



EVALUATION OF FINNISH EDUCATION SECTOR DEVELOPMENT COOPERATION

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EVALUATION OF FINNISH EDUCATION SECTOR DEVELOPMENT COOPERATION

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2004

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ACRONYMS AND ABBREVIATIONS

AAU	African Association of Universities
ACE	Advanced Certificate in Education (South Africa)
ADB	Asian Development Bank
AfDB	African Development Bank
ADEA	Association for the Development of Education in Africa
B Ed	Bachelors of Education (South African diploma)
BESSIP	Basic Education Sector Support Investment Programme (Zambia)
BiH	Bosnia and Herzegovina
BPEP	Basic and Education Primary Education Program (Nepal)
CDC	Curriculum Development Centre (Nepal)
CIDA	Canadian International Development Agency
DAC	Development Assistance Committee
Danida	Danish International Development Agency
DDE	District Directorate of Education (Mozambique)
DFID	Department for International Development (United Kingdom)
DOE	Department of Education (Nepal, South Africa)
DPE	Provincial Directorate of Education (Mozambique)
EC	European Commission
ECD	Early Childhood Development
EHCAA	Evelyn Hone College for Applied Arts (Zambia)
EFA	Education for All
ESSP	Education Sector Strategic Plan (Mozambique)
ESSP	Education Sector Support Project (Zambia)
EU	European Union
FAWE	Forum of African Women Educationalists
FACS	Foreign Aid Coordination Section (Nepal)
FET	Further Education and Training (South Africa)
FRELIMO	Mozambique Liberation Front
GRZ	Government of the Republic of Zambia
HCG	Helsinki Consulting Group
IAB	Boane Agricultural Institute (Mozambique)
IAC	Chimoio Agricultural Institute (Mozambique)
IAP	In Service Training Institute for Primary Education Teachers (Mozambique)
ICT	Information Communication Technologies
IDB	Islamic Development Bank
IIEP	International Institute for Educational Planning
INDE	National Institute for Education Development (Mozambique)
JICA	Japan International Cooperation Agency
KEPA	Kehitysyhteistyön Palvelukeskus / NGO Service Centre for Development Cooperation
MDG	Millennium Development Goals
MFA	Ministry of Foreign Affairs
NBE	National Board of Education
MINED	Ministry of Education (Mozambique)
MOE	Ministry of Education
MPF	Ministry of Planning and Finance (Mozambique)
NGO	Non Governmental Organization
NIHE	National Institute for Higher Education (South Africa)
Norad	Norwegian International Development Agency

ODA	Overseas Development Assistance
OECD	Organisation for Economic Cooperation and Development
OHR	Office of the High Representative (Bosnia)
OSCE	Organization for Security and Cooperation in Europe (Bosnia)
PAGE	Programme for the Advancement of Girls' Education (Zambia)
PASE	Education Sector Support Program (Mozambique)
PISA	Programme for International Student Assessment
PTA	Parent Teachers' Association
SADC	Southern African Development Community
SATIM	Support to Agricultural Training in Mozambique
Sida	Swedish International Development Cooperation Agency
SCOPE	South African – Finnish Cooperation Programme in the Education Sector
SMS	Shared Modernization Strategy (Bosnia)
SWAp	Sector-wide Approach
SWOT	Strengths, Weaknesses, Opportunities, Threats
TA	Technical assistance
TEPD	Teacher Education and Professional Development (Bosnia)
TI	Transparency International
UNESCO	United Nations Education Science and Culture Organisation
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children Fund
UNZA	University of Zambia
USAID	United States Agency for International Development
ZAFOD	Zambian Federation of Disabled People
ZAMISE	Zambia Institute of Special Education
ZARTEC	Zambia Teacher Education Course
ZEMP	Zambia Educational Materials Programme
ZERNET	Zambia Educational Research Network

Evaluation Team

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EXECUTIVE SUMMARY

The picture of Finnish education development cooperation that emerges from this exercise is varied, multidimensional and not without paradoxes. In financial terms, overall, Finland is not a major partner. In substantive terms we have the impression of well-targeted accomplishments, underexploited potential and delivery practices that have improved continuously over the past ten years. Something of a paradigm shift in the delivery of development assistance from the project approach to broader programmatic and sector-wide approach (SWAp) methods is on the agenda for many countries and their external development partners. Finland is participating in this approach. Yet, a multi-agency evaluation of development cooperation for EFA recommends moderation in this direction.

It is in this context that we see that Finland's own education system is excelling in demonstrated, and internationally recognized outcomes. Finland also ranks at the top in the management of its international business transactions (in terms of low corruption). These findings from the PISA and Transparency International studies, respectively, point to "best results", which may well be the product of "best practices".

The deeper we got into our subject, the more it became clear that we need to see and analyze Finnish education development cooperation as part of a concert of partners - composed of peer agencies and partner governments - in which MFA is one player. The more we observed, interviewed and read, the more we realized that we could not view MFA and Finnish education development cooperation in "stand-alone" terms. This perception comes partly from the increasing importance of SWAp arrangements and partly from the experience of members of the evaluation team with a wide range of education programs. All the more reason, in this context, to go beyond a narrow evaluation of the efficacy of MFA as an individual player and look into how it plays in this larger concert, and what discrete contributions it brings to it.

On the whole, the evaluation team is impressed with what it has seen as well as what we see as unrealized potential.

Many of our recommendations revolve around the notion that Finland can and should play a more active role in the concert for education development cooperation. This is what we call Finland's "voice", which we think needs to be strengthened and heard beyond the strict limits of MFA's education projects and programs. These recommendations are based on two sets of observations and conclusions. The first set consists of our observations of how Finland's education development cooperation has operated in practice, especially its promotion and practice of partner country ownership. The second comes from Finland's demonstrated capabilities in the areas of quality education and good management, as recognized by the PISA and TI studies, respectively.

By "voice" we mean speaking up, initiating and taking a lead in promoting informed dialogue around selected issues within the concert of partner countries and peer agencies. The objective of this dialogue would not be to "find answers", but to promote the sort of informed exchange of ideas, anchored in practice, that has potential to embark participants on a journey of mutual discovery. Seen in the context of the PISA and TI results, the journey would seek to involve its participants in exploring the "how's, the why's, and the wherefore's" of Finland's performance, and to explore if and how there may be lessons of use beyond Finland's borders. This does not mean that Finland would attempt to export directly its own policies and practices. Rather, it

would initiate, develop and participate in the dialogue with a firm understanding of the pedagogical, social and other processes that, together, characterize an educational system.¹

We have also noted two characteristics of Finland's education development cooperation that should be seen in tandem: the modesty of Finnish professionals, and the perceived high degree of partner country ownership of Finnish financed projects. We have found that Finnish actors in the aid relationship are seen as modest, both by themselves and by their partners. We have also found that Finland's partner countries have a high sense of ownership over their Finnish-funded projects. This brings to mind thoughts on the ethics of the practice and behavior of external partners in the aid relationship. Is there a (causal?) relationship between this modesty and ownership? It would be worthwhile to explore the interactions, if any, between the two. From our direct experience, as well as from the limited literature on ownership,² we strongly suspect that "modesty" may well be a necessary ingredient for the promotion of country ownership of projects, programs and policies that are elaborated and financed within the aid relationship. Here, too, is an area worth exploring with Finland's partners and peers.

The following table presents a summary of our findings and recommendations. Although they may seem disparate and issue-specific, there is one thread that holds them together. It is the enabling thread of MFA's institutional capacity, whose "voice" merits strengthening in order for Finland/MFA to play its part in the concert of education development cooperation. This, we recommend, could take the form of several actions: additional staff of professional educationalists in MFA; research and consultations on lessons from the PISA and TI findings for development cooperation in education; and assuming a greater role in international fora and networks, especially around the issues of quality, management and country ownership - areas in which Finland excels and has demonstrated comparative advantages.

¹ See Cohen et al. (2003) for a demonstration of how and why education needs to be seen in terms of a complex instructional system, rather than in terms of inputs and outputs.

² Wapenhans et al. (1992) attribute much of the deficit in country ownership to the World Bank's internal "approval culture". Schwartz & Sack (1996) also find that lack of country ownership of World Bank sector work is related to institutional demands that tend to short-circuit locally generated knowledge, combined with strong confidence in the Bank's technical approaches.

Key findings	Implications/comments	Recommendations
<p>1. Policies, practices and comparative advantages</p> <ul style="list-style-type: none"> MFA's policies are in line with those of most other agencies, including moving towards much greater use of SWAp mechanisms. A recent evaluation of external support to basic education identifies limitations to SWAps and recommends using both project and program modes; our case studies confirm this. SWAps have potential for improving quality of partnerships, but also for reducing discretionary resources for innovation and targeted interventions. 	<p>SWAps address severe problems with the project approach. However, caution is called for when considering paradigm shifts in the policy basis for education development cooperation, including the instruments used for delivery.</p>	<ul style="list-style-type: none"> In order to maintain capacities for innovative, pilot interventions, MFA should balance SWAp and specific projects. In participating in SWAps, Finland should be among those external partners that take the risk of trusting governments while ensuring capacities for management and transparency.
<ul style="list-style-type: none"> Finland has two domestic areas of excellence that are both empirically demonstrated and internationally recognized - the quality of its education system and its honesty and transparency in international business transactions. The "modesty" of MFA staff and Finnish consultants much is appreciated by partners. 	<p>In spite of the small size of its development cooperation programs, Finland has important comparative advantages and internationally recognized "best results" worth sharing within the world of development cooperation.</p>	<ul style="list-style-type: none"> MFA should develop its "voice" within the concert of peer agencies active in education development cooperation. It should focus on the quality of basic education and managerial practices. MFA should organize systematic explorations and reflections on the applicability of PISA and TI findings to education development cooperation. This could be done with existing networks (e.g., ADEA) and institutions (e.g., IIEP).
<ul style="list-style-type: none"> MFA does not have a policy statement for education. Country partners approve this situation (major reason given is that they can be an impediment to country ownership); agency people would prefer there to be a statement, generally for reasons related to improved communication. 	<p>The need for agency policy statements is taken for granted by the agencies; country partners see them as reducing their ownership of their policies. This suggests that such statements may be dysfunctional if country ownership is a goal.</p>	<ul style="list-style-type: none"> The status quo is fine, with no pressing need for a statement which partner governments fear could curtail their ownership. If need be, an internal paper for staff training and communication of agency priorities could be produced. To mitigate inconsistencies in the policies and practices of international agencies, MFA could reactivate the EU's "Code of Conduct" process in order to engage agencies to respect their commitments in the context of EFA and the MDGs.

Key findings

2. Relevance, impact and sustainability

- *Relevance* is satisfactory, in terms of both (i) how projects relate to needs of partner countries, and (ii) Finland's delivery capacities.

- *Impact and sustainability* are, on the whole, satisfactory. Both need to be placed in context of the size of Finnish cooperation and pilot nature of many projects.

3. Ownership

- Partner countries are highly appreciative of their level of ownership in MFA projects. This has improved over time.
- Partners appreciate the flexibility in MFA projects.
- Among agencies, Finland is one of the most respectful of country ownership.

4. Management and coordination

- Few management problems were identified; when there were problems, they were easily resolved thanks to MFA flexibility.
- MFA's participation in, and contributions to, coordinating efforts amongst external agencies implies an increase in the time required of MFA officials. This is largely the result of SWAp processes.

Implications/comments

Relevance should be seen in relational terms, as a fit between absorptive and delivery capacities, and in terms of the overall "aid relationship" - relevant to the host country's needs and absorptive capacities, and to Finland's comparative advantages and capacities to deliver.

Concepts of impact and sustainability for pilot, small-scale projects are different than projects that are full scale.

Other external financing partners may be able to learn from Finland's practice of the ownership imperative.

MFA professional capacities are the key (i) for continuing effective program implementation, especially when programs take the form of SWAps, and (ii) for implementing most of this evaluation's recommendations.

Recommendations

- MFA should continue to use the procedures it has adopted to assess needs and target specific components for project assistance; Inclusive/special education is an example.
- More assiduous monitoring is required. Where appropriate, capacities should be developed for more effective monitoring.
- For projects that are of a pilot nature, sustainability is more of a policy than an operational matter. Sustainability becomes a matter of whether a pilot has influenced broader policy.
- MFA could play an enhanced role in promoting effective country ownership, especially in the context of SWAp arrangements.
- MFA needs to increase its professional staff in education. Four options are proposed: (i) Continue as is, but with reinforced frame agreements with universities and competent NGOs, along with sustained relationships with selected consultants; (ii) Place more professional educationalists within MFA, perhaps in the country departments, working with the desk officers; (iii) Place

Key findings	Implications/comments	Recommendations
<ul style="list-style-type: none"> With only one education professional, MFA is seriously understaffed for current and, likely, future activities. 		<p>professional educationalists in the embassies of countries with strong education programs; (iv) Have regionally-based education advisors who cover several countries in their region.</p>
<p>5. MFA responsiveness and adaptability</p> <ul style="list-style-type: none"> MFA has been flexible, responsive to country needs, and able to adapt to new situations. 		<ul style="list-style-type: none"> It could be useful to consider joining forces with other “like-minded” agencies in the form of silent partnerships. Clear role distinctions between project technical assistance and embassy staff should be maintained.
<p>6. NGOs</p> <ul style="list-style-type: none"> Recent MFA review of NGOs provides detailed findings. 	<p>Without losing their specificities, NGOs should be better integrated within overall efforts for education development cooperation.</p>	<ul style="list-style-type: none"> Reinforce MFA’s professional education capacities so that it can assess trends and commit itself wisely and with flexibility as conditions change. Increased participation in partnership networks should be encouraged (e.g., ADEA and its working groups). Follow recommendations of the <i>Review of Finnish NGOs</i>. Develop improved articulation between the NGOs and other international organizations. Promote greater participation of Finnish NGOs in international meetings, e.g., international NGOs, ADEA, EFA and other events.

I. SETTING THE SCENE: RESOURCES FOR FINNISH DEVELOPMENT COOPERATION IN THE EDUCATION SECTOR

1. The context for this evaluation is composed of two major elements: (i) Finland's general development cooperation policies and its more specific policies for the education sector; and (ii) the level of financial and human resources it devotes to its development cooperation in education. Both are viewed in the broader context of international development cooperation where the players are both peers and partners. Peers include the community of development cooperation agencies (multilateral and, in particular, bilateral); partners include the host countries for development cooperation activities, as well as the other cooperation agencies.³ This section of the report is descriptive and focuses on these contextual elements and presents a brief overview of the resources – policy, financial, human, and institutional – mobilized for Finnish development cooperation in general, and for education in particular.

Policies⁴

2. The goals of Finland's development cooperation are (i) reducing poverty, (ii) combating environmental hazards, and (iii) promoting equality, democracy and human rights. In addition to these goals, the most recent *Decision-in-Principle* draws attention to the objectives of (i) increasing global security, and (ii) increasing economic interaction. For this, Finland works with a selection of long-term and shorter-term partner countries.⁵ The long-term relationships are characterized by sustained commitment and involvement in low-income countries; the duration of other partnerships is determined on a case-by-case basis.

3. Within this context, education is seen as a key to sustainable development and the principal means of reducing poverty.⁶ Education is also viewed as a means toward promoting equality, democracy, and human rights. At the global level, the 1990 Jomtien World Declaration on Education for All (EFA) and its associated Framework for Action guide Finland's education development cooperation policy. In addition to promoting gender equality, focal points of Finnish education sector development cooperation are teacher education, inclusive/special education, bilingual education, the capacity development for learning assessment, school renovation and construction, vocational training, capacity development for educational administration, and information technology. Africa is the main geographical focus, with activities

³ *The distinction between peers and partners suggests that the latter might be characterized by some degree of inequality. This is clearly recognized in a study on "Ownership in the Finnish Aid Programme" (Moore et al. 1996: pp.3–4). There may also be inequalities between peers, be they institutional or individual.*

⁴ *This section is based on several MFA documents, especially: Government Decision-in-Principle (2001), Education for All, Finnish Development Cooperation in the Education Sector (2001), and Finland's Development Cooperation (2002).*

⁵ *According to MFA (2002b), long-term partner countries are: Ethiopia, Kenya, Mozambique, Namibia, Zambia, Tanzania, Egypt, Nepal, Vietnam, Nicaragua and Peru. Other cooperation partners are: Burkina Faso, South Africa, Malawi, Palestine, Laos, Cambodia, Philippines, East Timor, Indonesia, China, Kyrgyzstan, Uzbekistan, Guatemala, Honduras, Bosnia-Herzegovina, Kosovo, Yugoslavia, and Moldova.*

⁶ *In an interview, the MFA Director-General for Development Policy stated that education is the "most important sector". Figure 1 demonstrates this.*

in Latin America, Asia and the Balkans. It is policy that programs be responsive to the needs of the partner.

