the most to finance education and training in Norway.¹⁶

6.8 Experiences with training programmes offered in Norway.

The following sums up some aspects covered in reviews and evaluations of Norwegian assistance to fellowship programmes offered in Norway.¹⁷

Relevance: Most participants find the education offered relevant to their countries’ manpower needs. Where *fieldwork*¹⁸ was part of the evaluation methodology, the issue

16. It should be noted that this also includes scholarship arrangements to regional training institutions such as, for example, the Asian Institute of Technology.

17. Selected reviews and evaluations of Fellowship programmes:

1) “Evaluation of the NORAD Diploma Courses at the Norwegian Institute of Technology: Electric Power Distribution systems and the Pulp and Paper Technology” (1990). (See below)

2) “Assessment of the Introductory Course for NORAD Fellowship Holders” (1990) “Evaluation of NORAD Fellowship Course in Hydro-power (1988).

3) “Review of Master Course in Natural Resource Management” (1994).

4) “Review of the Professional Shipping Course at the Norwegian Shipping Academy” (1995).

5) “Review of NORAD support to Asian Institute of Technology” (1998).

6) “Review of NORAD’s Collaboration with the International Summer School” (1998).

18. This methodology was applied for example in the evaluation of the Natural Resource Management Course at Ås (Evaluation Report 3.91 Brock-Utne et al.).

becomes a complex one. By tracing former students and identifying their present job position it was possible to ask them and/or their employer if the education was relevant. With the rapidly accelerated pace of change the need for a specific type of manpower will be difficult to project. There will never be a guarantee that a person will get a relevant job position or even a job at all afterwards, even with a higher degree.

“*Norwegian axis*”: How efficient is it to offer courses in Norway as compared with educational opportunities offered in developing countries? The evaluations give no particular conclusion in either direction. It is costly to send people on scholarships abroad, but what is gained is sometimes of a value that hardly can be subject to cost-benefit analysis. The value for Norwegian institutions to offer an international environment also to Norwegian students, personal contacts and the positive effects of linking up to developing countries are also very important.

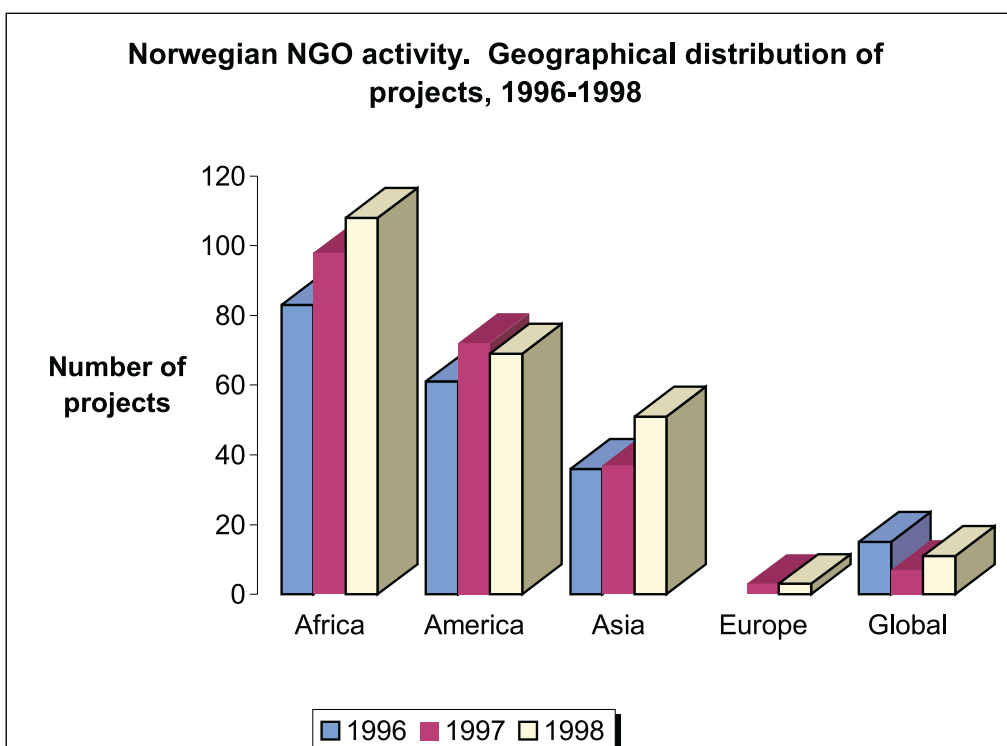
Institution-building and capacity-building in developing countries: Tracing the impact of training and education at this level is rarely possible. Scholarships are offered to *individuals* - and at one level both the institution and the workplace will benefit from the individual capacity that he/she brings home. On the other hand, the power of one person may be very limited in this respect. So far candidates have been brought from a wide range of countries. The human resource capacity that is built up will inevitably be relatively dispersed. In a long-term perspective individual performance also matters for how well the person can contribute to continuous capacity-building within the institution in which he/she works. Nearly all reports, however conclude that *transfer of skills, competence-building and developing institutional capacity* in partner countries are the main concern for these programmes and must continue to be emphasised.