4. Discrete projects have been the mode for structuring the delivery and implementation of development cooperation in education for decades. Current preference is moving more towards the sector-wide program approach (SWAp). In a SWAp, international agencies encourage their partner government to set its sector policies and, through them, to actively coordinate the contributions of their external financing partners (the SWAp is discussed further in the Findings section of this report). This is seen as a more appropriate instrument for: (i) promoting country ownership since SWAps work within the framework of countries' own development programs; (ii) improving overall monitoring of program impact; and (iii) promoting cooperation between aid organizations. For small countries like Finland, the SWAp mode of cooperation has the additional advantage of providing better access to educational policy discussions in the host countries.

Financial resources for education development cooperation

5. Overall, and in comparison with financing from other bilateral development cooperation agencies, Finland is not a major player. Indeed, in its eleven long-term partner countries, Finland is among the "top ten donors of Overseas Development Assistance (ODA)" only in Namibia, where it ranks seventh.⁷

6. In 2001, Finland devoted 63.1% of its development cooperation funds to bilateral cooperation and channeled 36.9% through multilateral organizations, which include the European Union's development cooperation budget, United Nations organizations, the World Bank and regional development banks. About 6.6% of the bilateral funds go to non-governmental organizations (NGOs), especially for grassroots activities designed to complement international cooperation.

7. The role and place of the education sector in Finland's development cooperation has grown steadily since the early 1990s. Table 1 shows that the relative importance of education in Finland's bilateral development cooperation has increased from 4.9% of all bilateral assistance in 1991 to 8.7% in 2001, as absolute amounts declined during the economic crisis of early 1990s and then rose significantly towards the end of the decade. In order to demonstrate the increased role played by education development cooperation within Finland's overall development cooperation programs, we compare education with agriculture, forestry and fishing, one of Finland's more "traditional" sectors of expertise and intervention. Figure 1 provides a graphic demonstration of this comparison. It is striking to note that since 1999 commitments for education have outpaced those for agriculture, forestry and fishing.

⁷ According to OECD/DAC (see http://www1.oecd.org/dac/html/aid_recipients.htm). These are figures for 2000–2001. Finland is in the top ten for all three Baltic countries (third in Estonia and Latvia, seventh in Lithuania).

Table 1. Amount of Finland's bilateral education development cooperation and its share of total development cooperation, compared to amount for agriculture, forestry and fishing: 1991–2001

	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002
Education: € millions	25.44	7.66	9.01	5.71	10.99	5.79	14.77	16.08	18.22	19.75	27.44	35.6
% of overall bilateral development assistance	4.9	2.0	3.9	3.8	6.6	3.3	8.0	6.9	7.4	9.1	8.7	10.8
Agriculture, forestry & fishing: € millions	28.62	46.03	35.47	48.10	6.19	17.94	13.92	30.52	9.59	9.35	25.21	22.65

Source: MFA

8. Within the domain of social development, which accounts for the largest share of Finland's bilateral assistance,⁸ the share of education is about equal to those for health and social services, all of which are second only to that of public administration and civil society. In other words, education is playing an ever-increasing role in Finland's programs of bilateral development cooperation.

9. This trend is consistent with the thinking and actions of the international development community. Education is increasingly perceived as being a motor for development in general and for poverty reduction in particular.⁹ The 8.7% of bilateral assistance Finland devotes to education is comparable to that of other DAC members.

10. Table 2 shows the relative importance of Finland's support to the education sector compared to that of all 22 bilateral agencies that report data to the OECD/DAC. Although figures vary from year to year, the countries where Finland has the largest relative presence are Ethiopia, Mozambique, Namibia, Nepal, Palestine, Tanzania and Zambia.

⁸ OECD/DAC (2003, p. 68) identifies the following domains of intervention for Finland's bilateral development assistance (in parentheses the relative share of each in 2000–2001): social infrastructure & services (44%); economic infrastructure and services (1%); production sectors (8%); multisector (21%); commodity and programme aid (1%); actions relating to debt (1%); emergency assistance (15%); administrative costs of donors (7%); and core support to NGOs (1%).

⁹ The perception itself has been surging forward over the span of our professional lives. From the strictly economic notions of education for human capital and rates of return, we are now in the era of Education for All (EFA), with basic education considered a right. Education is increasingly understood as a basic building block for human and social capital (OECD 2001b); it is also seen as central to strategies for the reduction of poverty (World Bank 2003; also, see <http://www.id21.org/education/s5bf1g1.html>) and for balanced development strategies that look beyond the purely (and simple) economic measures (Sen 1999).

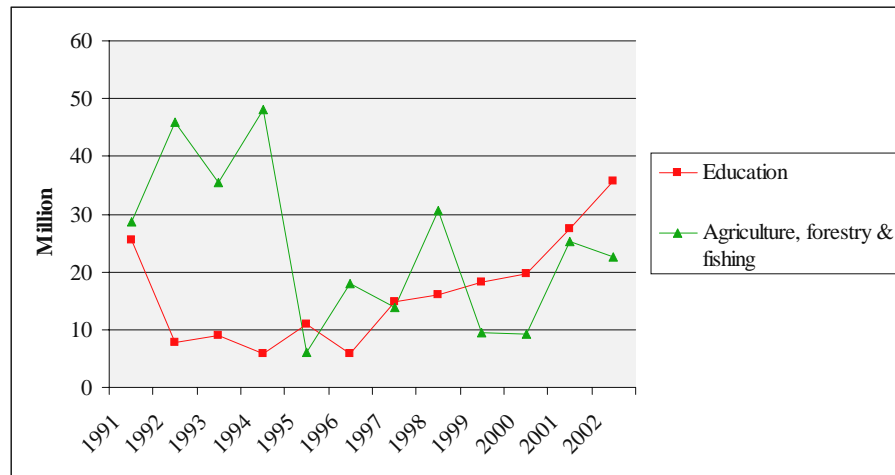
Table 2. Development assistance to education for selected countries, 1997 - 2001: Finland compared to all DAC "donors"

	1997			1998			1999			2000			2001		
	DAC	Finland	% Finland	DAC	Finland	% Finland	DAC	Finland	% Finland	DAC	Finland	% Finland	DAC	Finland	% Finland
Bosnia and Herzegovina	16,34	0,01	0,1%	15,65			16,45			14,09			26,5		
Ethiopia	47,17	3,95	8,4%	41,79			31,66	0,62		33,39	0,02	0,1%	27,21	0,52	1,9%
Kenya	23,47	0,16	0,7%	21,8	0,44	2,0%	28,27	0,29	1,0%	44,3	0,07	0,2%	29,4	0,2	0,7%
Mozambique	36,12	1,2	3,3%	33,01	3,09	9,4%	30,9	1,26	4,1%	50,87	2,86	5,6%	43,25	3,38	7,8%
Namibia	18,01	0,01	0,1%	20,52	0,07	0,3%	12,46	0,1	0,8%	23,75	0,04	0,2%	9,33	0,39	4,2%
Nepal	65,05	4,84	7,4%	9,47			45,95	0,18	0,4%	18,15		0,0%	17,23	0,51	3,0%
Nicaragua	13,11	0,09	0,7%	28,93			25,17	0,63	2,5%	39,2	2,73	7,0%	15,72	0,24	1,5%
Palestinian Adm. Areas	32,76	0,09	0,3%	33,83	2,24	6,6%	46,81	1,33	2,8%	50,12	2,01	4,0%	23,4		
South Africa	72,2	0,42	0,6%	97,62	0,04	0,0%	71,01	6,01	8,5%	67,97	0,27	0,4%	77,95	0,98	1,3%
Tanzania	65,52	0,1	0,2%	55,8	7,34	13,2%	22,63	0,17	0,8%	20,38	0,76	3,7%	46,48		
Viet Nam	86,16	0,1	0,1%	62,36	0,33	0,5%	70,64	0,39	0,6%	93,69	0,13	0,1%	72,7		
Zambia	19,64	0,01	0,1%	32,18			58,15	4,31	7,4%	15,2	1,07	7,0%	25,74	3,16	12,3%

Source: OECD/DAC International Development Statistics, 2003

Note: The OECD/DAC data consists of information communicated to them from 22 bilateral "donors".

Figure 1. Development cooperation commitments 1991–2001: Education & Agriculture/forestry/fishing compared



Institutional and human resources for education development cooperation

11. Development cooperation is the responsibility of the Department for Development Policy (formerly Finnida) of the Ministry for Foreign Affairs (MFA). Within MFA there is a minister whose portfolio includes development. The Department for Development Policy includes a Unit for Sectoral Policy, which is where MFA's sole educational professional is posted.¹⁰ Within MFA there are also four regional departments (Europe; Russia, Eastern Europe and Central Asia; Asia and the Americas; and Middle East and Africa), which have responsibility for matters related to bilateral relations with their respective countries, including political, commercial and economic relations, trade and international development cooperation. Line staff in these departments are the country desk officers, whose responsibilities cover all these areas. They are the locomotives that keep it all moving along and determine the shape cooperation takes. They are not policy makers, as such, but are involved in all phases of project development and management.

12. Embassy staff in countries with development cooperation programs may provide field support when they are available. Embassy personnel carry out much of the ongoing discussions with governments. Desk officers and embassy personnel working on/in partner countries may spend upward to 80% of their time on development matters. There is no dedicated education professional staff in the embassies.

¹⁰ Compare this with the two forestry advisers in MFA, according to LTS International (2003); however, according to MFA there is presently only one. See Figure 1 for the comparison between the volume of Finland's development cooperation in education compared to forestry. Furthermore, for historical reasons, a number of MFA staff began their careers as forestry professionals; this does not seem to be the case for education.

13. In order to assist its work in education development cooperation, MFA has frame agreements with the National Board of Education (NBE) for work/projects in Mozambique, South Africa, Tanzania and Zambia, and with the University of Tampere for its work with the Association for the Development of Education in Africa (ADEA). Staff of NBE also operate as advisors to the desk officers and/or the embassies; they see themselves as extensions of the one education professional in MFA. MFA also has long-term working relations with two Finnish universities¹¹ and with four consulting firms (some of which have strong university ties), which are heavily involved in the management and technical assistance aspects of most education projects.¹² In addition, three other firms¹³ and selected individual consultants have received smaller assignments.

14. MFA offers ample opportunities for staff development. Also, although MFA's one education professional has been in his position since 1992, there is no clear system to ensure the functional continuity of specialized staff.

15. An important resource for Finland's development cooperation, one that is both political and institutional, is the broad popular and political support for development cooperation. This is not the case for many other bilateral development agencies.

II. FINLAND'S EDUCATION SECTOR COOPERATION IN PRACTICE

16. Finland has bilateral education development cooperation activities in thirteen countries, six of which are considered long-term partners. Table 2 provides an extensive overview of the characteristics of these projects; Annex 1 provides a list of all education projects funded by MFA. Poverty reduction is the goal for projects in nine of the countries, followed by good governance and equity objectives.

17. Overall, the projects comprise a portfolio of thirteen components (the first column in Table 2). The number of components in each country project ranges from four to ten. Projects in long-term partner countries tend to have more components: on the average, Finland's education projects have 5.7 components; projects in the six long-term partner countries have an average of 6.0 components; and in the other partner countries the projects have an average of 5.4 components. Pedagogical components (teacher education, education materials, assessment, curriculum and inclusive/special education) are the project components most commonly found, followed by planning and management. In line with the move toward SWAps, there appears to be an intensive effort to promote harmonization of procedures, especially in the long-term partner countries where pooled/basket and program funding also tend to be more prevalent than in the other countries.

¹¹ *Universities of Jyväskylä and Joensuu.*

¹² *Helsinki Consulting Group (HCG), Niilo Mäki Institute, Plancenter Ltd., FTP International, and Finnconsult Ltd.*

¹³ *Mundo Oy Ltd, Impact Consulting, and Scanagri Ltd.*

Table 3. Overview of education projects by their components, implementation modalities and goals

Characteristics of the projects	No. of countries	AFRICA					LATIN AMERICA					BALKANS		
		Mozambique*	Zambia*	Tanzania*	Ethiopia*	South Africa	Nepal*	Nicaragua*	Bolivia	Guatemala	Palestine	Bosnia-Herzegovina	Kosovo	Serbia
Project Components														
Construction/infrastructure	3	X	X	X										
Maintenance	4	X	X	X	X									
Teacher education	11	X	X	X	X	X	X	X	X	X	X	X	X	X
Education materials	8	X	X	X	X	X	X	X	X	X	X	X	X	X
Assessment/Evaluation	6	X												
Curriculum	10				X	X	X	X	X	X	X	X	X	X
ICT	2				X					X				
HIV/AIDS	2	X	X	X	X									
Inclusive/Special education	7	X	X	X	X									
Vocational/Technical	2	X												
Education planning	7	X	X	X	X					X	X	X	X	X
Management	9	X	X	X	X	X	X	X	X	X	X	X	X	X
- National														
- Local														
Intercultural/Bilingual	3	X	X	X	X					X	X	X	X	X
<i>Number of components</i>		7	8	6	7	5	4	4	4	4	5	6	6	7
Project modalities & goals														
Harmonization of procedures	8	X	X	X	X	X	X	X	X	X	X	X	X	X
Pool/basket funding	7	X	X	X	X	X	X	X	X	X	X	X	X	X
Implementation model		Pj/Pg	Pj/Pg	Pj/Pg	Pj/Pg	Pj/Pg	Pj/Pg	Pj/Pg	Pj/Pg	Pj/Pg	Pj/Pg	Pj/Pg	Pj/Pg	Pj/Pg
Primary goal is:		Pov	Pov	Pov	Pov	Pov	Pov	Pov	Pov	Pov	Pov	Pov	GG	Eq

Source: Thanks to Heikki Kokkala for an initial draft.
 NOTES: X indicates presence of component/modality/goal, * = Long-term partner country; Pj=project mode; Pg=program mode; Pov = poverty reduction; GG=good governance; Eq=equality

III. EVALUATION METHODOLOGY

18. This evaluation is being conducted at a time of recently completed evaluations of education development cooperation commissioned by other agencies.¹⁴ This is somewhat fortuitous. It is also a sign of the times in development cooperation that testifies to the importance education now has in our understandings of development and in the practices of development agencies. The Terms of Reference for the *Joint Evaluation* (Samoff 2001) makes the case that evaluation of aid to education should conceptualize “progress as process.” We concur. This is why this evaluation is somewhere between a formative and summative exercise, leaning toward the former. The major expectation held of it lies in the recommendations that ensue from our observations. Categorical, summative judgements of the value or effectiveness of Finland’s development cooperation for education are not at issue.

19. Given the nature of educational programs and processes, such judgements would be out of place. Indeed, be the vantage point the learner, the teacher, the school director, inspector, or minister, education is very much about processes. This is increasingly the case in a world where knowledge acquisition is seen as lifelong, where educational outcomes are the subject of broad debates and are culturally sensitive, and where there is no generally accepted “one way” of delivering guaranteed educational results. Of course, effectiveness, including cost-effectiveness (i.e., efficiency) needs to be addressed. However, it has everything to do with the *processes* of delivering education. All the more reason, then, for external cooperation partners to understand this and have a nuanced, layered understanding of how their contributions and work fit into the broader picture of education and development in a given partner country. This is why we see our task as taking account of interactions and process, as well as assessing the contribution of Finland’s education development cooperation to its intended objectives.

20. As per the Terms of Reference (Annex 2) and the Inception Report, the evaluation covers six topics of concern to Finland’s education development cooperation: (i) policy and practices; (ii) relevance and sustainability; (iii) issues related to ownership; (iv) coordination with partner governments and other agencies; (v) management and project implementation; and (vi) MFA’s responsiveness and adaptability. A number of specific questions are associated with each topic. Figure 1 shows the logic of the evaluation approach; Table 4 provides a summary of the evaluation topics and questions. Given the range in the roles and experience of the 127 people interviewed, from different organizational and national settings, not all questions were applicable to all interviewees.

21. The empirical base for the evaluation resides in the available documentation (see the References section), the persons interviewed (see Annex 3) and the five case studies (Annex 4). The case studies in Mozambique and Zambia were each carried out by a national researcher whose work included one week of interviews, visits, and discussions with two members of the evaluation team (Cross and Sack). Team members carried out the other case studies.

¹⁴ *The Joint Evaluation of External Support to Basic Education in Developing Countries (Association of Universities and Colleges of Canada, 2003) was commissioned by the evaluation departments of thirteen bilateral and multilateral agencies. This report refers to other recent evaluations of aid to education, Germany, for example. Also, see Samoff (2001), which provides the Terms of Reference for the Joint Evaluation.*

22. The five case studies play a central role in this evaluation. They provide us with in-depth views of Finnish education development cooperation in five countries and, thereby, provide much of the empirical base for this evaluation. However, as we pointed out to the people we interviewed, the objective of the case studies was not to evaluate their respective country projects and programs. Rather, we were concerned with the whole of Finnish development cooperation in education, illustrated, in part, by the findings of the case studies. Through the case studies, we attempt to address the question: Does Finland support the right projects/programs through appropriate strategies and adequate measures? And, if not, how could Finnish aid and development cooperation be redirected or improved according to the lessons learned from past experience in the selected countries?