7. NORAD's education support through NGOs

7.1 General overview

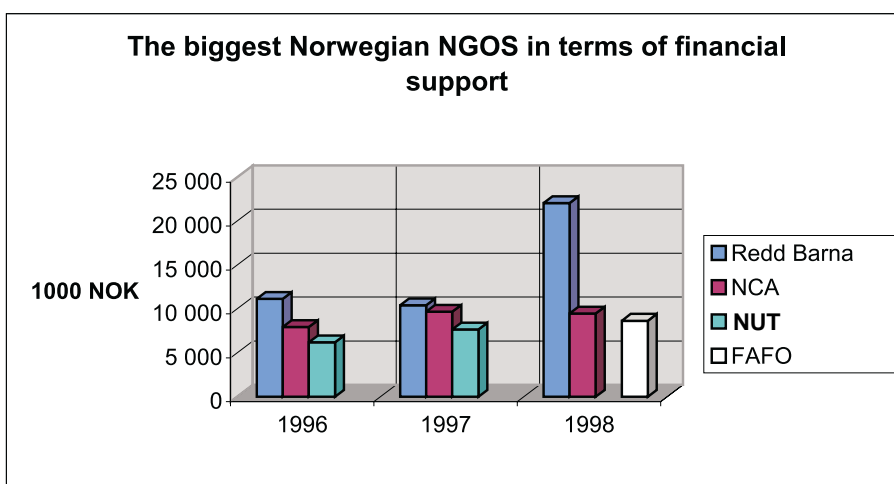
Thirty-two per cent of the total Norwegian aid for education has been channelled through NGOs in 1996-98. About two-thirds of this support goes to Norwegian NGOs. Practically all NGOs in the development sector have one or several programmes for support to education,

with large NGOs such as Redd Barna (Norwegian Save The Children), Norwegian Church Aid (NCA), Norwegian People's Aid, and Norwegian Refugee Council dominating the picture.



Not unexpectedly, an organisation such as the Norwegian Union of Teachers (NUT) is also visible in this portfolio. All in all, Norwegian

NGOs received NOK 266.6 million (to education projects) from NORAD in 1996-98.



1996

	NGO	Number of projects	Total financial support
1	Redd Barna	20	11.1 mill NOK
2	NCA	48	7.9 mill NOK
3	NUT	34	6.1 mill NOK

1997

	NGO	Number of projects	Total financial support
1	Redd Barna	34	10.4 mill NOK
2	NCA	47	9.7 mill NOK
3	NUT	37	7.6 mill NOK

1998

	NGO	Number of projects	Total financial support
1	Redd Barna	31	20 mill NOK
2	NCA	52	9.5 mill NOK
3	FAFO	13	8.7 mill NOK

Support to Norwegian NGOs

All three years, Redd Barna received most support in terms of finance. Norwegian Church Aid "came second" in terms of financial support all three years. The picture changes, however, if number of projects is taken into account. NCA has the highest number of projects every year. The trade Unions' Organization (FAFO) mainly received support in 1998.

7.2 Selected examples of Norwegian organisations*Redd Barna (Norwegian Save the Children)*

Redd Barna bases its work on the UN Convention on the Rights of the Child. Redd Barna has offices in twelve countries in Africa, Asia, Latin America, and Eastern Europe, and supports projects in a limited number of other countries in co-operation with other members of the Save the Children Alliance.

Basic education is one of Redd Barna's six global objectives, and constitutes a major part of most country programmes. Redd Barna supports formal schooling through projects within pre-school/Early Childhood Development and primary education, as well as non-formal education projects to reach rural, street, and working children. Funds for education projects are provided from Redd Barna membership sponsors in Norway and from NORAD, which provided NOK 11 million for basic education in 1999.

The programme activities of Redd Barna have undergone a major change in recent years from broad, self-implemented community development projects to partner implemented projects. In education projects the partner

may be a local NGO, but is often the government, sometimes at central level but more often at district level.

Redd Barna's vision for basic education is "the fulfilment of the right of all children to a basic education which enables every child to unfold his/her potential for learning and personal development". Redd Barna's Basic Education Policy stresses that basic education is of value in itself and that "good quality basic education provides a solid foundation for improving life conditions for children as well as their families and communities". Therefore, Redd Barna "aims at increasing the number of children, and especially girls, who have their right to basic education fulfilled. Basic education must be inclusive for all children, irrespective of economy, gender, disability, ethnicity or religion."

The Norwegian Union of Teachers (NUT)

The Norwegian Union of Teachers, with more than 85,000 members (pre-school teachers, teachers, school administrators and teacher students), is engaged in development co-operation throughout the world. NUT co-operates with teachers' unions in the following countries: Zambia, Botswana, Sierra Leone, Namibia, Mauritius, Cape Verde, Guinea Bissau, Angola, South Africa, Honduras, Guate-

mala, El Salvador, Nicaragua, Peru, Paraguay, Nepal, Sri Lanka, Mongolia, Palestine, Kosovo, Bosnia-Herzegovina, and Turkey.

In addition to country-specific projects, NUT has sub-regional projects in Africa, Asia, and Central-America. All projects are trade union projects with teachers' unions. NUT has a close co-operation with the teachers' world organisation Education International (EI) with 23 million members, and NUT receives detailed information through EI's regional coordinators about the countries in the various regions. NUT has a frame agreement with NORAD, where NUT provides 20 per cent of the project costs, and the remaining 80 per cent are provided by NORAD. The only project running outside the NORAD agreement is a project in Turkey, which "NUT Sogn og Fjordane" is providing all the funds for.

The development co-operation of NUT is based on organisational development of democratic organisations. The NUT objective is to strengthen the teachers'/pre-school teachers' trade unions. The gender perspective is important in their work, and their general aim in this respect is to encourage women to participate actively at all levels - also as leaders.

All projects are run by the local teachers' organisations themselves. More direct technical assistance is provided by NUT through the annual visit of resource persons to respective countries. These resource persons participate and contribute in seminars and assist in the planning of further co-operation. The aim is for the host organisations to become self-sufficient in every way. The resource persons report back to the international section of NUT, and such information is considered important. NUT distributes the reports to the regions, which again inform their members.

Norwegian Church Aid (NCA)

Increased access to education has long been perceived by Norwegian Church Aid (NCA) as a key means of achieving a fuller quality of life for people in the South. Hence, NCA has developed partnerships with churches and NGOs to promote this aim. Emphasis is placed on basic education, both formal and non-formal, for adults and children. Education

is also defined to include awareness-raising and conscientisation in relation to human rights, health, nutrition, and political empowerment.

The Norwegian Refugee Council (NRC)

Since 1993 NRC's focus on education for refugees has been strengthened.¹⁹ NRC collaborates extensively with UN organisations such as UNHCR, UNESCO, and UNICEF in these operations. The idea of an NRC Education package emerged in 1995. Emergency education has been part of NRC projects in Africa and the Caucasus. The education package consists of:

- Standby personnel (NORSTAFF)²⁰
- Education materials
- Tools and procedures

Great emphasis is placed on analyses of lessons learned, updating, and debriefing the standby personnel and improving generic versions of teaching material, as a future resource in an exile or displacement situation, or during return, rehabilitation and reintegration. So far however there have been no thorough evaluations of the emergency programmes and the models that have been developed.

7.3 Experiences and lessons learned from support through NGOs

There are no accurate data on the number of NGO evaluations that have been carried out. One reason is that the term "evaluation" seems to cover a range of assessments from external reviews to internal self-assessments. Reviews and evaluations can also in some

19. Not all funds come from NORAD/MFA. The Lillehammer Olympic Aid Funds (LOA) have been used to support education and learning activities for internally displaced children in Afghanistan, for education of Rwandese children and young people in Tanzania and Rwanda. These funds are supplemented, however, by funds both from NORAD and the Ministry of Foreign Affairs. The 1995/96 distributions show that about 66.4 per cent of the total 12,664 million in LOA operations came from either NORAD or MFA funds. The emergency stand-by force represents a rapid response capacity.

20. The NRC standby force "NORSTAFF" currently includes 45 educators and 25 social workers.

cases be donor-commissioned, or a combination of both donor-commissioned and self-assessment.

A NORAD-initiated review of NGO support to the education sector (1994)²¹ pointed to the absence of strategic policy papers for education within most of the NGOs. The main purpose of the review was to clarify how NGOs co-ordinated their activities at local levels, with other donors and with the government institutions. Very often the organisation's programme for education was spread over a number of countries, typically with one project in each country. Norwegian NGOs often used local NGOs as implementing agencies. The review concluded, however, that there were apparently few organisations with concrete strategic plans for competence building and strengthening of local capacities in the process.

In 1999, LINS conducted an evaluation of NCA's educational partnerships, in selected countries of the South. The purpose of the evaluation was to get a better picture of the effectiveness and value of NCA's educational partnerships and to derive a basis for better targeting of efforts, clearer objectives and more sustainable outcomes from these arrangements. The next step will be to base future policy decision-making on the lessons learned.

Some observations from the evaluation are:

- All the projects investigated are appropriate for support of an organisation such as NCA.
- Basically, they are doing what was intended and they are making a positive difference to people's lives.
- NCA's support tends to be indirect, encouraging local responsibility, without too much technical assistance or expatriate presence.
- Sustainability of the activities should be emphasized more.

- A lack of archive material indicates a weakness in management, which must be addressed.

In many cases it appears that evaluation methodologies are rather vague. In broad terms projects may reach their stated objectives, but relatively few seem to focus on institutional sustainability. A recent study commissioned by the OECD/DAC Expert Group on Aid Evaluation (1996) was completed in 1997.²² The study confirms that NGOs are generally successful when implementing social projects. The study is based on a review of 60 separate reports of 240 projects undertaken in 26 developing countries. The study argues that in spite of growing interest in evaluation and a growing number of evaluation studies, there is still a lack of firm and reliable evidence of the impact of NGO development projects and programmes. Most impact assessments rely on qualitative data and judgements and most are undertaken very rapidly.

There are therefore many questions that remain relatively unanswered as far as NGO support is concerned. Some of the issues relate to how NGOs can provide innovative alternatives to reaching the poor and marginalized groups. The NGOs are often assigned the task of trying to reach the groups who otherwise fall outside the mainstream education sector, children and youth who live in HIV/AIDS risk situations, children in emergency situations etc. Sustainability issues can be particularly problematic in poor countries with few opportunities to bring these groups onto the national development agenda.

NGOs are focusing increasingly on the issue of institution and capacity-building. Their interaction with the formal education system in these efforts will vary. There is little information available on how NGOs are positioned at country level to introduce processes that have a positive and more systemic impact on the education sector at large.