23. With slight variations determined by the specific conditions of the case study countries, the methodology was based on the following guiding principles:

- *Reliability, validity and credibility*: this was achieved through extensive review of background documents, review of baseline data available, interviews and discussions with relevant stakeholders.
- *Participatory approach*: measures were taken to ensure active involvement of the various stakeholders at all levels, including Finnish representatives and other relevant donor agencies, government officials at all levels (national, provincial and local levels), and program staff. The involvement of high level local expertise within the team (Prof E. Mumba for Zambia, Dr N. Nhavoto for Mozambique and Prof M. Cross for South Africa) also allowed for collection and analysis of data within a framework of participation and collaboration.
- *Observation*: besides interviews and meetings with stakeholders, time was dedicated to study visits to the different sites where Finnish supported projects/programs are being implemented and dialogue with key actors.

24. Also, for this type of evaluation – based largely on qualitative data gathered through interviews with people about dynamic processes – the composition of the evaluation team becomes part of the methodology. We all – authors and readers, alike – need to be aware of this. In this case, two team members have extensive experience with large development agencies; one member has worked with many agencies together in a partnership, capacity building alliance along with African education ministers; and one team member has an extensive view from the South of education systems, projects and the development agencies working there. This evaluation is based on informed judgment, in that we (the authors) speak not only from our readings, observations and case studies, but also from our experience.

Figure 2. Logic of the Evaluation

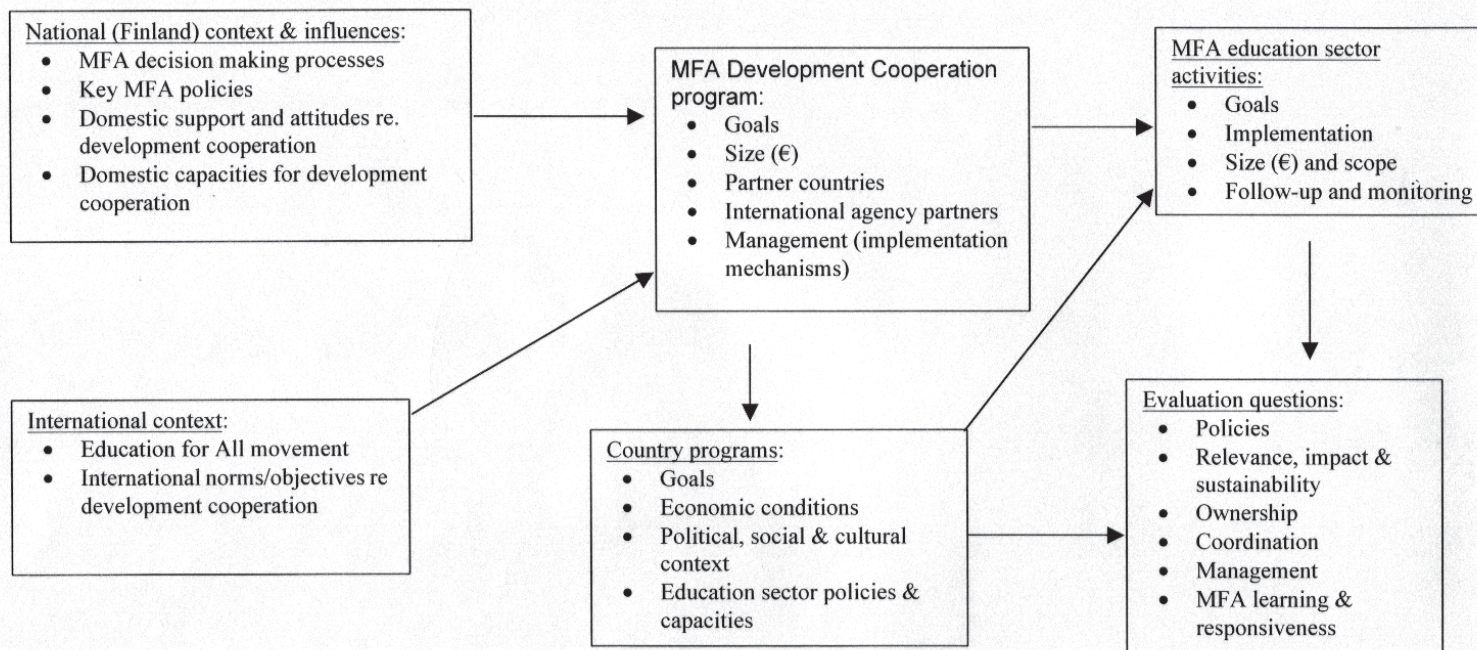


Table 4. Evaluation topics and questions

Topic	Questions
1. The policies, nature, practices and special contribution of Finnish development education cooperation.	<ul style="list-style-type: none"> • What are the perceptions of the special contribution of Finland's education development cooperation? • Is there a need for a policy document on Finland's education development cooperation policies? • How does it compare with that of other partners and how responsive it is to the needs and policies of both partners? • What are the assets and liabilities of Finland's development cooperation? • What are Finland's comparative advantages in education development cooperation? • Alternatively, what would happen, what would be the opportunity cost, if there were no Finnish education sector programs/projects in a given country?
2. The relevance, impact and sustainability of Finnish development cooperation in the education sector.	<ul style="list-style-type: none"> • Is there any reason to think that specific project objectives may have been met, but are not sustainable, or that it is unlikely that the broader goals (e.g., poverty reduction, gender equity) will be met? • How satisfactory are the indicators to assess project/program effectiveness, relevance, impact and sustainability? • How effective has Finland's cooperation been in the context of SWAps and budgetary support? • Was there anything special about Finland's role or was its contribution simply a matter of additional, although marginal, resources?
3. Ownership: projects, program selection and how they addressed constraints.	<ul style="list-style-type: none"> • How are decisions made concerning planning and country program implementation? To what extent is there national ownership? • To what extent is the country really in the proverbial driver's seat? • Compared with other partner agencies, what role has Finland played in promoting country ownership?
4. Coordination and communication.	<ul style="list-style-type: none"> • Was communication frequent and what areas/topics does it cover? • How effective has Finnish Cooperation been in the promotion and implementation relative to operational matters, such as those related to the harmonization of procedures and processes?
5. Management issues: impediments and/or conflicts in project/ program implementation	<ul style="list-style-type: none"> • How were they identified and resolved? • What are the perceptions of Finland's flexibility in dealing with these issues? • The quality of technical assistance; relationships; continuity; transparency.
6. Finland's institutional learning, responsiveness and adaptability; current issues in country programs.	<ul style="list-style-type: none"> • After years of project/program work in the countries, how do current issues and practices reflect progress, in policy and in operational terms? • How have Finland's positions and practices evolved to take account of past experience? • What is the overall sense of Finland's learning from experience and, thereby, adjusting its policies and practices accordingly?

IV. EVALUATION RESULTS: FINDINGS, ANALYSIS AND RECOMMENDATIONS

25. This section presents our findings, organized by the evaluation topics and associated questions outlined in Table 4. For the sake of coherence, recommendations are presented with the findings and analysis pertinent to each topic, except that coordination, communication and management are grouped under the same heading in this section. These evaluation topics are permeable, as several issues can fall into more than one topic. Ownership issues, for example, are also, partly management issues.

Policies, practices and contributions of Finnish development cooperation for education

Policies, with special attention to the question of program and sector-wide approaches

26. MFA policies are very much in line with the international agenda for education. This is seen in the goals that address Education for All (and, therefore, the second Millennium Development Goal of achieving universal primary education), poverty reduction, peace and democracy, good governance and gender equity. Finland is also in line with its peer agencies in promoting national ownership of externally funded activities and in moving towards program and sector-wide approaches (SWAp). Indeed, along with other agencies, MFA may be on the verge of something of a paradigm shift away from projects and towards SWAps, which go with pooled or basket funding.¹⁵ In Mozambique, Nepal and Zambia, for example, most external financing agencies and the local authorities agree that pool/basket funding should be the main form of external support and all that external partners should be encouraged to contribute to pool funds.

27. SWAp is less of an education sector policy objective than it is an instrument for delivering external support in a context of strengthened national ownership. It is expected that SWAps would: (i) increase national ownership of coordinated programs of external support to education; (ii) improve coordination of external support; and (iii) reduce transaction costs through reduced administrative complexities and harmonized accountability and reporting procedures. It is also expected that SWAps would promote government capacity building in areas of policy formulation and management, and ensure that government policies are the basis for the coordination of external financing.

28. However, according to the recent *Joint Evaluation of External Support to Basic Education in Developing Countries* (Association of Universities and Colleges of Canada 2003) there have been some perverse effects of SWAps:

- They tend to create “inner and outer groups of external supporters with consequent tensions”;

¹⁵ This adds a certain irony to this evaluation. It is based on MFA practice over the past ten years, which has been almost exclusively project based. One implication here is that our recommendations may be obsolescent and of little value in a world of SWAps.

- There is some “withdrawal from direct support to regions and districts” leading to a sentiment of abandon by them and exclusion from policy and technical dialogue;
- They have led to some exclusion of NGOs and civil society from national dialogue;
- There has been a reduction of funding and technical assistance for innovation;
- In the short run, SWAps increased the administrative and planning burdens on host governments; this “very heavy burden on planning, coordination and monitoring has been made more difficult by uneven progress in the development of common administrative procedures among external agencies and reluctance to accept local processes as adequate;” and
- “Despite the general intent that SWAps should encourage ownership, national governments remain convinced that external agencies are in the ‘driver’s seat,’ especially in terms of conditionalities”.

The *Joint Evaluation* concludes that “the shift from project to program support has probably been partnership neutral” (i.e., has neither enhanced nor harmed the quality and effectiveness of partnerships).

29. Finland’s experience with SWAps has varied among countries. Zambia, which was one of the case studies for the *Joint Evaluation*, is one of the countries where the SWAp has strengthened the relationship among partners. One reason for this may be found in Table 1 of the Zambian case study in Annex 4, which refers to the “Case 1 (Pool)” agencies that decided early on to play the SWAp game fully. By doing this, they took a risk and demonstrated confidence in the government’s willingness and capacity to play the game as intended by the rules and spirit of SWAp. This created the momentum needed to move forward with the SWAp process. Finland joined this group after the initial round. Finland also joined the SWAp in Mozambique, along with eight other agencies and is channeling about 22% of its funds to the SWAp pool. It has also been an active member of the SWAp in Nepal, where 80% of its funds support the ministry’s program.

30. On the whole, SWAp funding could be assessed as successful in Zambia and promising in Mozambique and Nepal. This is best understood in the context of different legacies inherited by the three governments. Zambia has benefited by a long, gradual and systematic commitment to SWAps with the support of a government that has been able to shift from alleged apathy in donor coordination to providing considerable leadership. This has succeeded in establishing flexible and enabling structures and procedures. Mozambique has made efforts towards liberalization, but the centralised and somewhat rigid practices of the past remain entrenched. The success of SWAps in Mozambique will depend perhaps on a much more pragmatic approach to donor coordination and the building of institutional capacities needed within the Ministry. In Nepal, a government plagued by insurgencies and recent destabilization is still a weak partner in the emerging SWAp.

31. The introduction of the SWAp program, BESSIP, in Zambia posed management and institutional challenges that the Ministry of Education was not prepared to meet. This included policy dialogue, financial management and procurement procedures, accounting and accountability, and system and coordination capacity. Institutional capacity became a prominent issue. Through the efforts of local and external technical staff working hand in hand, these issues have been addressed. The financial system of the Ministry under BESSIP has gradually improved and donors have gained confidence in the financial management of BESSIP. Zambia is a good example on how a partnership between external partners and governments can build

capacity for genuine ownership of the policy planning and implementation processes by local authorities.

32. The IAC and SATIM projects in Mozambique demonstrate the importance of being integrated into the partner country's strategic plan, which is increasingly developed in the context of the SWAp. Although these projects are greatly appreciated and have the potential of raising productivity levels and contributing to poverty alleviation through food self-sufficiency, tensions arose that compromise their continuity and long-term impact. This is an outgrowth of the fact that these projects are not integrated into Mozambique's strategic plan for education.

33. In Nepal, Finland and other international agencies have begun participating in a SWAp, while simultaneously continuing direct technical support to selected ministry activities. The agencies have yet to reach a common agreement on how to balance SWAp support and direct support. This lack of agreement has hampered Finland's direct support to the Curriculum Development Centre (CDC), which manages all its funds, with no perks available directly from Finland. This approach encourages ownership of decisions and activities by the ministry, but has strained the relationship between Finnish technical assistants and the CDC because other donors are not doing the same. CDC staff see that other units receive benefits directly from their external partners in the form of computers, study tours and other advantages.

34. Both the *Joint Evaluation's* Zambia case study and that done for this evaluation confirm some of the negative aspects of SWAp, such as the reduction of resources for innovation. Bilateral and NGO projects tend to be the only sources of pilot projects and innovation, particularly at the school and community level. It is useful to consider one of the six "key evaluation conclusions" of the *Joint Evaluation*.

"The movement to supporting basic education through SWAps and other forms of program support needs to be accompanied by an understanding of the positive role of project assistance, especially in supporting innovations and in providing targeted support to marginalized groups. There is considerable evidence that project forms of support can be more effectively integrated into program approaches with the consequent effect of strengthening the positive aspects of both modalities."

35. Recommendations. Our work in two SWAp countries confirms this conclusion of the *Joint Evaluation*. We recommend, therefore, that Finland strengthen its participation in SWAp agreements, all the while having project activities that (i) correspond to its capacities to deliver, (ii) are relatively innovative (even experimental) within the host country, and of course (iii) are driven by that country's strategies, needs and policies as expressed in the SWAp context. In order to bring these three conditions together, it may be useful to organize more intense consultations between Finland and its partner countries so that the latter have a better idea of Finland's comparative advantages in areas that would be innovative for that country.

36. Also, as Finland becomes more involved in SWAp arrangements, it should aim at being among those external funders that take the risk of trusting their partner governments (such as the "Case 1" partners in Zambia and the partners in Nepal) while, at the same time, ensuring sufficient capacities for management and transparency.

Assets, liabilities and comparative advantages

37. In terms of its financial weight, Finland's development cooperation is small (see Table 2). This is neither an asset nor a liability; it just has to be factored into the discussion of Finland's comparative advantages as a cooperation partner. Yet, when it comes to national experience, know-how and attitudes, our readings, interviews and case studies suggest several areas where Finland has real comparative advantages, which are not given all the attention they deserve.

38. The performance of Finland's education system is one significant comparative advantage. This is attested to by the results of an international comparative learning assessment study ("PISA") of fifteen year-olds (OECD 2001a), in which Finland scored highest of all European countries in all three areas of reading, math and sciences. This is all the more impressive since Finland is generally regarded as a relative newcomer to the ranks of the highly developed countries, and education has played a central role in this. This suggests that Finland has know-how when it comes to developing an education system capable of providing learning outcomes of the highest quality – know-how that may be useful to its development partners. True, much of the success of Finland's education system is specific to Finnish society and culture. However, there are lessons of process and policy that are worthwhile exploring with development partners, especially in terms of providing equitable services to both rural and urban areas.¹⁶

39. This said, we recognize that pedagogical inputs constitute the largest part of MFA projects (see Table 3). These inputs take the form of teacher education, curriculum, educational materials, inclusive/special education and assessment/evaluation. This suggests that Finnish cooperation in education is, indeed, leading from the educational strengths of the country.

40. Inclusive education may be the best example of this, given that it is such an integral part of the Finnish education system and that it is rarely a component of agency supported education projects. One case of this is in Bosnia-Herzegovina (BiH) where the civil war was characterized by the usual horrors of war plus systematic attempts of exclusion of individuals from communities ("ethnic cleansing"). The inclusive education part of the Finnish project responded precisely to the country's need to bring communities together and open schools to all children. As a result of Finland's support, inclusive education is very much on BiH's education reform agenda. In contrast, in South Africa, the inclusive education component was much appreciated by those working in it, but its limited scope (it covers 21 schools) means that it could remain something of a permanent pilot, appreciated by those who know it but without a much larger audience. However, even though this component is thin on-the-ground, it assumes a greater significance in the context of the wider national program driven by the Directorate of Inclusive Education with the participation of other donors.

41. A second area where Finland has received international recognition for excellence is its low level of corruption. Transparency International gives Finland its best worldwide rating. MFA has even published a booklet entitled *Preventing Corruption: A Handbook of Anti-Corruption*

¹⁶ Some clues may be found in Välijärvi et al. (2000), such as: inclusive/special education; an extensive network of public libraries; equal opportunities to learn throughout the country; highly educated teachers who are well trained in pedagogy and "enjoy substantial autonomy in organizing their work within the limits of the national core curriculum" and hold "extremely high expectations of the reading skills of their students"; and small class size. To this, might be added Finland's well-developed learning assessment system.

Techniques for Use in International Development Cooperation (2003). Although anti-corruption activities do not appear in any of the education projects we have looked at, they are related to goals such as good governance and management objectives, which are important educational issues.¹⁷ Finland has yet to make effective use of this comparative advantage in its education sector support.

42. Finally, an even more unexpected comparative advantage may well be the “Finnish modesty” that a number of our interviewees (both Finns and partner country people) brought up – almost always in a positive light. The evaluation team began to give serious thought to this after the third or fourth time it was mentioned. We highlight this in a context where criticism is often leveled against representatives of development agencies for their arrogance – a behavior and a state of mind that may well flow from the inherent inequities of the “aid relationship”.¹⁸ The evaluation team often heard comments from country partners about the relative flexibility, adaptability and understanding nature of many of their Finnish partners and, often, contrasted this with behavior of people from other partner agencies.

43. *Modesty; arrogance; and aid relationship* – three terms that, indeed, belong in the same paragraph. The first two terms concern attitudes and ensuing behavior. When they are coupled with the aid relationship we need to think in terms of the ethics of this relationship. In both institutional and human terms, it is complex: we want to see ourselves as “partners”, but the nature of exchange (of knowledge, of resources) between the partners may be seen by some as inherently unequal. We need, therefore, to reflect upon how we define partnership in this aid relationship, how successful partnerships develop and, even, the mechanics of partnerships (Sack 1999). In this, more analytical, framework we then need to think of how modesty and arrogance play themselves out in the aid relationship in terms of the quality of both the processes of the relationship and the outcomes. If we assume, for example, that in the relationship, “modesty” is the antithesis of “arrogance” we can begin to reflect on how each one of these two attitudes, with their respective behavioral correlates, influences the processes and outcomes of development assistance. Indeed, we are tempted to posit that modesty of external actors may be an ethical imperative within the aid relationship.

44. In terms of the processes of the aid relationship, this evaluation has noted the extent to which Finnish modesty is appreciated in its partner countries. As noted, this was often mentioned in contrast with experiences with other agencies. In terms of outcomes, our discussion of ownership suggests that the high level of national ownership of Finnish projects may be related to the relative modesty of the agents of Finnish cooperation.

45. Recommendations. MFA should treat the PISA and Transparency International (TI) findings as assets in its work with both partner countries and peer agencies. Both come from independent, objective and internationally recognized sources. Both address urgent issues in education development cooperation, but neither provides transposable answers. Without

¹⁷ The International Institute for Educational Planning (IIEP) has a program on issues related to ethics and corruption in education (see <http://www.unesco.org/iiep/eng/focus/etico/etico1.html>). See Chau (1999) for a most revealing study on corruption in education in one country. Also, see the MFA (2003) handbook on preventing corruption in development cooperation.

¹⁸ See Moore et al. (1996), Sack (1999), and Takala & Marope (2003) for discussions of the nature and consequences of partnerships in the “aid relationship” and the role of individual behavior plays in this.

relinquishing its modesty – also an asset – MFA could use these PISA and TI findings to become more assertive, especially (and at first) within fora of peer agencies.¹⁹ The regular meetings of the Nordic agencies could be a starting point.²⁰

46. The PISA and TI findings could serve as a basis for the organization of systematic explorations and reflections on the pedagogical and management processes that are central to the goals and objectives of the international development community. Working in the spirit of Saasa et al. (2003), although including both peer agencies and partner countries, MFA could develop an agenda on these issues that would lead to multi-partner explorations and consultations. In addition to providing potentially useful contributions to the pedagogical and management issues addressed by these two internationally recognized studies, putting the MFA spotlight on them could generate a larger Finnish “voice” in the concert of the development cooperation community. This “voice” would be based on proven experience; not on more abstract analyses, their underlying assumptions and their sometimes-contested methodologies.

47. It would be useful to target components and activities that help to improve (i) the quality of basic education, and (ii) management processes in education, especially when dealing with the more costly elements such as textbook procurement and teacher career management. These are two areas of utmost importance to educational development in Finland’s partner countries and areas where the PISA and TI results, respectively, confer legitimacy upon any “voice” Finland may exercise here.

48. For example, the paper by Välijärvi et al. (2002) on why Finland’s did so well in the PISA tests could be a starting point for following up on the PISA results, with a view to seeing if and how the Finnish experience can be of use to its development partners. First it would be necessary to take a close, systematic look at relationships between Finland’s education system and the PISA results and to separate out those variables that are not indigenous to Finland, such as its homogeneous population and its culture that is so respectful of education. This could be done by further developing that paper, with a researcher from the South as part of the team. This could provide the basis for explorations by educational professionals from Finland and partner countries, along with some from peer agencies and other countries.

49. Then, there is the question of how to do this and in what context. This recommendation is exploratory in nature. Also, to be effective it would entail federating in this effort both Finland’s peer agencies and development partner countries. For these reasons, it would be best that these explorations take place in the context of existing networks, such as ADEA and/or the Nordic group concerned with development cooperation in education. The anticipated visit of IIEP trainees in Spring 2004 could provide an opportunity to test the usefulness of such studies. Work on the corruption/management issues could also be conducted with IIEP, which is also ADEA’s host institution.

¹⁹ For example, in 2003 there are two major exercises on the quality of education. It is the theme for ADEA’s 2003 Biennial meeting, as well as the special topic of the EFA 2003 monitoring report produced by UNESCO. The PISA findings speak directly to issues of quality.

²⁰ For example, the substantive work that provided the theme for ADEA’s 1999 Biennial Meeting (“What’s New, What Works in Education: Africa Speaks!”) was based on a suggestion articulated in the December 1997 meeting of the Nordic-Dutch education advisors.

Does MFA need a policy statement for education?

50. This was one of the very few clear-cut questions to a straightforward issue asked of our respondents. It was posed to 43 of the persons interviewed, of whom 33 work for cooperation agencies (multilateral and bilateral) and 10 for partner governments. The question was asked only to people who might have an informed opinion on the subject. The small number of respondents from the partner governments is due to the limited number of respondents with an understanding of the workings of development agencies and their interactions with partner governments. In practice, this meant respondents with direct and frequent contact with several development cooperation agencies. Table 5 shows the distribution of responses.

Table 5. Opinions regarding need for an MFA policy statement for education

Respondents' institutional affiliation	<i>For</i> a policy statement	<i>Against</i> a policy statement	<i>Totals</i>
Agency	21	12	33
Partner governments	3	9	12
<i>Totals</i>	24	21	45

51. The results are most interesting. In general, agency people prefer a policy statement and, by a much wider margin (of three to one), interviewees from the partner governments saw no need for one. Their arguments went as follows:

Arguments in favor:

- Useful for defining objectives, priorities, intentions, instruments and “the line under which we don’t go”.
- Useful for long-term strategy, coordination with national and international partners, and guidance for staff.
- It clarifies values and interests.
- Would be useful for embassies, which are increasingly autonomous and need guidance on education issues.
- It would help in order to know how to negotiate with Finland.
- Our agency has one, Finland should.
- Useful for public information, to improve and clarify Finland’s image.
- Good for donor coordination.
- When both sides have a policy you know what to expect; it’s easier to come to mutual satisfaction.

Arguments against:

- Governments have it, which should suffice.
- Absence of a policy is an asset.
- MFA has not suffered from lack of one.
- Guidance is sufficient; did not even know there wasn’t a statement.
- Not having one allows for more flexibility and better responsiveness to country priorities.
- A statement could introduce rigidities and hinder doing useful things.
- Proliferation of agency sector statements/ strategies is not helpful if country is in driver’s seat.
- They are never read, in any case.

52. Not surprisingly, country considerations dominate the arguments against a policy statement and agency considerations dominate the arguments in favor. The strongest and most consistent argument against a policy statement focuses on the notion that policies are for the partner (recipient) countries and that explicit agency policies can only introduce rigidities and hinder a relationship characterized by country ownership of policies and programs. On the other hand, arguments in favor of a policy document tend to focus on its utility for MFA – utility in terms of internal information, staff training and knowledge and public relations.

53. The issue, therefore, is how to reconcile these two positions. Communication that makes explicit and publicly available an organization's policies, priorities, and practices can promote transparency and improved accountability. It can also help all partners identify the comparative advantages, intentions, and constraints on the organization's potential for development cooperation. A policy statement can be an effective and efficient means for accomplishing this. A policy statement that is either too vague or too restrictive, however, could have the perverse effect of undermining MFA's policy of ensuring that its partner countries are, indeed, in the driver's seat of the vehicle over which they have full ownership.²¹

54. One of the most interesting and potentially useful comments comes from a senior official of a partner country who suggests that there should be a policy statement within the broader framework of the Millennium Development and Education for All goals. The purpose of such a statement should be (i) to commit all the external partners to those wider goals; and (ii) to commit each external partner to the long-term goals and commitments agreed upon by the international community. This could mitigate the sudden shifts in development cooperation that very often compromise project/program plans agreed upon with an external partner.²²

55. Recommendations. The utility of an MFA education sector policy document is unclear, especially when viewed from the perspective of the partner countries. There are good reasons to clarify the MFA's education policies and programs for internal staff, but other means could be found to ensure that all staff (in Helsinki and in the embassies) are fully aware of Finland's practices in, and assets for, education development cooperation. This could take the form of an internal paper designed for staff training, as well as other mean of internal communication (e.g., printed or electronic newsletters on ongoing activities).

56. As for the desire expressed by other development cooperation agencies (some, not all) for better knowledge of MFA's activities and policies, lack of a sector policy document could be seen as a statement by MFA that it understands that its partner countries are fully in the driver's seat. If one must be done, then, its message should be that Finland gives highest priority to the policies and goals of its partner countries, supports the Education for All goals, supports

²¹ It is useful to think about unintended, perverse effects. For example, an internal World Bank study of the education sector analysis studies done by its staff in 1990–91 showed that, for lack of due consideration to dedicated information gathering and country-level analysis, there was an inordinate tendency for weaker education sector studies to rely on the recommendations of the Bank's generic sector and policy analyses (Thomas and Carnoy 1992). This makes bureaucratic sense, as the recommendations in those generic analyses have official sanction, and transposing their positions and conclusions a country-specific exercise provides bureaucratic cover and probably saves time. There is a certain attraction to the "one size fits all" approach.

²² One senior education ministry official in a partner country pointed out that his position somewhat in favor of a policy statement was triggered by a sudden and drastic cut in development assistance from one of his country's major external partners because of pressures upon it to contribute to the reconstruction in Iraq.

international alliances, including regional organizations and UN agencies and, where appropriate, endeavors to participate in SWAps. Such a document could include a table of Finland's development cooperation countries and components, such as Table 3 above.

57. It would also be useful to explore elaboration of a multi-agency policy statement that commits the signatories to the EFA and MDG objectives with consistency of funding and policy orientations, along with clear recognition of the imperatives of host country ownership. Although not perfectly analogous, the "Code of Conduct For Education Sector Funding Agencies" drafted by the EU's Horizon 2000 initiative of education experts could provide a starting point.

Relevance, impact and sustainability

58. A synthesis study of eight country program evaluations done for MFA concludes that whereas "individual *project* objectives have been achieved in many cases...[there is] no solid evidence...to suggest that, overall, Finnish cooperation *programmes* have been successful" (Telford, 2002: p. 6). At one level, this is the case for many aspects of the education projects we have examined, especially those project components that have operated as pilots. However, at a deeper level, such summary judgements are not appropriate for the education sector whose production function is characterized more by continuous processes than by discrete inputs that have well-understood, quantifiable impacts on universally valued outcomes. Another factor to take into account is that development cooperation is seen by many (especially people in the partner countries), as a "space" for innovation and the piloting of new approaches. This is particularly appropriate for Finnish cooperation given its relatively small size. Indeed, many see the potential for innovation and experimentation as a reason for maintaining some modicum of the project approach, even as the larger trend is towards SWAps.²³

Relevance

59. We take relevance to mean the applicability and utility of the intervention (project, component, activity) to current issues and concerns of the education sector. Generally, relevance is seen with respect to a country's expressed "needs". Given this, all the project components reviewed appeared relevant. The more interesting – and difficult – question, of course, lies in degrees of relevancy. In general, we found the interventions in the five case-study countries to be very relevant.

60. In Bosnia and Herzegovina Finland's project assistance in inclusive education has been clearly and directly relevant to the country's need for easing tension among hostile cultural groups and re-establishing multi-cultural schools and communities. It has also responded to the need to help schools and teachers respond to children traumatized by the war, and it has helped the ministry improve teacher education. Teacher education has been a high priority of government, which persisted in including this in its negotiations with Finland.

²³ This comes across quite clearly in our interviews and, importantly, in the Joint Evaluation of External Support to Basic Education in Developing Countries (*Association of Universities and Colleges of Canada 2003*). Also, see Moulton et al. (2002).

61. In Nepal, Finland's participation in the SWAp responds to the country's need to take the lead in implementing reform programs, increasing access to primary school and improving the quality of primary education overall. Finland's support of the Curriculum Development Center also responded to an expressed need of the ministry, though Finland, a latecomer to the SWAp, relied on other international agencies for guidance in targeting a component. Continuous assessment and curriculum development were items on a long list of needs, which, in the meantime, with support from Finland, are being better prioritized and may point the way to Finnish support to other components.

62. In South Africa, the three components of the project are seen as providing a strategy for leveraging implementation processes in the education sector designed to redress the imbalances and backlogs imposed by the apartheid legacy. By addressing specific critical issues, the project activities will eventually speed up education policy implementation.

63. In Mozambique, the projects respond to a critical national need and priority: the restoration of the educational infrastructure destroyed during the civil war and the formation of agricultural cadres for agricultural development, central to Mozambique's economic growth.

64. In Zambia, Finland's aid also responds to the Zambian Government's concerns with rehabilitating the education infrastructure, particularly through innovative strategies such as community participation. Its support to HIV/AIDS, which is now an integral part of the Sector Strategic Plan, also responds to a major national need identified by the Zambian Government.

65. Without direct observation, we have less evidence that the project components in the non-case-study countries were also relevant. Our discussions with MFA desk officers and others indicate that relevance is indeed characteristic of most if not all projects. Table 3 shows that substantial variation among countries, indicating that components are tailored to country needs.

66. In addition to the usual view of relevance of a project component and/or approach to the partner country, it might be useful to look at relevance in the context of the aid relationship. This means looking at the fit between the partner country's absorptive capacity (i.e., capacity to transform the inputs into actions that have local value and meaning) and the delivery capacities of the funding agency (Finland, in this case). From this perspective, in most cases, MFA's project activities appear to be good fit between the absorptive and delivery capacities. For example, in the areas of pedagogy Finland is leading from its strengths – i.e., this is an area of relevance to Finland. Inclusive/special education may be the best example of this since it is mainstreamed in Finnish education and relatively rare in the developing countries.²⁴ Inclusive education was present in all but one of our case studies. Given a lack of familiarity (in practice and policy) with inclusive education in a number of countries, this component has tended to be introduced on a pilot basis. The projects in Latin America that have bilingual education components constitute another example. This is an area where Finland has long historical experience that is reflected in its curriculum, teacher training and classroom practices. Projects in these two areas (inclusive and bilingual) are particularly appropriate for Finland and relevant to its aid relationships.

²⁴ *This may be one of the factors that contribute to Finland's PISA scores. We gather that around 15% of Finnish students qualify for "inclusive" or special education. If so, Finland's refusal to leave them behind may well contribute to the overall high scores for Finland (see Välijärvi et al. 2002, p. 41).*

67. Recommendations. Relevance should be seen in relational terms – i.e., in terms of the fit between what Finland can provide and the needs of its partner countries. This takes on added significance if Finland were to have agreements that are a mix of SWAp and projects, especially when the latter are designed for innovation. When this is the case, the project elements should be those that, of course, are relevant to the host country's needs (as determined by observation, analysis, consultation, and negotiation) *and* Finland's know-how and delivery capacities. The MFA should continue to assess needs and target specific components for project assistance that are genuinely high priority.

Impact and sustainability

68. Reduction of poverty is an overriding goal of Finnish development cooperation, and a goal in four of the five case study countries. Have the education projects had an impact on reducing poverty in these countries? This is not easy question to tackle, let alone to answer, because the causes of and cures for poverty are still not incontrovertibly understood. Given that the Millennium Development Goals (MDGs) are designed to reduce poverty and that the goal of universal primary education is second in the list of eight, just after the eradication of extreme hunger and poverty, we could conclude that Finland's work in basic education is a contribution to poverty reduction. It is far too soon, however, to know if the development theory underlying the MDGs is sound.