Empowering people so that they can become more in control of their own situation is very

21. Private organisasjoner og bistand til utdanning- noen problemstillinger. DECO august 1994. Wirak.

22. "Searching for impact and Methods. NGO Evaluation Synthesis Study".

often one of the main objectives in NGO support. In operational terms this often takes the form of arranging meetings and advocacy workshops with students, parents, and the local community. In evaluation literature on the subject the success of these efforts are often measured in terms of number of workshops that have being held, or in some case the usefulness of materials that have been developed for this purpose. The long-term transformative impact of "empowerment" efforts is seldom assessed, nor are the perspectives of the people involved taken much into account.

In a recent review of NGO evaluations, Stein Erik Kruse (1999) points out that a common methodology poses a particular problem in NGO evaluation reports. He claims that three out of four so-called evaluations are not more than elaborate travel reports, internal staff very often dominates the team composition, and the level of methodological approach is far from systematic and scientifically oriented. To summarize, it appears that very little is actually known about the effectiveness and impact of this channel of support.

8. Education support through multilateral organisations

As far as general resource allocations to multilateral organisations are concerned, it is not possible to trace the use of Norwegian funds specifically. The options available for Norwegian influence in multilateral organisations will by and large be limited to:

- Political influence through participating in governing boards/bodies

- Earmarking of funds, in Norwegian terminology called multi-bilateral funding (or co-financing)
- Thematic and geographical priorities
- Technical co-operation, sharing of information and experience

8.1 UNICEF

Overview of Norwegian contributions (in NOK mill.)

	1993	1994	1995	1996	1997
General resources	247	257	247	255	271
Multi-bilateral	73	112	190	124	184
Total	320	369	437	379	455

As a child-right-based organisation, UNICEF focuses on primary/basic education, including adult literacy programmes for women and youth and early childhood education.

In 1996, the Government of Norway decided to support girls' education in Africa through the UNICEF Africa Girls' Education Initiative (AGEI). This NOK 150 million programme covers the implementation of programmes in 19 African countries, ten in West and Central Africa and nine in East and Southern Africa. In addition NORAD channels funds through its embassies in four partner countries, Tanzania, Zambia, Malawi and Madagascar. Each country project represents a variety of approaches and initiatives to promote girls' education. In UNICEF, this was the first multi-country programme ever in the education sector.

A mid-term review conducted in 1999 confirmed that this programme fulfils several Norwegian policy priorities for support to education:

- Recipient responsibility: Strategies and approaches selected in each country depend entirely on national priorities. It is

the national partner who is responsible for implementation.

- In most cases the partnership between the national ministries and UNICEF is fruitfully contributing to the identification of strategic approaches for primary education with a gender focus.
- One of the strengths of the programme is the mobilisation and participation of local communities, parents, and the students themselves in the school system.
- The focus is on quality improvements. In some promising cases such as in Ethiopia, the UNICEF approach has been to direct attention to the need to change the classroom situation and help teachers improve their teaching methods for the benefit of children.

However, there are also problems. Some of these are structural and relate to general problems of the dwindling resource base for education in many countries. Others relate to the absence of efficient strategies for national capacity building. Weak project formulations

and lack of sufficient information about the local situation causing particular problems for

girls make assessment of impact in a wider sense difficult.

8.2 The World Bank

Norwegian financial contributions (in NOK mill.)

	1994	1995	1996	1997
General resources	543	544	501	503
Earmarked resources	490	269	252	229
Total	1 033	813	753	732

The World Bank is the largest external source of finance for education in development countries. From Fiscal Year (FY) 1992 to FY 1997, World Bank lending for education has averaged more than US\$ 1.7 billion a year. About 40 per cent of the education lending goes to basic education. The Bank currently has 193 education projects under implementation in 86 countries. So far the Bank operations within the education sector are overwhelmingly found in Asia.

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

Norway has deliberately used earmarked contributions to promote Norwegian policy concerns within the World Bank. Three issues have been pertinent to Norway in this respect. These are primary education, focus on Africa and gender focus, with a particular emphasis on girls.

At the operational level Norway has, through a US\$ 1 million grant, co-financed a range of primary education programmes with funds generated at ministry levels in, for example, Ghana, Niger, Burkina Faso and Mali, and co-financing with NORAD in, for example, Pakistan, emphasizing girls' education. For the World Bank, this support has been critical,

because it has made it possible to raise politically sensitive issues such as teachers' salaries and framework conditions for the education system. Experience and knowledge about strategies that work, have been generated both within the countries and the Bank itself.

Perhaps the most strategic impact of Norwegian funding to girls' education can be related to the World Bank study *Girls and Schools in Sub-Saharan Africa. From Analysis to Action*, (World Bank Technical Paper No 298 by Adhiambo Odaga, 1995). This still seems to receive considerable attention both within and outside the World Bank. One of the advantages of the book is that it outlines practical ways of designing programmes that will accelerate girls' education in the region.

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

The Bank has made a strong commitment to universal primary education and gender parity

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

Recently, the Ministry of Foreign Affairs has decided to continue to support primary education in Africa with the Norwegian Education Trust Fund (NETF) amounting to NOK 50 million out of which USD 1 million is earmarked for girls' education. This fund seeks in particular to promote basic education in Africa. It also seeks to assist countries in the preparation of educational reforms, support sustainable sector education development and to pilot adult/literacy education programmes, especially directed to women.