69. Impact on poverty reduction can be understood at several levels. At the individual level, we have little evidence concerning those who have benefited directly from Finnish financed programs and projects. On the collective level, within the countries themselves, there is no direct evidence for impact. Collecting hard evidence would be methodologically difficult and well beyond the scope of this exercise. Targeting the poorest is one means for ensuring impact. Has this been done in the education projects? Aside from students concerned with inclusive/special education (who may be the poorest; we don't know) and the Atlantic Coast regions in Nicaragua, the projects do not seem to be particularly targeted at the poorest. Rather, it is on the international level where the targeting is most apparent, as all of Finland's long-term partner countries are among the least developed. Additionally, basic education projects and programs are highly likely to reach poorer children, since in most low-income countries, families who can afford it tend to send their children to private schools, which only marginally benefit from public—and therefore development cooperation—funding.

70. A pilot activity that is likely to remain a pilot (e.g., inclusive education in 21 schools in two South African provinces) is just as relevant as a project component whose methods and approaches are moving into the mainstream (e.g., ICT in South Africa and school construction and maintenance in Zambia). However, we define the latter as having greater impact and sustainability than the former. We see, then, that these terms – relevance, impact and sustainability – tend to take on different meanings depending on one's perspective. Methodologically, we need to decide if we conceive of impact in terms of the individuals directly affected by the activity (e.g., graduates of the agricultural training center in Mozambique who are working as rural extension workers but are not being fully utilized), or in more systemic terms (e.g., research in Mozambique on learning assessment that is the beginning of a national process of benchmarking for learning, and the school construction and preventive maintenance program in Zambia which was appreciated in the communities and mainstreamed into government policies)? We will focus on the latter.

71. Sustainability is usually seen in financing terms (i.e., will the activity/project continue under local financing after the international agencies leave). Present theory is that this is more likely to happen within a SWAp, and Finland is supporting this approach. Another indication of sustainability is how the activity/project fared in the processes of the country's educational policy formulation. Given the nature of the countries that are Finland's long-term development partners – they are the least developed and most likely to require sustained relationships with its external funders – we think it more reasonable to view sustainability more in terms of policies and practices than in terms of financial self-sufficiency.

72. In any case, part of the answer to the impact and sustainability questions lies in how they are seen at the project's inception. This implies (i) that project expectations – goals and objectives – be spelled out in the initial project document, and (ii) that these expectations be translated into monitoring indicators (which is the case in a number of project documents).

73. In Bosnia-Herzegovina, the government, with continuing support from Finland, intends to expand the successful small-scale professional development program in inclusive education. If this happens, we would expect the cumulative impact of the two projects, including the master's degree training in the first project and a management component in the second, to have a notable impact on the education system. If the second project does not take place, the impact of the first project may be lost, except in those small number of schools that have already participated. Even though the project has affected recent policy documents by introducing the concept of inclusive education, the theory and practices transmitted by the project have not yet reached enough schools and canton-level administrators to become mainstream practices.

74. Another factor affecting the sustainability of projects is whether a small group of educators can “cascade” their newly acquired knowledge throughout the sector. In Bosnia- Herzegovina, those interviewed think it is likely that the 14 master's degree candidates in inclusive education are well positioned to have a sustainable impact on their respective institutions, which, in turn, will support the impact and sustainability of the professional development component of the program.

75. Sustainability is also a function of how well the project impacted a key function of the system. Finland's experience here is mixed. Research in Mozambique on learning assessment appears to be the beginning of a national process of benchmarking learning outcomes. While members of the Curriculum Development Center in Nepal were taught good practices in continuous education and participatory curriculum reform, the technical assistants do not think it likely that these practices will be sustained. Staff turnover in the center is too high, the staff has no incentives for improving the quality of their practices, and the practices were not well integrated with improvements in instruction, which will probably undermine visible results.

76. We see, therefore, that the concepts of impact and sustainability are, themselves, variable and need to be seen within the evolving context of the “aid relationship”. Our preference is to see them in systemic and longer-range policy terms. The case studies outline the impact of the projects on their immediate beneficiaries (e.g., students and communities). Table 6 presents an overview of our sense of the impact/sustainability of components of the projects in our five case-study countries.

77. Ideally, assessment of impact and sustainability would be a straightforward affair: agreed indicators and their assiduous monitoring would provide the data. Each of the projects we reviewed in the case studies benefited from at least one (generally mid-term) supervision mission, which made preliminary assessments of impact. Yet, though many project documents included indicators, we found little systematic monitoring of data within the framework of those indicators. This is not unusual in the education sector, in which objectives are not easy to quantify and

effects are difficult to attribute to specific interventions (Cohen et al., 2003). Impact and sustainability are best detected in broad evaluations such as this one, in which cumulative developments and complex interactions are considered.

Table 6. Impact/sustainability of project components in five case-study countries

Country & project component	Impact/sustainability? with comments
<u>Bosnia-Herzegovina</u>	
• Teacher professional development	<i>Probably good.</i> The initial 14 graduates and the example set are likely to have a cascading impact on teachers throughout the system.
• Inclusive/special education	<i>Probably good.</i> This is becoming part of government policy and the experience of project participants within their own schools was positive and likely to last.
<u>Mozambique</u>	
• Agricultural training	<i>Low.</i> Graduates are at work and enhancing productivity in agriculture (although there is no hard data). However, initial concept was that graduates would work for big state enterprises that have been privatized and new owners do not employ graduates. Curriculum prepares for white-collar jobs which are not available. Resources are not available for operations of the training institute.
• Learning assessment	<i>Probably good.</i> This can have long lasting impact on the quality of education through feedback for improved curricula and teacher training.
<u>Nepal</u>	
	<i>Medium.</i> International agencies, including Finland, are supporting a weak government faced by overwhelming urgencies. The basic education program support by the agencies appears sustainable in the long term, but only if international agencies persist patiently for years until conditions improve; some think that primary education could survive now without further external assistance, which would not have been the case a few years ago. Technical assistance to the Curriculum Development Center (CDC) is not likely to result in sustained improvements in how the Center functions.
<u>South Africa</u>	
• Inclusive education	<i>Good.</i> It is part of government policy and it is being implemented at national level in all provinces
• ICT	<i>Good.</i> It offers examples of good practice (e.g. materials development for teachers) for the national ICT implementation strategy. It is part of government policy which is being implemented at national level in all provinces
• Higher education	<i>Low.</i> Lack of clarity in national policy delayed implementation; impact may become visible in the longer run.
<u>Zambia</u>	
• School construction & maintenance	<i>Good.</i> Communities developed skills; the preventive maintenance manual will help them to maintain the schools and this approach was adopted for all BESSIP infrastructure work.
• Special Education	<i>Good.</i> The training offered to the teachers of Special Education at the Zambia Institute of Special Education, the University of Zambia, and School of Education Assessment Center will contribute greatly to the whole country

78. **Recommendations.** The pilot and relatively innovative nature of many of the project components imply a broad view of impact and sustainability. Relevance should be judged in relational terms, as a fit between absorptive and delivery capacities, and in terms of the overall “aid relationship” – i.e., relevant to the host countries needs and absorptive capacities, and to Finland’s comparative advantages and capacities to deliver. Finland should continue to use the procedures it has adopted to assess needs and target specific components for project assistance inclusive/special education is an example.

Ownership

79. The importance of governments having ownership of their education programs cannot be understated; it is one area where continual attention is needed. Even though “ownership” has been on the agenda of the development community for at least a decade,²⁵ we find the following in the recent UNESCO EFA Monitoring Report (Colclough et al. 2002; p. 191):

“The danger is that national governments may agree to reform proposals in financing documents that are acceptable to the agencies, even if the technical or the political capacity to implement them is absent. Typical reforms – for example, relative decline in teachers’ salaries, increases in class-size, introduction of double-shift teaching, etc. – may be underpinned by a very strong logical case, yet may prove impossible to implement because of the power of particular interest groups. It will be critically important to take the planning process well beyond the level of a costing exercise, if the size of past gaps between plans and implementation patterns are not to recur.”

80. The issue for international agencies, including Finland, is to support programs that have high priority within the ministry of education as well as support of the international community. By and large, we find that host governments feel that their ownership of Finnish projects has improved significantly over the past ten years. For example, in Zambia, the first two projects were planned without much national participation, but this changed significantly with the third project.

²⁵ One of the earliest institutional analyses of the importance of “ownership” was done within the World Bank in 1992 (Wappenhans et al., 1992). Willi Wappenhans was a vice-president of the World Bank. In an interview conducted on 8 August 1993 for the World Bank’s Oral History Program, he states, “There is a declining trend in project performance, highly concentrated in IDA countries, and the Bank is contributing to it because of the presence of an approval culture. To remain the leading and preminent institution that it is, it needs to reverse, and it can reverse to its earlier emphasis on performance. It should not resort to more bureaucracy, to a further invitation to promote compliance. It should not invite its staff, including its managers, to protect their rear. Such an emphasis would further foster risk aversion, not only of staff but also of managers. If not contained, it could retard development.” (See: <http://web.worldbank.org/WBSITE/EXTERNAL/EXTABOUTUS/EXTARCHIVES/0,,pagePK:34991-theSitePK:29506-contentMDK:20042044,00.html>.)

Table 7. Ownership in the case study countries

Country	Indicators of ownership
Bosnia-Herzegovina	<ul style="list-style-type: none"> • Key participants stated emphatically that they had ownership of the project. • Project components have been incorporated into recent policy documents.
Mozambique	<ul style="list-style-type: none"> • When there was a choice between external consultants and nationals to develop a strategic plan, Finland supported the national solution. This enhances ownership of a broad, multi-donor. • Nothing defined by project team without ministry involvement. • Finland was one of the pioneers in promoting national ownership. They are trying to use the Finnish approach with other agencies.
Nepal	<ul style="list-style-type: none"> • Finnish coordinators and embassy staff have helped to strengthen the foreign aid coordination section of the ministry, which is seen as an important move toward ministry ownership.
South Africa	<ul style="list-style-type: none"> • Project goals in line with the nine priorities identified by the Minister of Education in 1999 (Tirisano) and the national education policy. • Project activities managed in partnership with the national and provincial departments of education. • Institutional capacity enhanced at national and local levels. • Flexibility in the appointment of Finnish and non-Finnish technical assistants for the project.
Zambia	<ul style="list-style-type: none"> • Finland shifted from total control in first project to full Zambian ownership under the third as funds were put into one common account under the SWAp program. • In the school infrastructure component, ownership is enhanced through community participation (provision of labor, sand, bricks and stones). This reinforces people's sense that the project belongs to the community. • Technical Assistance in the third project defined their role as being exclusively Zambian; at no time did they represent Finland. This greatly enhanced ownership. • Flexibility in the appointment of Finnish and non-Finnish technical assistance.

81. The participation of partner country representatives in the tender processes (in Helsinki) that led to selection of consultants for the projects is highly appreciated. Interviewees in several countries saw this as a strong MFA statement for the promotion of ownership – an area where actions speak louder than words. On the other hand, some (but not all) government people interviewed pointed out that they had little information on project finances and how they were managed.

82. There is a strong sense among a number of the government people interviewed that, among their external partners, Finland is one of most respectful of the imperative of country ownership. This may not have always been the case, but it clearly is now. At times, this was mentioned along with Finnish modesty. Compared to other agencies, Finland gets very good marks. All the more reason to think of modesty as an ethical imperative when playing an agency role on the stage of the aid relationship.

83. **Recommendations.** As it practices education development cooperation (especially now; not necessarily 5–10 years ago), Finland earns genuine appreciation from its country partners for its respect of their ownership of policies, programs and projects. Policies and behaviors that respect country ownership are practices that Finland might advocate more forcefully within the concert of development cooperation institutions. The periodic country meetings that accompany SWAp arrangements are opportunities for Finland to express its views of the operational meanings of ownership and partnership. This, of course, implies that Finland's presence at these meetings be in the person of a professional educationalist with experience in the country.

Management and coordination

84. Management and coordination are largely about MFA's capacities to "deliver the goods" in the service of its goals and objectives, with particular concern for ownership. In other words, are MFA's capacities for, and practices in, management and coordination in line with its stated values and expectations? This section will look at current and recent practice. The following section – which is also about management, but from a more dynamic, evolutionary perspective – will focus on MFA's demonstrated capacities for change.

85. Table 8 provides a synthesis of management and coordination issues as seen from the vantage points of the case study countries. The case studies yield two major observations. First, Finland's participation in and contributions to coordinating efforts amongst external agencies have, in recent years, required much more time and effort from MFA officials. This is largely due to the growing adoption of SWAps in the countries served by Finland. SWAps require almost continuous engagement of agency representatives in planning and review meetings. Finland, with only one education officer, has suffered for lack of available MFA education professionals to attend regular meetings held by agency education staff, often with country officials. This was noted (with regret) by several agency officials. When Finland does participate, its contribution is appreciated; in Zambia, for example, it made a difference in the policy contours of the SWAp. In Nepal, the semi-annual visits from the MFA are highly valued, and the education community looks forward to Finland's placement of a full-time education officer in the embassy

86. The second observation is that there have been few, if any, significant project management problems that have not been resolved. In many cases, especially for the more recent projects, MFA's flexibility was mentioned with appreciation. For example, in some countries, a consultancy firm that worked on one phase of a project and, thereby, had gained significant local knowledge and experience, was not renewed in the subsequent phase. This lack of continuity entailed some disruption in project management as the new firm invested time and money in learning the situation and getting up to speed. This is no longer the case, as consultancy firms with satisfactory performance in a given country are now allowed – even encouraged – to bid for successor contracts under subsequent project phases.

Table 8. Management and coordination issues in the five case study countries

Country	Management and coordination
Bosnia-Herzegovina	<ul style="list-style-type: none"> • Project designed in view of hostilities among political/cultural groups and of the need to promote coordination and cooperation among them. This is most appropriate. For this, various coordinating bodies were created on which representatives of these groups would work together. • BiH is just beginning to actively coordinate the international community in education. If Finland is to actively participate, it may need a presence beyond project staff. • No significant project management problems that have not been resolved.
Mozambique	<ul style="list-style-type: none"> • Government weakness increased importance of agency coordination; Finland participated in this. • Other agencies are unaware of the directions of Finland's assistance; they have impression of fragmented projects; this could be related to lack of readily available, dedicated MFA education professional. • Harmonization of procedures is desirable, but not yet the case. • First consultancy firm was highly satisfactory, but was replaced in second project phase; the new firm acted as though all was starting anew, but it was actually continuing. This cost time. • Parallel structures established by donors outside of ministry for project management were dismantled and replaced with ministry administrative structures. This has resulted in strategies towards the development of institutional capacity at national and provincial levels.
Nepal	<ul style="list-style-type: none"> • Broad satisfaction with MFA consultants when it was Finland's turn to manage coordination of external funding group. • The ministry managed Finnish funds as part of its "basket" and did so competently. • Project assistance to the CDC has been well managed by the consultancy team, but not by the CDC itself.
South Africa	<ul style="list-style-type: none"> • An elaborate management system integrated into the national, provincial and local government management structures was deployed, including the necessary institutional capacity building strategies. • Project officials received training for deployment of a log-frame and elaboration of objectives, targets, activities and performance indicators. However, these tools were underused. • There are mechanisms of accountability and reporting at each level of management. Concerns have been raised about the transparency of the financial management by the consulting firm.
Zambia	<ul style="list-style-type: none"> • Coordination improved over the 3 projects; first two were poorly coordinated with others; coordination is excellent in current project. Movement toward a SWAp facilitated this. • Other agencies appreciate work of Finland; e.g., in HIV/AIDS, and the role of its technical assistance team which defined itself in purely Zambian terms (i.e., figuratively and literally, always sitting on the Zambian side of the table). • Lack of readily available MFA education specialist hampers its contributions to agency coordination. • Management of current project is satisfactory; better than that of previous projects.

87. We, like others, are struck by the fact that the MFA has only one education professional. True, he is universally appreciated, but he can't be all places at once (not even two), and he cannot provide sufficient focus and expert advice on all aspects (substantive and geographical) of Finland's growing education development cooperation, especially with the increasing trend toward SWAps. This has been mitigated through the use of consultants, some of whom seem to form a pool that is frequently used and provide professional depth and some continuity. Yet, the scarcity of professional educationalists in MFA severely limits the extent to which its voice can be heard, both internationally and within its partner countries.

88. MFA's education programs appear to have "survived" this scarcity, but at the cost of minimal presence in the concert of the education development community and of overworking the one staff person. Relying on only one manager would become untenable if MFA were to follow our recommendation that it exercise greater "voice" based on the recognized excellence of Finnish experiences.