In a speech in May 1998, the Norwegian Minister of Human Rights and Development Cooperation, Hilde Frafjord Johnsen, sums up the rationale and experience with this support as follows:

The World Bank programme is an interesting new way of channelling funds to multilateral institutions. The programme support leaves the Bank with considerable flexibility in deciding how funds should be spent. There is a reason for this: the World Bank should have funds readily available to assist countries in need. Most of you probably associate the World Bank with "hard core" lending operations for infrastructure. This is partially correct, but the Bank has rapidly

expanded lending on support of education and health services and has also become more and more involved in technical assistance and advice to authorities in these "soft sectors". However, I think it is correct to say that Bank loans to health and education tend to be utilised primarily to finance physical inputs for construction and the equipment that goes into these buildings.... Resources for the more qualitative aspects of education are not so often included.

8.3 UNESCO

General resources from Norway in NOK mill.

1993	1994	1995	1996	1997
7,5	5,5	5	23	15,1

UNESCO, the UN organisation for education, science and culture, is not among the largest multilateral recipients of educational support. UNESCO received approximately 14 per cent of Norwegian earmarked funds to the education sector channelled through multilateral organisations in the period 1989-97. One of the reasons for this appears to be the organisation's relatively weak representation in many developing countries, which prevents UNESCO from playing a significant role in implementation on the ground.

Norway's strategies *vis-à-vis* UNESCO have changed significantly over the last few years. From supporting scattered, relatively small and diverse projects in many countries over the world, Norway has attempted to move its support to larger programmes, preferably with a regional base. In the beginning of 1998 six programmes are either supported or under negotiation.

UNESCO programmes supported by Norway in 1998:

1. APPEAL – alphabetisation in Asia and the Pacific: The programme is in its third phase and is supported with NOK 15.4 million
2. Africa: Ethnobotanic: Not education
3. Global: Inclusion of children with special educational needs in ordinary schools: A programme to integrate disabled children into regular schools. The programme is now in its second phase. Norwegian expertise is represented in the programme committee.
4. Laos: Alphabetisation of women. Five year (1993–97) NOK 7.0 mill
5. Laos: Basic education and distant education (1996–99) NOK 11.9 mill
6. Global: Marginalized Youth: *Under planning*
7. Africa: Strengthening of teacher education and curricula: *Under planning*
8. Africa: Multi-grade schools: *Still under planning*. This programme will be implemented in eight African countries.

At the time of the study there was little experience with Norway's strategy for supporting programmes instead of projects through UNESCO. The preparatory phase often takes a long time and will usually include Norwegian comments and inputs in several rounds. However, there is promising evidence that the programme approach works. An evaluation of the Asia-Pacific Programme of Education for All (APPEAL) was carried out in 1998. APPEAL is a regional UNESCO programme to promote literacy and basic education for all in the Asia-Pacific region. The programme was launched in February 1985 and the overall aim is to facilitate regional UNESCO member states in eradicating literacy, achieving universal primary education and promoting continuous education. The evaluation was generally positive and concluded that APPEAL has had a great impact on literacy work in the communities. The ideas and methodology used in the programme have also been integrated into the national plan for eradication of illiteracy in the countries involved.

8.4 Trends in support to multilateral organisations

In recent years, Norwegian aid has been increasingly channelled to multi-country programmes in the UN system. Sometimes these are supported by a number of other donors in addition to Norway. Multi-country and multi-donor programming are encouraged by MFA. The idea is to assist countries to try out new initiatives to build human capacity, develop alternative approaches, and demonstrate new practices for wider dissemination within a common conceptual and implementation framework. Co-ordination is done at the level of the multilateral organisation in question, which also has the responsibility for overall monitoring and evaluation. This approach is indeed challenging. The projects will be carried out at country level and under the framework of national policies and implementation structures. At the same time there will usually be some common reporting mechanisms and monitoring against a set of indicators that are agreed upon between the organisation and the donor(s). So far there is little concrete evaluation experience of these programmes. The critical issue is to see how these multi-country programmes impact on national capacity and institutions.

8.5 Support to international networks and institutions

Until 1995 support to education programmes was allocated to multi-bilateral programmes through UNICEF and UNESCO. As of 1996 a special budget post was established, earmarked for education support. In 1996 this amounted to NOK 21 million, in 1997 NOK 71 million, and the same amount in 1998 (this also includes funds allocated to the World Bank Trust Fund. Discussion of this can be found above).

The Norwegian policy objective for support to these organisations is to promote Norwegian policy priorities and contribute to better co-ordination between multilateral organisations. Focus is put on the follow up of EFA goals. Formal and non-formal primary education for girls and women are given special attention.

The International Institute for Educational Planning (IIEP)

Norwegian general contribution to IIEP (in NOK mill)

1990	1991	1992	1993	1994	1995	1996	1997	1998
2.5	2.5	2.5	5	3	3	21	10.25	12

IIEP was established by UNESCO in Paris in 1963, and is a centre for advanced training and research in the field of educational planning and administration.

The IIEP contributes to the development of education by expanding knowledge through research and by training professionals in this field. Training is the cornerstone of IIEP's operations. The main training activity is the Annual Training Programme in Educational Planning.