89. Recommendations. MFA needs to strengthen its professional capacities in education, especially if it is to assert greater voice on the basis of internationally recognized Finnish capacities for delivering quality education and managerial excellence. Four options come to mind to achieve this:

- (a) Continue as is, but with reinforced frame agreements with universities and competent NGOs, along with sustained relationships with selected consultants.
- (b) Place more professional educationalists within MFA, perhaps in the country departments, working with the desk officers.
- (c) Place professional educationalists in the embassies of countries with strong education programs (this may happen in Nepal). If this option is retained, it would be necessary to coordinate with other agencies with in-country resident missions that have professional educationalists on their staff. Care should be taken to strive for an inter-agency mix of professional/technical profiles, thereby avoiding imbalances between the technical/professional capacities of the agency community and those of the education ministry. For example, several agencies with Ph. D. economists on their staff could create an imbalance vis-à-vis an education ministry that has none and may feel overpowered by the advice from these agency economists.
- (d) Have regionally-based education advisors who cover several countries in their region. The regional advisor would benefit from the diverse professional contacts afforded him/her in more countries than one. This is the model used by the Netherlands and it appears to be effective. (It might not work in Nepal, however, because Finland has no other education program in the region.)

90. If, for whatever reason, it is not possible to increase professional capacities, Finland could join forces with other "like-minded" agencies in the form of a silent partnerships. Basically, this is a co-financing arrangement between two agencies, where the "silent" partner agency has an agreement with the "active" partner agency, which, in turn, has a project/program agreement with the partner country. All management work, including professional monitoring and follow-up, is done by the "active" partner agency. This would effectively reduce Finland's presence in the country in which it is a silent partner, but it would allow the MFA to keep its commitments to more countries without increasing its professional staff.

91. Clear role distinctions between project technical assistance and embassy staff should be maintained. As in Zambia and Nepal, the role of technical assistance should be limited to working with and for the government, and under the full authority of government procedures and regulations. Technical assistants should avoid representing MFA, be it in meetings with government or with other agencies.

MFA responsiveness and adaptability

92. Just as the world of development changes, so must the institutions of development cooperation. Changes in the development world are of two sorts. There are (i) those related to the nature of development – what it looks like,²⁶ how it happens²⁷ – and (ii) those concerned with how to promote it, especially in the context of complex development cooperation relations that, increasingly, seek to function as “partnerships”. Some of these changes are more sustainable than others (indeed, some have even been called fads). We leave mention of the broader issues for the footnotes. We are more concerned with the delivery issues that, themselves, have changed substantially since around 1990.²⁸

93. All indications from the case studies suggest that MFA has been flexible, responsive to country needs, and able to adapt to new situations. In some countries this happened most clearly at the time of transition from one project phase to the next. The Zambians, for example, found their Finnish partners to be on the rigid side during the first two projects. However, when it came to developing a successor project, they found MFA receptive to all ideas. Adaptive capacities are built into the third project. In Mozambique, Finland was part of the first group of external partners that responded positively to the new SWAp vision, demonstrating Finland’s support to that country’s priority areas. Mozambique also appreciated MFA’s flexibility in using technical assistance, which the Mozambicans were able to recruit from any country. Even with its scarce resources, Finland has cooperated in the move toward a SWAp in Nepal. Though there have been glitches, such as the several-month gap between projects in Bosnia-Herzegovina, these seem not to have distracted too much from the continuing efforts of the education community.

94. Finland’s responsiveness and adaptability seems to stem in part from its active participation in agency groups, in which professionals can share the views and concerns of their respective agencies and keep abreast of changes in theory and practice. This includes the ADEA Steering Committee as well as several of its working groups (e.g., female participation/FAWE, higher education/AAU). The MFA appears to be a constructive partner in these groups, as well as in partnerships based in the countries it serves.

95. Recommendations. MFA/education (in the broad sense, including NBE and its university partners such as the University of Tampere) should have sufficient resources to ensure its active participation in partnership networks, both in the countries it serves and on the

²⁶ For example, GDP per capita, or the more complex Human Development Index developed by UNDP?

²⁷ For example, the respective roles and contributions of education and human capital, trade, physical infrastructure, State policies, regulations and guidance versus the free market.

²⁸ “Ownership” came onto the development cooperation agenda around 1992; projects, long the preferred mode of delivery, are giving way to programs, which, themselves, are giving way to SWAps along with pooled/basket funding. Not only is it necessary to keep up with all these changes, but it is best not to suspend critical judgment while doing so.

international scene. This would include ADEA, Nordic groups, the EU, EFA, and so on. Inclusive education could be the focus of a network, given Finland's experiences in this area (at home and with its partner countries). Heightened participation in networks would: (i) allow MFA/education to assess trends and to commit itself wisely and with flexibility as conditions change; (ii) provide opportunities for professional development to staff of MFA and/or associated institutions (e.g., with which MFA has frame agreements); and (iii) contribute to increasing MFA's "voice" in the overall concert of education development cooperation.

About NGOs

96. A portion of MFA development cooperation funds is channeled through NGOs. In 2001, for example, support to NGOs amounted to about 24% of all support to education sector projects and programs. Although there were no large-scale NGO activities in the education sector in the case study countries,²⁹ we did meet with KEPA in Zambia and learned that many national NGOs have difficulty surviving once project support is over.

97. A recent review of Finnish NGO work in the education sector (Mundo Oy 2003) points out that in 2003 MFA funds 447 projects in 73 countries that are implemented by Finnish NGOs. There are 40 education projects in 23 countries, which account for over 11% of Finland's NGO funding. Some of the major points in this review are:

- There is broad heterogeneity of NGOs and their motives for development work.
- "Finnish NGOs do not use national or international education sector policies or poverty reduction strategies as guiding policies when planning their projects in developing countries."
- They tend to work with civil society, often having little-to-no contact with the education ministries of their host countries. Most projects were "bilateral" in that they were planned and operated by one Finnish NGO and its local partner.
- They tend to be relatively small projects, with 40% amounting to between €11,000–50,000 and 27.5% between €101,000–150,000. Building construction and adult non-formal education (mostly literacy) are the most common components of these projects.
- Coordination between the Finnish NGOs and other bilateral/multilateral agencies is minimum.
- Monitoring and impact assessments are rare.
- MFA uses different criteria for its funding of different NGO education projects.

98. In addition to the project work of NGOs, for which we have little systematic information concerning effectiveness or impact or sustainability,³⁰ it may be useful to think of them in terms of: (i) experimenting with new ideas and approaches; (ii) reaching the otherwise unreached; (iii) providing valuable experience for Finnish volunteers who, later, will have a well developed

²⁹ We learned about some activities that focus on adult education and education for girls. However, they were small in size and it was not practical to visit them.

³⁰ MFA (1997) did a synthesis of NGO evaluation studies. On the whole, this synthesis finds a paucity of information on impact. According to this study, it appears that NGOs are most successful when implementing social projects and delivering services.

understanding of the world of development; and (iv) externalities such as the work experience gained by paid staff and volunteers in NGOs that may be transferred to further professional development work, as well as better understandings of development issues in the larger population.³¹ Experience in other countries indicates that former NGO workers may choose careers in development and make significant contributions in the more formal organizations in which they work.

99. **Recommendations.** The recommendations formulated in the *Review of Finnish NGOs* (Mundo Oy 2003) all make sense. We would like to stress the need for improved articulation between the Finnish NGOs and other international organizations – including non-Finnish NGOs – working on education development cooperation. Indeed, for several years now, the role of civil society and NGOs has gained increasing recognition within the concert of international development cooperation. The work and activities of the Finnish NGOs should recognize this. In order to encourage improved articulations, MFA could promote greater participation of Finnish NGOs in international meetings related to their work, such as meetings of international NGOs, ADEA, EFA and other events.

V. CONCLUSIONS

100. The picture of Finnish education development cooperation that emerges from this exercise is varied, multidimensional and not without paradoxes. In financial terms, overall, Finland is not a major partner. In substantive terms we have the impression of well-targeted accomplishments, underexploited potential and delivery practices that have improved continuously over the past ten years. Something of a paradigm shift in the delivery of development assistance from the project approach to broader programmatic and SWAp methods is on the agenda for many countries and their external development partners. Finland is participating in this approach. Yet, a multi-agency evaluation of development cooperation for EFA recommends moderation in this direction; it finds some merit in the good old project approach. The deep background to all this, of course, is characterized by a what we do and do not know about education, about development, the role the former plays in promoting the latter, and how to support effectively educational processes in particular and development in general. And, all this in an ever-shifting theoretical context of how development happens and what it takes to promote it in an effective and equitable manner – to such an extent that many talk about the “fads” of development. Similar issues have characterized the history of education. This multitude of “good” theories that don’t work in practice reflects upon the weak theoretical bases of both education and development.

101. It is in this context that we see that Finland’s own education system is excelling in demonstrated, and internationally recognized outcomes. Finland also ranks at the top in the management of its international business transactions (in terms of low corruption). These

³¹ See page 41 of the MFA study *Evaluation of Finnish Personnel as Volunteers in Development Cooperation (1995)*, where reference is made to volunteers bringing home understandings of foreign cultures.

findings from the PISA and Transparency International studies, respectively, point to “best results”, which may well be the product of “best practices”. In any case, we cannot resist the temptation to say: Finland must be doing something right; how can it be applied to its practices of education development cooperation?

102. This evaluation has been mandated to focus on bilateral cooperation, which consumes about 63% of Finland’s development cooperation funds, about 9% of which goes to education (2001 figures). We have not been asked to analyze the sectoral allocation of the 37% allocated to multilateral institutions.

103. The deeper we got into our subject, the more it became clear that we need to see and analyze Finnish education development cooperation as part of a concert of partners – composed of peer agencies and partner governments – in which MFA is one player. The more we observed, interviewed and read, the more we realized that we could not view MFA and Finnish education development cooperation in “stand-alone” terms. This perception comes partly from the increasing importance of SWAp arrangements, and partly from the experience of members of the evaluation team with a wide range of education programs and development cooperation partners. All the more reason, in this context, to go beyond a narrow evaluation of the efficacy of MFA as an individual player and look into how it plays in this larger concert, and what discrete contributions it brings to it.

104. Given the increasing role SWAps are playing in development cooperation, special attention is required to the phenomenon. On the whole, we find that even within the SWAp context, there is room for project activities in order to: (i) test or pilot new ideas; (ii) leverage programme implementation within the framework of national plans; and (iii) circumvent management blockages where these are more likely to hinder priority initiatives.

105. On the whole, the evaluation team is impressed with the approach and results of Finland’s development cooperation, as well as what we see as unrealized potential. Our collective experience leads us to view MFA in a comparative context – in particular, compared to what we have seen with other agencies, generally larger than Finland. This said, we also realize that it is necessary to “discount” for size – i.e., it may be possible that it is easier to do things right when one is smaller.

106. Many of the recommendations revolve around the notion that Finland can and should play a more active role in the concert for education development cooperation. This is what we call Finland’s “voice”, which we think needs to be strengthened and heard beyond the strict limits of MFA’s education projects and programs. These recommendations are based on two sets of observations and conclusions. The first set consists of our observations of how Finland’s education development cooperation has operated in practice, especially its promotion and practice of country partner ownership. The second comes from Finland’s demonstrated capabilities in the areas of quality education and good management, as recognized by the PISA and TI studies, respectively.

107. By “voice” we mean speaking up, initiating and taking a lead in promoting informed dialogue around selected issues within the concert of partner countries and peer agencies. The objective of this dialogue would not be to “find answers”, but to promote the sort of informed exchange of ideas, anchored in practice, that has potential to embark participants on a journey of mutual discovery. Seen in the context of the PISA and TI results, the journey would seek to involve its participants in exploring the “how’s, the why’s, and the wherefore’s” of Finland’s performance, and to explore if and how there may be lessons of use beyond Finland’s borders.

This does not mean that Finland would attempt to export directly its own policies and practices. Rather, it would initiate, develop and participate in the dialogue with a firm understanding of the pedagogical, social and other processes that, together, characterize an educational system.³²

108. We have also noted two characteristics of Finland's education development cooperation that should be seen in tandem: the modesty of Finnish professionals, and the perceived high degree of partner country ownership of Finnish financed projects. We have found that Finnish actors in the aid relationship are seen as modest, both by themselves and by their partners. We have also found that Finland's partner countries have a high sense of ownership over their Finnish-funded projects. This brings to mind thoughts on the ethics of the practice and behavior of external partners in the aid relationship. Is there a (causal?) relationship between this modesty and ownership? It would be worthwhile to explore the interactions, if any, between the two. From our direct experience, as well as from the limited literature on ownership,³³ we strongly suspect that "modesty" may well be a necessary ingredient for the promotion of country ownership of projects, programs and policies that are elaborated and financed within the aid relationship. Here, too, is an area worth exploring with Finland's partners and peers.

109. In addition to promoting explorations on important issues, exercising Finland's "voice" could have the added benefit of bringing increased pluralism to the intellectual underpinnings of development cooperation in education. This may be all the more valuable given that we just don't know as much as we thought we did ten or twenty years ago about how development comes about, not even how to recognize and measure it. We're not even sure about our indicators. Is development about GDP per capita or the Human Development Index? Is EFA about gross enrollment rates or primary school completion rates? Is education important because it has high rates of return (however they are "measured") or because it is a basic human right? In other words, when it comes to understanding what development is and how education contributes to it, we are far from the certainties of 10–20–30 years ago. This is a period of agnosticism, which can only benefit from many voices, especially when they are well informed and anchored in practice.

110. Table 9 presents a summary of our findings and recommendations. Although they may seem disparate and issue specific, there is one thread that holds them together. It is the enabling thread of MFA's institutional capacity, whose "voice" merits strengthening in order for Finland/MFA to play its part in the concert of education development cooperation. This, we recommend, could take the form of several actions: additional staff of professional educationalists in MFA; research and consultations on lessons from the PISA and TI findings for development cooperation in education; and assuming a greater role in international fora and networks, especially around the issues of quality, management and country ownership – areas where Finland excels and has demonstrated comparative advantages.

³² See Cohen et al. (2003) for a demonstration of how and why education needs to be seen in terms of a complex instructional system, rather than in terms of inputs and outputs.

³³ Wapenhans et al. (1992) attribute much of the deficit in country ownership to the World Bank's internal "approval culture". Schwartz & Sack (1996) also find that lack of country ownership of World Bank sector work is related to institutional demands that tend to short-circuit locally generated knowledge, combined with strong confidence in the Bank's technical approaches.

Table 9. Summary of Recommendations

Key findings	Implications/comments	Recommendations
<p>1. Policies, practices and comparative advantages</p> <ul style="list-style-type: none"> MFA's policies are in line with those of most other agencies, including moving towards much greater use of SWAp mechanisms. Recent evaluation of external support to basic education identifies limitations to SWAps and recommends using both project and program modes; our case studies confirm this. SWAps have potential for improving quality of partnerships, but also for reducing discretionary resources for innovation and targeted interventions.. Finland has two domestic areas of excellence that are both empirically demonstrated and internationally recognized - the quality of its education system and its honesty and transparency in international business transactions. The “modesty” of MFA staff and Finnish consultants much is appreciated by partners. MFA does not have a policy statement for education. Country partners approve this situation (major reason given is that they can be an impediment to country ownership); agency people would prefer there to be a statement, generally for reasons related to improved communication.. 	<p>SWAps address severe problems with the project approach. However, caution is called for when considering paradigm shifts in the policy basis for education development cooperation, including the instruments used for delivery.</p> <p>In spite of the small size of its development cooperation programs, Finland has important comparative advantages and internationally recognized “best results” worth sharing within the world of development cooperation.</p> <p>The need for agency policy statements is taken for granted by the agencies; country partners see them as reducing their ownership of their policies. This suggests that such statements may be dysfunctional if country ownership is a goal.</p>	<ul style="list-style-type: none"> In order to maintain capacities for innovative, pilot interventions, MFA should balance SWAp specific projects. In participating in SWAps, Finland should be among those external partners that take the risk of trusting governments while ensuring capacities for management and transparency. MFA should develop its “voice” within the concert of peer agencies active in education development cooperation. It should focus on the quality of basic education and managerial practices. MFA should organize systematic explorations and reflections on the applicability of PISA and TI findings to education development cooperation. This could be done with existing networks (e.g., ADEA) and institutions (e.g., IIEP). The status quo is fine, with no pressing need for a statement which partner governments fear could curtail their ownership. If need be, an internal paper for staff training and communication of agency priorities could be produced. To mitigate inconsistencies in the policies and practices of international agencies, MFA could reactivate the EU’s “Code of Conduct” process in order to engage agencies to respect their commitments in the context of EFA and the MDGs..