*Association for Development of Education in Africa (ADEA)*²³

ADEA is a network to foster collaboration and exchange of information among the partners. ADEA aims at redefining how its two major constituencies - African Ministries of Education and funding agencies relate to one another. It has gradually grown into a more structured organisation in order to:

- Reinforce African ministries' leadership as they work with funding agencies;
- Develop the agencies' awareness that their own practices should be adapted to nationally driven education policies, programmes and projects; and
- Develop consensus between ministries and agencies on approaches to major issues facing education in Africa.

23. ADEA has grown out of Donors to African Education - DAE, which was established in 1988. The original mandate was derived from the recommendations of the World Bank's 1988 study "Education in Sub-Saharan Africa: Policies for Adjustment, Revitalization and Expansion". The then DAE originally included 50 funding agencies, including most multilateral, bilateral and NGO organisations. It soon became clear that without the active involvement of African ministries of education the effectiveness of this collaboration would be limited. With funds from the World Bank's Special Grants Program in 1992, ADEA established a small independent secretariat in Paris, hosted by the IIEP

ADEA includes eleven working groups:

Education Sector analysis
Female Participation
Non-formal Education
Books and Learning Materials
Education Statistics
Teaching Profession
Finance and Education
Early Childhood Development
Distance Education and Open learning
Educational Research and Policy Analysis
Higher education

Norway has played a very active role in ADEA, and NORAD²⁴ presently holds the chairmanship of the association.

Forum for African Women Educationalists (FAWE)
 FAWE is a membership organisation²⁵ that brings together African women ministers in charge of education systems, women vice chancellors of African universities and other senior women policy-makers. FAWE, founded in 1992, has 60 full members from 34 African countries, 28 associate members comprising male ministers of education and permanent secretaries and 31 national chapters.

FAWE aims to help their members to analyse, plan, guide, and efficiently implement external and internal investment in the education sector to redress gender imbalances. The programme consists of three lines of work: fortification of FAWE membership and national chapters, strategic resource planning and prevention of wastage in the education systems, and strengthening of female leadership at the tertiary level. Underpinning FAWE's work is an explicit effort to close the gender gap in education at all levels.

24. Ms Sissel Volan, Sr. Education Advisor, Technical Department, NORAD

25. FAWE was born out of ADEA's working group of Female Participation (WGFP), which was established in 1990.

FEMSA

The Female Education, Mathematics and Science in Africa (FEMSA) is one of the four programme elements of ADEA Working Group on Female Participation to accelerate female education. FEMSA was launched in 1996. FAWE is coordinating FEMSA activities.

NORAD is leading a Donor Consortium to provide funds for FEMSA activities. A review undertaken in 1998 shows that the FEMSA Phase 1 by and large was a success. SMT issues can be strategic entry points to understanding gender related problems in the education sector at large.

In 1996, MFA decided to support FAWE's three-year programme (1996: NOK 4.0 million, 1997: NOK 5.0 million and 1998 NOK 7.6 million). Norway has become the largest donor to FAWE and confirms with this her intention to bring gender equality forward in the support to education in Africa.

International Literacy Institute (ILI)

ILI is a collaboration programme between UNESCO and the University of Pennsylvania (PENN). Its governing board includes inter alia the World Bank and NORAD. ILI has been supported since 1996 for a three-year programme (with NOK 8.64 million) in alphabetisation and non-formal education.

UNESCO Institute for Education, UIE in Hamburg

This institute works specifically with adult education. UIE arranged a world conference on this theme in 1997 (CONFITEA V). This resulted in a stronger recognition of adult education as an inclusive concept in Education for All. UNESCO, EU, Sweden, Denmark, Netherlands and Canada are partners alongside with Norway. Norwegian support is used to strengthen individual countries' capacity to develop alphabetisation programmes and basic education for adults. Indigenous peoples are specifically targeted.

International Consultative Forum for Education for All (EFA). Year 2000 Assessment

Norway supported the EFA follow-up conference and Mid-Term Review in Amman 1995 with NOK 5.0 million. In connection with the End of the Decade conference in Norway approximately the same amount has been allocated.

8.6 Assessments of support to international networks

The effectiveness and impact of support to international networks/institutions are difficult to assess. At one level networks can be seen as entities in their own right. They represent forums for policy and strategy discussions and constitute in some cases a critical meeting point for donors and their partner governments from developing countries. This is done through meetings and workshops. A good example of this is ADEA, which is composed of members from donor agencies and African Ministries of Education. However, the main objective of this exercise is not institution-building *per se* but is seen as a tool for building consensus, debate and understanding, which again can have lasting effects on national educational institutions. On the other hand, ADEA as an institution is also brought directly into the process at national levels. In 1999 ADEA invited every Sub-Saharan African country to mobilise national inputs based on an analysis of their experience with the problems, quality and capacity building. The results of the study were discussed at the ADEA conference in South Africa December 1999.

At another level the networks have ambitions to have an impact on policy formulation nationally and globally through their members who represent their national governments. The link between the network and national government/education institutions is hence there, but not necessarily in the form of direct influence on decision-making procedures at national levels.

The issue of financial sustainability is not very relevant as far as the networks are concerned. International networks of a more policy-oriented nature can hardly be expected to continue their activities without donor funds, but their existence is rather a matter of political will and commitment. This will also apply to training and research programmes conducted for example by IIEP. Extra-budgetary support will usually be necessary if African educational planners and administrators are to spend a year studying in Paris. Again a direct link between support to IIEP and the national

education system can be established, because it will be the latter that eventually benefits from the increased competence.

In terms of concrete evaluations of support to these networks/institutions, none have been made available to the consultant.

9. Summary of major achievements, problems encountered and lessons learned

9.1 Achievements

- The review has shown that there has been a significant increase in assistance to the education sector over the last ten years. Whereas allocations were more or less stable during the first half of the decade there has been a sharp increase in development aid from 1995 onwards. Norway has clearly responded to its international commitments as laid down in declarations and plans of action from international fora and conventions. Norwegian aid policies for the sector seem specifically influenced by the Convention on the Rights of the Child (1989), the Education for All (EFA) Conference (1990), the Social Summit (1995), and the Fourth UN Conference on Women (1995). The profile of Norwegian development assistance has changed. In the 1980s and early 1990s the focus was exclusively on higher education and university collaboration. There was a significant increase in EFA-related activities channelled through all channels during the Nineties. The shift to basic education has not reduced Norway's support to higher and tertiary education. Towards the end of the decade Norway seems in a good position to reach the government's target of 10 per cent allocation to the education sector in Norwegian development assistance.
- Norway has established good working relations with ministries of education in partner countries. At the end of the decade two large sector programmes were funded, one in Zambia and one in Nepal. Earmarked funding through multilateral organisations (mainly to projects in Africa) has, to a large extent, addressed issues related to girls' education. Bilateral agreements with multilateral organisations in NORAD's partner countries have become more frequent.
- NGOs receive 32 per cent of the funds channelled to education through NORAD. Norway considers NGOs as an important

channel for aid to the education sector, in particular because of the NGOs' active engagement in trying to reach vulnerable groups such as street children, orphans, illiterates etc. NGOs play an important role in offering basic education in emergency situations.

- Development assistance for the education sector has increasingly been channelled to Africa. Asia still receives the largest share of NORAD's support, but there has been a significant shift over the years to provide assistance to Africa.

9.2 Problems encountered

- A detailed statistical overview of Norway's development assistance for education is not available. Coding and reporting of educational projects have not been consistent and obtaining a complete overview of educational support has not been possible. Some education projects may not be included in the statistics because of their multifaceted nature. The DAC coding categories appear inappropriate for Norwegian development assistance, since the majority of projects are classified under the sub-category "other": a basket category for projects which do not fit in under any of the specified sub-categories in the DAC system.
- Geographically the picture is diverse, with projects in nearly 60 countries, all with different contents and approaches. In itself the geographical spread makes it problematic to obtain information about outcomes and effects of the support. In addition some problems appear to be grounded in the administrative system for Norwegian development assistance. In the case of bilateral development assistance through the country programme, the follow up of these is the responsibility of the Norwegian embassies, and the information flow between the embassies and the various

departments in Oslo seems erratic. At the time of the study, reports and information about projects and programmes were dispersed at various levels of the administrative apparatus.

- While the demand for information has grown, investments in information management systems and mechanisms have not grown to the same extent. Whereas the Norwegian aid administration over the years had built up considerable expertise on management and administration of higher education and fellowship arrangements, similar expertise was not available when support to basic education really started to accelerate. On the other hand, many initiatives for obtaining more information and using relevant expertise have recently been taken.

9.3 Lessons learned

- Projects and programmes in the education sector have become more complex and holistic over the decade. Earlier education projects tended to be seen more in terms of books and classrooms rather than learning. Introducing issues such as quality and relevance warrants a new way of perceiving evaluation approaches and methodologies. The current international pressure and drive to evaluate outcomes and achievement purely as they relate to more conventional education indicators will not be adequate for capturing issues such as relevance of the education offered and the learning environment for children. Lack of commonly agreed indicators to define and evaluate quality of education adds to the complexity.
- Many aid-receiving countries have been through education reforms during the decade. The roles of central governments in the delivery of education services have changed from a very centrally controlled system to a more decentralised one. The linkages between the decentralised education system, community involvement, and the role of the state should in principle have become closer. There is, however, little knowledge about how this has affected Norwegian education policies and strategies.
- So far, no comprehensive evaluation has been carried out covering Norwegian assistance to the education sector as such. Few projects or programmes have yet been reviewed systematically, except for the fellowship courses offered at universities in Norway. The time factor is clearly important here. For example, there are few initiatives in basic education that have actually been in operation long enough to be ready for reviews or systematic evaluations. The large bulk of initiatives have started up during the last part of the decade and operational results can only be demonstrated in the years to come. At the same time “long enough” requires some sense of how long it should take for the results and impact to take hold. If assessments reveal that outcomes are lacking, this does not necessarily mean that the programme was faultily designed. Shortcomings may also be the result of poor implementation.
- The changing role of educational support has made evaluation an important instrument for accountability and organisational learning. The recent interest in supporting sector or sub-sector-wide approaches poses new evaluation challenges. When programmes are jointly supported by many donors, there are also better opportunities for coherent management and assessments of implementation performance and outcomes. However, there appear to be many unresolved issues regarding reviews in education sector programmes. Evaluations and reviews form an integral part of education sector programmes, but experience with joint reviews is limited and the main question remains as to what extent these reviews contribute to sustainable evaluation expertise in the country in question. Since these programmes are holistic and manifold in nature, there will also be need for different types of expertise to participate in sector programme reviews as compared with what is needed when a single project perhaps of a limited technical character such

as textbook production is subject to review.