Key findings	Implications/comments	Recommendations
<p>2. Relevance, impact and sustainability</p> <ul style="list-style-type: none"> • <i>Relevance</i> is satisfactory, in terms of both (i) how projects relate to needs of partner countries, and (ii) Finland's delivery capacities 	<p>Relevance should be seen in relational terms, as a fit between absorptive and delivery capacities, and in terms of the overall "aid relationship" - relevant to the host country's needs and absorptive capacities, and to Finland's comparative advantages and capacities to deliver.</p>	<ul style="list-style-type: none"> • MFA should continue to use the procedures it has adopted to assess needs and target specific components for project assistance; Inclusive/special education is an example.
<ul style="list-style-type: none"> • <i>Impact and sustainability</i> are, on the whole, satisfactory. Both need to be placed in context of the size of Finnish cooperation and pilot nature of many projects. 	<p>Concepts of impact and sustainability for pilot, small-scale projects are different than projects that are full scale.</p>	<ul style="list-style-type: none"> • More assiduous monitoring is needed. Where appropriate, capacities should be developed for more effective monitoring. • For projects that are of a pilot nature, sustainability is more of a policy than an operational matter. Sustainability becomes a matter of whether a pilot has influenced broader policy.
<p>3. Ownership</p> <ul style="list-style-type: none"> • Partner countries are highly appreciative of their level of ownership in MFA projects. This has improved over time. • Partners appreciate the flexibility in MFA projects. • Among agencies, Finland is one of the most respectful of country ownership. 	<p>Other external financing partners may be able to learn from Finland's practice of the ownership imperative.</p>	<ul style="list-style-type: none"> • MFA could play an enhanced role in promoting effective country ownership, especially in the context of SWAp arrangements.
<p>4. Management and coordination</p> <ul style="list-style-type: none"> • Few management problems were identified; when there were problems, they were easily resolved thanks to MFA flexibility. • MFA's participation in, and contributions to, coordinating efforts amongst external agencies has in recent years required an increase in the time required of MFA officials. This is largely the result of SWAp processes. 	<p>MFA professional capacities are the key (i) for continuing effective program implementation, especially when programs take the form of SWAps, and (ii) for implementing most of this evaluation's recommendations.</p>	<ul style="list-style-type: none"> • MFA needs to increase its professional staff in education. Four options are proposed: (i) Continue as is, but with reinforced frame agreements with universities and competent NGOs, along with sustained relationships with selected consultants; (ii) Place more professional educationalists within MFA, perhaps in the country departments, working with the desk officers; (iii) Place

Key findings	Implications/comments	Recommendations
<ul style="list-style-type: none"> With only one education professional, MFA is seriously understaffed for current and, likely, future activities. 		<p>professional educationalists in the embassies of countries with strong education programs; (iv) Have regionally-based education advisors who cover several countries in their region.</p>
<p>5. MFA responsiveness and adaptability</p> <ul style="list-style-type: none"> MFA has been flexible, responsive to country needs, and able to adapt to new situations. 		<ul style="list-style-type: none"> It could be useful to consider joining forces with other “like-minded” agencies in the form of silent partnerships. Clear role distinctions between project technical assistance and embassy staff should be maintained.
<p>6. NGOs</p> <ul style="list-style-type: none"> Recent MFA review of NGOs provides detailed findings. 	<p>Without losing their specificities, NGOs should be better integrated within overall efforts for education development cooperation.</p>	<ul style="list-style-type: none"> Reinforce MFA’s professional education capacities so that it can assess trends and commit itself wisely and with flexibility as conditions change. Increased participation in partnership networks should be encouraged (e.g., ADEA and its working groups). Follow recommendations of the <i>Review of Finnish NGOs</i>. Develop improved articulation between the NGOs and other international organizations. Promote greater participation of Finnish NGOs in international meetings, e.g., international NGOs, ADEA, EFA and other events.

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Project/phase	Time period	Costs (€ Million)
1. BOLIVIA		
• “Tantanakuy: Program to support the Intercultural Bilingual Modality of the Education Reform (Pilot phase)	2002 – 2003	1.19
2. BOSNIA-HERZEGOVINA		
• Teacher Education and Professional Development (TEPD)	2000 – 2003	2.02
3. ETHIOPIA		
• Special Education Project/Training in Finland	1989 – 1993	0.51
• Support to Special Education, Phase I	1994 – 1998	2.36
• Education Sector Development Programme, Phase I	1994 – 1995	0.61
• Education Sector Development Programme Monitoring	1999	0.06
• Education Sector Development Programme, Phase II	1996 – 1999	3.20
• Education policy and administration	2000 – 2003	3.36
	<i>Sub-total = 10.10</i>	
4. FEDERAL REPUBLIC OF YUGOSLAVIA		
• Teacher Education Development Programme	2002 – 2004	2.00
5. GUATEMALA		
• Proyecto Multiplicador de Educación Maya Bilingüe Intercultural (PROEMBI)	2003 – 2005	2.40
6. KOSOVO		
• Support to the Development of Education Sector: towards Effective Schools for All	2000 – 2003	1.68
7. MOZAMBIQUE		
• Support to Agricultural Training in Mozambique (SATIM)	1990 – 1993	7.15
• Support to Agricultural Training in Mozambique	1995 – 1999	3.11
• Support to the Chimoio Agricultural Institute (IAC)	1998 – 2002	3.33
• Education Sector Support Programme	1997 – 2002	6.06
• Education Sector Support Fund	2002 – 2004	1.6
	<i>Sub-total = 21.25</i>	
8. NAMIBIA		
• Cross-Curriculum Culture Programme	1993 – 1997	0.79
9. NEPAL		
• Basic Primary Education Program II	1999 – 2004	4.20
10. NICARAGUA		
• Strengthening the Intercultural Bilingual Education in the Atlantic Coast (FOREIBCA)	2001 – 2004	2.52
11. PALESTINE		
• Supporting Basic Education in the West Bank and Gaza	1996 – 1999	1.4
• Support to Textbook Publishing and Printing in the Palestinian Territories	1999 – 2001	2.0
• Palestinian-Finnish Education Programme, Phase II	2002 – 2005	4.5
	<i>Sub-total = 7.9</i>	
12. SERBIA		
• Teacher Education Development Programme	2002 – 2004	2.0
13. SOUTH AFRICA		
• Education Sector Cooperation Programme (SCOPE)	2000 – 2004	6.10
14. TANZANIA		
• District Based Support to Primary Education	1999 – 2003	6.26
• Follow-up Education Sector Development Programme	2001 – 2003	0.51
	<i>Sub-total = 6.77</i>	
15. ZAMBIA		
• Education Sector Support Programme. Phase I	1991 – 1995	21.89
• Education Sector Support Programme. Phase II	1996 – 1999	7.98
• Education Sector Support Programme. Phase III	2000 – 2003	8.02
	<i>Sub-total = 37.89</i>	
	GRAND TOTAL = 108.81	

Annex 2. Terms of Reference for the education sector evaluation

1. Introduction

Finland is committed to the global goals of development cooperation. The Millennium Development Goals and particularly the strong emphasis on halving poverty and ensuring universal primary education for all children in the world by 2015 are issues to be taken seriously. Furthermore, the World Declaration on Education for All (EFA) and the associated Framework for Action (Jomtien 1990, Dakar 2000) form a guiding framework for education sector development.

The principal objectives of development cooperation financed by Finland are³⁴

- reduction of poverty,
- prevention of global environmental problems,
- promotion of equality, democracy and human rights,
- increasing global security and
- increasing economic interaction.

The Decision-in-principle (1996) addresses poverty reduction as an integral element of development. It also emphasises basic services in education and health care, support to food security, advancement of participation of women and girls and consideration of the status of the disabled as means of alleviating poverty. The most recent Government Decision on Development Cooperation (2001) puts a strong emphasis on promoting gender equality. Finland also underlines the role of civil society and of information and research in increasing consciousness of the reasons for and consequences of poverty both in the developing countries and in Finland.

Finnish human right policy focuses on the rights and equality of minorities, indigenous peoples, women and children, particularly girls. The Decision-in-principle (1996) and Finland's Policy on Relations with Developing Countries (1998) stress the need to involve people with disability in all the development cooperation projects and programmes funded by Finland. In the education sector, this is mostly done through development of special needs education.³⁵

The goals of Finland's international development cooperation and Finland's development policy were revised in 1996 and 1998 partly as a reflection of the broader global discussion related to the development issues. According to the Operationalisation of the Development Policy Objectives –guidelines (2001), the choice of programmes and sectors to be supported by Finland is based on the priorities set in the poverty-reduction strategies adopted by the partner countries, and on the Finland's Decision-in-principle (1996) and Policy on Relations with Developing Countries (1998).

³⁴ Finland's development cooperation is guided by three main documents. Decision-in-principle on Finland's Development Cooperation (1996), Finland's Policy on Relations with Developing Countries (1998) and Operationalisation of Development Policy Objectives in Finland's International Development Cooperation (2001).

³⁵ In 2002 an evaluation of Finnish supported disability programmes has been carried out and is available for the evaluators.

In its bilateral development cooperation, Finland concentrates presently on few partner countries and larger country programmes. The partner countries for bilateral development cooperation fall into two categories: (i) long-term partner countries; and (ii) other partner countries. In education sector cooperation, Finland's long-term partners are Mozambique, Zambia, Nicaragua, Tanzania, Ethiopia, Namibia³⁶ and Nepal.

After the Decision-in-principle of 1996, short term cooperation has expanded into the Republic of South Africa, the Palestinian Autonomous Territories (West Bank and Gaza), Kosovo, the Federal Republic of Yugoslavia and Bosnia and Herzegovina. This cooperation has been justified by the importance of prevention and mitigation of conflicts and support for national reconciliation. In addition, in early 2000 education sector cooperation has started in Latin America (Bolivia and Nicaragua). Expansion of the theme to Guatemala is considered. The process of widening the scope of cooperation and the internal differences between the cooperation partner countries require a thorough systematic analysis, which would benefit the development cooperation policy development and decision making.

During the past decade the development of education sector has experienced a series of paradigms, or emphasis on how the development of this sector is approached. One issue which will guide the current and future developments is the shift from projects towards Sector-Wide Programmes (SWAPs).

Also some changes in the Finnish aid administration have taken place. For example, the traditional project-based approach has shifted towards a more programmatic approach. A new mechanism for launching interventions with an in-country inception phase has been used. All this aims at meeting the needs of the partner countries and to respond to their country-specific policies and poverty reduction strategies. The influence of the developments and changes need to be systematically assessed in order for the policy making better to meet the changing demands of education sector development.

2. Objectives of the evaluation

The purpose of the evaluation of the Finnish Education sector development cooperation is to provide the basis for guiding and improving future aid policy and practise in order to better meet the goals of development cooperation.

The main emphasis of this evaluation is to assess the operationalisation of the goals of the Finnish development cooperation in education sector. This includes an analysis of the *relevance* of the education sector cooperation within a wider poverty reduction and gender equality context. The *impact* of Finland's education sector cooperation in fulfilling its main goals, in this context especially poverty reduction and gender equality, will also be assessed. The core questions of this evaluation are:

- *To what extent the Finnish development cooperation policy principles and goals have been operationalised in education sector development cooperation during the period of 1992–2002?*

³⁶ *Bilateral grant assistance will be phased out in Namibia by 2007.*

- *How successful has Finnish education sector cooperation been in 1992–2002 in contributing to internationally agreed development targets and, then, to the attainment of the Millennium Development Goals?*

The expected results of this evaluation are:

- A thorough analysis of educational policies and their implementation in the cooperation countries within a wider macro-level country profile.
- Assessment of the impact of Finnish education sector development cooperation on reducing poverty and enhancing gender and social equality.
- Analysis of the developments of Finnish development cooperation policies and strategies during the period of 1992 – 2002 and assessment of their influence.
- Recommendations for the policy making and decision making based on the logical analysis of the chain of data/facts – analysis- conclusions –recommendations. The conclusions and recommendations need to be based on a thorough analysis of the Finnish education sector development cooperation and its linkages with the general development cooperation objectives and strategies, with focus on poverty reduction and gender equality.
- Lessons learned from the past cooperation, apparent best practises and concrete recommendations for further improvement of the aid policy in education sector development cooperation.

The expected concrete results of the evaluation are:

- An inception report focusing on preliminary findings on impacts of Finnish education sector cooperation on poverty reduction and promotion of gender equality.
- Final evaluation report, which concise conclusions and practical recommendations for the policy dialogue and future development of education sector.

The results of this of this evaluation will be used by the MFA as an input in the further development of Finnish education sector cooperation policy, its practises and operations. Users of the findings are mainly the MFA development cooperation policy makers but the report should also benefit the policy making bodies in respective partner countries.

3. Background of the assignment

During the past decade the volume of Finnish education sector development cooperation and the number of partners have increased. In 1980's the bilateral education sector cooperation was focused on three countries: Ethiopia, Zambia and Mozambique. In early 1990's cooperation continued with Zambia and Mozambique with a more programmatic approach: instead of individual projects a number of subprojects were linked together. The planning process of these interventions took place at the same time with the EFA Jomtien conference but its influence was not yet seen in the design of the interventions. A new participatory planning approach was however implemented. In 1991 new programme was initiated in Namibia. This programme was based on previous experiences of a project implemented with SWAPO, where handicraft and special education were the main themes.

During 1990's long-term education sector cooperation was expanded into Ethiopia, Tanzania, Nepal and Nicaragua. New programmes have been initiated not only in the framework of traditional development cooperation but in view of contributing to the global security and supporting reconstruction and education reforms of countries in transition (Bosnia-Herzegovina, Kosovo, the Federal Republic of Yugoslavia, the Republic of South Africa and the Palestinian Autonomous Territories. Within the wide framework of promoting human rights and equality of indigenous people, Finland supports development of multicultural and bilingual education in Nicaragua and Bolivia.

Disbursement into the education sector grew steadily after mid 1980's, following the general trend until 1991, when all the development cooperation financing was drastically reduced due to economic recession in Finland. Cuts affected severely already planned education sector interventions. The project in Mozambique was postponed, the Zambian project started with a reduced budget and the Namibian project was replaced by a smaller-scale project focusing on curriculum development. The commitments to education sector development during 1992 – 2002 and their share from the total commitments to development cooperation are shown in the table below:

	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001
MEUR	25,44	7,66	9,01	5,71	10,99	5,79	14,77	16,08	18,22	19,75	27,44
%	4,9	2,0	3,9	3,8	6,6	3,3	8,0	6,9	7,4	9,1	8,7

From the commitments to education sector cooperation 2/3 is targeted to basic or primary education. The most important recipient continent of Finnish aid in education sector development is Africa. Within Africa the biggest recipients during 1992–2000 have been Zambia, Mozambique and Ethiopia. List of the main interventions is annexed. (Annex 1)

Bilateral cooperation is complemented by a variety of other instruments of cooperation such as multilateral cooperation, funds for local cooperation, cooperation with non-governmental organisations (NGOs) and international Non-Governmental Organisations (INGOs).

In 2001, from the total appropriation of multilateral development cooperation, some 14% is channelled to multilateral agencies dealing with education such as UNDP and UNICEF. Funds have been channelled either in the form of non-earmarked general appropriations or as so called thematic support, designated for a specific programme or a particular theme. Thematic support has been disbursed for example to Education for All –process and International Institute for Educational Planning (IIEP).

According to the Decisions-in-Principle on development cooperation (2001), the aim is to channel a total of 10–15% of operational development aid through NGOs. Traditionally, the strongest areas of competence in the work done by the Finnish NGOs are health care and social sector, education and training. In the budget for 2001, almost two thirds of the support were directed to these sectors. In 2001, the appropriation for education sector projects and programmes run by NGOs was 11,8 MEUR. This includes support to so called “framework organisations”, i.e. organisations with a framework agreement concerning a certain period. Nearly half of the support in 2001 went to African countries. The main recipient in 2001 was Tanzania (2,2 MEUR), Ethiopia (0,6 MEUR), Mozambique (0,4 MEUR). During the past years, NGOs have increased cooperation also in Asia (Nepal 0,3 MEUR) and Latin America (Bolivia 0,6 MEUR).

As it is the case with all sectors, there are no specific sectoral development cooperation policies or sector specific targets developed by the MFA but the general principles and goals of Finnish development cooperation (1996,1998, 2001). guide the education sector cooperation. In 1991³⁷, a guiding strategy for Finland's education sector development cooperation was developed but it has not been formally approved. This strategy emphasized the importance of education sector development cooperation in light of the Declaration of Education for All (Jomtien 1990). Furthermore, emphasis was put on long term commitment and participatory approach as well as quality of outcomes. Primary education was stated as focal area of cooperation but an option to support other levels of education was also left open.

In recent years, development aid has been directed not only to individual projects but also to entire education sector. At present, Finland is engaged in the preparation or implementation of Sector-Wide Programmes in Nepal, Ethiopia, Zambia, Tanzania, Mozambique and Palestinian area through specific mechanisms developed case by case. Finland has also actively supported efforts for improvement of donor coordination and harmonisation of donor strategies for example in Ethiopia and Palestinian areas.

Most of the cooperation activities focus on primary or basic education. During 1992 – 2002 Finland has also been engaged in vocational training projects. Focal points or sub-sectors of Finnish education sector development cooperation are teacher education, inclusive and special education, bilingual education, development of assessment schemes, renovation and construction of schools, vocational training, development of education administration and information technology in education.

4. Issues to be studied

4.1. General evaluation issues

This evaluation will assess how successful has education sector development cooperation been during 1992–2002 in fulfilling the main goals of Finnish development cooperation and to what extent it has contributed to the attainment of internationally agreed development targets and to the Millennium Development Goals.