- The changing patterns of educational support will also have implications for educational research. This review has concluded that, so far, funding for educational research has been minimal. Educational research institutions located in developing countries have received little financial support, although general support to universities, institutions of higher learning, and research institutions has been strengthened. In programmes developed between institutions in Norway and in developing countries, educational research does not appear in the budgets. So far no study has been conducted on how general support to universities and research institutions has impacted on the education sector in general and the quality of education services provided in particular.
- The increased level of support to the education sector in general has implications for the knowledge required. Educational research should be given more attention. First of all steps must be taken to strengthen the educational research capabilities in institutions in aid-receiving countries. Secondly, the question of applied research or basic research needs to be raised. This review has pointed to increased funding through the development assistance budget to applied research that can be used as a source of information to policy and decision-makers. Not least because the demand for quality and relevance of education require research on applicable alternative educational paradigms that are relevant in the socio-cultural contexts in question.
- Education projects and programmes raise special questions in terms of sustainability. Financial sustainability is unlikely, as many poor countries will depend on external financing for years to come. The issue of sustainability in this context, therefore, relates more to how educational institutions and the education system as a whole can be strengthened to implement their own national programmes within the education sector.
- NGOs pursue varied strategies in a large number of countries or within a similar context. The question remains, however, how the NGOs have developed their own evaluation capacity to generate knowledge of the support rendered. This review pointed to clear weaknesses in this regard. One question that needs attention is whether NGOs are operating in parallel to the mainstream educational sector and how well positioned they are to influence the education system at large. Several NGOs often operate within the same country or similar context. Yet, there is no information available on how their combined efforts contribute to institutional sustainability, how the variety of projects are co-ordinated, and what lessons can be drawn from the NGO involvement.
- The integrated nature of the education system makes it improbable that a policy of high quality in basic education can be pursued without substantial attention to improving the quality of teaching and inspection. At the time of the study there were few programmes addressed to these issues and certainly little knowledge available on the effects of such support.
- Higher education opportunities offered to a limited number of students from developing countries at institutions in Norway are relatively well documented and reviewed. The evaluations, studies and reviews that are available differ in terms of scope and purpose, but all of them have tried to establish some measure of relevance and efficiency of the training and education provided from a development point of view. This means that issues such as the ultimate effects on capacity and competence-building in institutions in developing countries have been considered. Nearly all reports conclude that the higher education offered has played a significant role in transferring skills and enhancing capacity in institutions in partner countries. However, effective utilisation of this expertise also requires

conducive working environments in the departments or workplaces to which the graduates return. It is also apparent that

high-cost and high-quality education in Norway can only be offered to a few.

Appendix 1

List of people met

IIEP

Anton De Grauwe, International Institute for Educational Planning
Muriel Poisson, Research Assistance IIEP
Bikas C. Sanyal, Senior Advisor

UNICEF

Mary Pigozzi, Senior Programme Advisor, Education Section
Peter Buchland, Senior Education Advisor, Education Section
Elaine R. Furniss, Senior Education Advisor, Education Section
Aster Haregot, Senior Education Advisor, Education Section
Ian Hopwood, Chief, Evaluation, Office of Evaluation, Policy and Planning
Mahesh Patel, Regional Evaluation Officer, ESARO

The World Bank

Maris O Rourke, Director Education, HDN
Gisele Dessieux, Senior Education Specialist, Education Department, HDN
Arvil van Adams, Director, Group 4, Africa Region
Carolyn Winter, Human Resources Specialist
Martha Pattillio-Siv, Sector Information Officer, Education
Ann Kristin Westberg, Advisor to the Executive Director for the Nordic and Baltic Countries
Joanne Capper, Consultant, Education and Technology Team, Human Development Department

Jeffrey Waite, Education Group, HDD
Husein Abdul-Hamid, Consultant ECCD
Bruno Laporte, Manager, Education Knowledge Management Group, HDD
Birger Fredriksen, Sector Director, Human Development, Africa Region
Dzingai Mutumbuka, Principal Education Specialist, Human Development Group 1, Africa Region
Alan Dock, Senior Education Advisor, Africa Region
Helen Abadzi, Evaluation Officer, OED
John Eriksson, Corporate Evaluation & Methods, OED
Linda A. Dove, Education Sector Coordinator, OED

Norway

Anne Britt Lilleholm, Global Department, UN Section, MFA
Olav Seim, Advisor, Global Department, Bank Section, MFA
Inge Herman Rydland, Advisor, Resultatoppfølgingskontoret, NORAD
Sissel Volan, Advisor, MERI, NORAD
Bente Nilson, Advisor, MERI, NORAD
Marit Vedeld, Advisor, MERI, NORAD
Kristin Sverdrup, Advisor, MERI, NORAD
Robert L. Smith, Director, LINS
Tove Nagel, Education Advisor, Redd Barna
Eldrid Midthun, Education Advisor, Norwegian Refugee Council

Appendix 2

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