Relevance

Relevance of the Finnish education sector cooperation will be assessed especially in the context of poverty reduction. It will be done in relation to two separate, but interconnected aspects: Relevance of the Finnish aid I) in relation to education sector development goals of the partner countries and ii) education development within the overall development policies and poverty reduction strategies of partner countries. This implies answering to the following questions:

- *Do the partner country education sector policies and cooperation strategies address poverty and gender equality issues as priorities?*
- *How these policies are being developed?*
- *What strategies are proposed to promote gender and social equality and to reduce poverty*

³⁷ FINNIDA (1992), *Finnish Development Cooperation in the Education Sector in the 1990's*, KYO, Helsinki

- with regard of education in particular?*
- How have the national and international gender equality goals and commitments been turned into practical implementation? What practical action has been taken place? To what extent these policies and strategies (if any) are **transferred into practise** in Finnish development cooperation?
 - How the education sector reform is linked to the national developments such as Public Sector and Civil Service reforms?

Sustainability

Sustainability will be assessed (i) through evaluation of the sustainability of the achievements of some already completed projects in selected countries and (ii) analysing of sustainability factors in all countries where Finnish education sector cooperation has been implemented or is ongoing. The findings will be presented in a comprehensive way, which illustrates the general and specific sustainability factors and lessons learned from the past.

Impact

Impact of Finnish development cooperation will also be evaluated from various aspects: (i) on general level to demonstrate how the Finnish contribution has influenced education sector policy development and attaining the education sector development goals in the respective partner countries; and (ii) the impact of Finnish support from the viewpoint of the receiving end, i.e. beneficiaries and institutions involved in implementation. This will be done through some illustrative case studies.

Effectiveness and efficiency of Finnish aid are not primary subjects of this evaluation. This does not, however exclude their analysis on general level bearing in mind that this analysis should be carried out in a way which would benefit policy making. Hereby, intervening to evaluation of individual projects must be avoided. However, they can be used for the purpose of illustration or comparison of various approaches.

4.2. Specific evaluation issues

At present, there is no specific guiding *policy for Finnish Education sector development* cooperation but it follows general policy guidelines of the Government of Finland. This evaluation shall analyse whether a specific policy for education sector is needed and whether there is a need to further operationalise the Finnish development cooperation policies in relation of education sector cooperation.

The *administrative capacity of the MFA* and the Embassies has varied during the past ten years. This evaluation analyses what role the various bodies of the MFA (HQ, Embassies, Liaison Offices) play in education sector cooperation and what has been their influence on the quality of education sector cooperation. Also the administration and management procedures of the MFA and the capacities of the relevant bodies of the MFA to meet its responsibilities as a partner in supporting the operationalisation of cooperation policies will be analysed. Furthermore, the evaluation will analyse what capacities are needed in the MFA.

In bilateral cooperation the most important *delivery mechanisms* are through commissioning support services and financial management to consulting companies. This is intimately tied to

the provision of technical assistance to the partner country and its implementing organisation. This evaluation will analyse the experiences from this mechanism and the lessons learned which should be taken into account when improving delivery mechanisms. The evaluation will answer to the following questions:

- What kind of dynamics exists there between the education sector cooperation and the availability of the technical expertise in Finland?
- Has education sector cooperation been guided to make the most of the internationally comparative knowledge?
- Has all the national potential of education sector development cooperation in relation to the general goals of Finnish development cooperation been utilised to maximum?
- Are the central education sector cooperation themes legitimate areas of technical excellence by Finland?
- How the use of external technical expertise has contributed to the capacity development of local institutions?
- Does the use of Technical Assistance follow the European Union guidelines and Code of Conduct?

Also *the process of changes and developments* of the Finnish aid administration and management and in education sector cooperation in general during the period of 1992–2002 and their influence on realisation of the development cooperation goals are subject of this evaluation. It cover issues such as (i) the influence of the global and national developments to the education sector cooperation and (ii) the readiness and responsiveness of education cooperation practises to adjust to the developments and paradigm shifts. What are their positive or negative, intended or unintended impacts on the operationalisation of the development cooperation goals?

Some selected Finnish funded *education sector NGO interventions* will be included in this study. The issues to be evaluated are: How are the NGO interventions linked with the poverty reduction strategies and education sector policies of the partner countries and to the general policy principles of the Government of Finland? Are the NGO interventions considered as integral part of education sector development in the partner countries? How are they linked with the Finnish funded bilateral education programmes and what are the mechanisms of coordination and cooperation between them? Also their impact and sustainability will be assessed.

In terms of the substantial issues, the evaluation will assess on what *thematic areas* education sector cooperation have been the most successful and why. What areas have been unsuccessful and why? What potential thematic areas have been neglected, if any? Based on a thorough analysis this evaluation is expected to present clear recommendations to what areas, if area or sub-sectoral focus is deemed relevant, Finland should focus in its education sector cooperation.

This evaluation is not intended to be an evaluation of sectoral programmes *per se* but it will analyse the following issues: On what stage of development the partner countries are in development and implementation of education sector *SWAPs*? What are the capacities of the relevant institutions to absorb SWAP mechanisms? What are the plans of other donors with regard to SWAPs in the respective countries? What areas or themes would be appropriate for Finnish contribution? What does SWAP mean for Finnish Development cooperation policy? What does implementing a SWAP mean for management of the Finland's aid programme? To what degree the Finnish aid management modalities are harmonised with other donors' mechanisms in respective partner countries?

This evaluation will analyse the *mechanisms of identification of the education sector cooperation areas* and themes. What is the role and importance of country negotiations and country programmes? To what extent these mechanisms promote dialogue and enhance participation and empowerment of the partner countries? How country strategies and principles can be a more effective instruments in ensuring maximum contribution to education sector development?

Towards the end of last decade cooperation with some partners started based on decisions made case by case. These projects or programmes were established in order to respond to the urgent needs related to reconstruction process in the Balkans and as a response to support the Middle-East peace process. This evaluation will assess the process of identification of the target areas and relevance of these interventions in the light of sustainable development.

5. Methodology

5.1. Scope of the evaluation

This evaluation should consist of a systematic *analysis and assessment of lessons learned* from the past cooperation, apparent best practises and clear *recommendations* for further development of aid policy. This objective implies that the evaluation must cover not only action in the partner countries but also the guiding policy and mechanisms of aid delivery and administration.

The evaluation is to analyse Finnish education sector development cooperation and its impact within the wider development cooperation contexts and, more specifically within the educational policies and other dimensions of education sector development in the partner countries. The approach should have a clear focus on how Finnish education sector development cooperation has influenced poverty reduction and gender and other equality dimensions. It will also include an analysis of realisation of other relevant goals such as the one related to Good Governance. Finland's Development Cooperation Policy, education sector policies and poverty reduction strategies of partner countries will be analysed as major guiding documents.

This evaluation will focus on the ten years period, years 1992 – 2002. It will cover the countries where bi-lateral education sector cooperation has been ongoing during that period. The countries will be studied at general level. Cooperation prior 1992 will not be subject of this evaluation. This period will be documented from a historic point of view.

Partner country portfolios will be studied as cases representing the variety of intervention environments. The countries to be studied more in detail and to be visited in the course of the evaluation process, will be agreed later. For clarity reasons, it is suggested to divide the evaluation into two parts: (i) cooperation with long-term partner countries and (ii) other partners.

The focus of this evaluation will be on bi-lateral co-operation but also the use of multilateral channels as well as education sector interventions of selected Finnish NGOs are included in this study. These projects or programmes will be agreed later with the MFA.

The role and importance of the Finnish education sector cooperation should be presented within the overall macroeconomic framework of each country. This would bring the importance of the Finnish contribution into scale. Finnish contribution to the national education sector development will be assessed as a portfolio or a country programme, not through individual projects. Equally, some contextual country or project specific issues might be addressed by this study. However, as this evaluation is intended to focus on policy level it is important to keep the major emphasis on the general level and not to intervene to the evaluation of individual projects

or programmes. Projects or programmes and their evaluations may only be used as examples in illustrating the transformation of policies and principles into reality and as cases to illustrate issues at national/portfolio level. Impact and sustainability issues may also be illustrated through some case studies.

It is suggested that the realization and impact of gender equality goal is assessed through some case studies in relevant areas, for example gender sensitivity in educational administration, curricula, text books, teacher training.

It should be noted that country evaluations in most long-term partner countries have been carried out recently. This evaluation should not repeat the work already done.

5.2. Plan of work

The evaluation approach should be based on an appropriate mix of expert assessment and participatory approach. Field level evaluation work should heavily rely on participation of local stakeholders and beneficiaries, while at national level participation should support and contribute to the expert assessment. The importance of correct identification of beneficiaries and their legitimate representatives at each level cannot be overemphasized.

Evaluation will start with desk studies, interviews in Finland and identification missions to selected partner countries. In Finland, data will be collected from the MFA programming staff and desk officers, the contracted consultants who have been responsible for supporting the implementation of the interventions and representatives of some Finnish NGOs that have been or are involved in education sector development in respective partner countries. (e.g. Service Centre for Development Cooperation, Kepa ry).

Identification missions to the partner countries (the countries to be visited will be agreed with the MFA) will be carried out in order to

- (i) review the process of evaluation with government officials and other relevant stakeholders,
- (ii) conduct a primary policy analysis,
- (iii) identify the availability of base-line data, and initiate the collection of information (including identification of the final end-users or beneficiaries which will be included in the actual evaluation) and
- (iv) commission pre-identified local experts to carry out necessary background studies as per required in order to make preparations for the actual evaluation mission.

An *Inception Report* will be prepared to

- (i) report the initial findings, focusing on the policy analysis and the degree of realisation of education sector policies in the respective partner countries and contribution of Finnish cooperation to attainment of the education sector goals,
- (ii) present a program of further activities of this evaluation assignment, including necessary TORs and programs for survey teams,
- (iii) refine the design and modalities of this evaluation, as necessary, including specific duty schedules of the team members and
- (iv) suggest a table of contents to the evaluation report.

Evaluation missions to the selected countries will take place soon after the inception report has been discussed and commented by the MFA. These evaluation missions are done in order to

- (i) collect all necessary data from key informants and beneficiaries and sample of end-users (national level, field visits and case studies),
- (ii) review the general outcome of the commissioned studies,
- (i) interim analysis of data and
- (ii) discuss the initial findings with key stakeholders to ensure the completeness of the study and to enable immediate feed back (debriefing meeting/ workshop in the end of the field mission).

Key informants will include MFA representatives (incl. Embassies, Liaison Offices), government officials at various levels in respective partner countries, consultants, beneficiaries and other stakeholders and donor agencies working in education sector development. Gender balance should be taken into account in selection of the informants. Data collection methods should be designed in a way which would address gender equality aspects.

A draft Evaluation Report will be submitted to the MFA for comments within two weeks time after the evaluation mission has been completed. It will be discussed in an internal MFA meeting. After this meeting some further time is allowed for comments by the MFA personnel. *The Final Evaluation report* will be submitted to the MFA by the end of September 2003.

Evaluators are requested to highlight the methodology in their proposal on how they intend to carry out the evaluation accompanied with an initial work plan and time schedule. This proposals should also include determination of the resource requirements to carry out the field studies.

The consultant in lead of this assignment should ensure that the capacities of the local actors which will be commissioned to carry out the field studies have adequate capacity to work efficiently and to produce good quality outcomes.

The report should be readable and of very high technical quality, which demonstrates clearly the way the analysis is carried out. It shall meet the following criteria:

- Analysis is based on data, which is presented in the report or annexes. References are clearly stated.
- Conclusions and recommendations must be based on the findings, which in turn, should be supported by empirical evidence.
- Data collection methods are described
- It focuses on policy level assessment so that it will meet its purpose of being used as a tool for decision making.

5.3. Dissemination

The MFA will be responsible for the dissemination of the Evaluation report to the relevant stakeholders. It will be used in country negotiations with the respective countries. The evaluation results may also be used in training, both on the level of individual interventions and within organisations involved in Finnish development cooperation.

6. Evaluation team

The core evaluation team for this assignment should be multidisciplinary. It will consist of 4–6 persons. Local informants in respective partner countries may be recruited for liaison, data collection and preparation of the evaluation missions. Their Terms of Reference and CVs shall be included in the tender.

6.1. Required expertise

All team members should have

- experience in development cooperation policy analysis.
- a good track record in education sector development, education policy issues in particular.
- experience in development assistance context in developing countries, preferably in education sector development, (particularly in the countries included in this evaluation)
- a solid background and experience in evaluation of policies and large programme entities.
- excellent social and reporting skills

In addition to the requirements presented above, the evaluation team should have technical expertise in:

- macro-economy issues,
- gender and social equality issues and
- poverty reduction strategies

There must be equal representation of women and men in the evaluation team. There must be experts from developing countries, partner countries in particular, included in the team as well.

7. Reporting and schedule of the evaluation

Reporting language is English.

The evaluation is expected to start in the beginning of March 2003. The tentative deadlines for the reporting are:

- Inception report will be submitted to the MFA by 15.5.2003. It can be delivered via e-mail. Within two weeks time from submission of the Inception report the Team Leader will participate in a MFA internal meeting where the report will be discussed.
The draft evaluation report will be submitted to the MFA by 8.9.2003 via email in electronic format and must be accompanied with 20 hard copies. The evaluation team will be present at the MFA one week later to present the findings and participate in a discussion with the MFA personnel.
- The deadline for the final Evaluation Report is 30.9.2003. It will be submitted electronically (e-mail) and must be accompanied with 10 hard copies.
- The MFA is considering the possibility of organising a seminar to relevant stakeholders in Finland to discuss the findings of the evaluation. Should this materialise, at least the team leader will be invited to present the evaluation report.

8. Mandate

The evaluation team is authorised to discuss all relevant issues related to work with authorities, officials, programme management and other relevant contributors in the partner countries, but is not authorised to make any commitments on behalf of the involved Government.

ANNEX 1: TOR for the evaluation of Finnish Education Sector Development Cooperation

Main projects and programmes in education sector development cooperation

Country/ programme	duration	MEUR
Ethiopia		
Education policy and administration	2000–2003	3.36
esdp II (Phase II)	1996–1999	3.20
ESDP Monitoring	1999	0.06
esdp I (phase I)	1994–1995	0.61
SSEP 1994–1998	2.36	
Special Education Project/Training in Finland (1989–1993)	1989–1993	0.51
		10.1
Mozambique		
Education Sector Support Fund	2002–2004	1.6
Education Sector Support Programme	1997–2002	6.06
Support to the Chimoio Agricultural Insitute (IAC)	1998–2002	3.33
Support to Agricultural Training in Mozambique SATIM	1995–1999	3.11
Support to Agricultural Training in Mozambique SATIM	1990–1993	7.15
		21.25
Namibia		
Cross-Curriculum Culture Programme	1993–1997	0.79
Tanzania		
Support to primary Education	1999–2003	6.26
Follow-up Education Sector Development programme	2001–2003	0.51
		6.77
Zambia		
Education Sector Support programme. Phase III	2000–2003	8.02
ESSP. Phase II	1996–1999	7.98
ESSP. Phase I	1991–1995	21.89
		37.89
Nepal		
Basic and primary Education programme	1999–2003	4.2
Nicaragua		
Bilingual education (FOREIBCA)	2001–2004	2.52
Other		
Bolivia		
Bilingual education (TANTANAKUY)	2002–2003	1.19
Boznia and Herzegovina		
Support to Education Sector	2000–2003	2.02
Kosovo		
Support to education sector in Kosovo	2000–2003	1.68
Republic of South Africa.		
Education Sector Cooperation Programme SCOPE	2000–2004	6.1
<i>Federal Republic of Yugoslavia</i>		
Teacher Education Development Programme	2002–2004	2.0
West Bank and Gaza (Palestinian area)		
Assistance in the Education Sector	2001–2004	4.54
Textbook production	1999–2002	2.02
School of the Blind	1999–2001	0.12
Assistance in the Education Sector	1997–2000	1.16
		7.84
Other/ un-classified		
Association for Development of Education in Africa (ADEA)	2000–2002	0.76
Support to Asian Institute of Technology (AIT) III	2001–2003	4.88
Phase II	1996–2000	
Phase I	1991–1995	

Annex 3. Persons Interviewed

FINLAND

Ministry for Foreign Affairs

Ms. Ritva Jolkkonen, Ambassador, Director General

Mr. Sakari Eräpohja, Director, Unit for Evaluation and Internal Audit

Mr. Pauli Mustonin, Director, Department for International Development Cooperation, Unit for Sector Policy

Mr. Pertti Anttinen, Counsellor (Zambia Desk Officer)

Dr. Gisela Blumenthal, Social Development Adviser, Unit for Sector Policy

Ms. Erja Hänninen, Programme Officer (Nepal)

Mr. Heikki Kokkala, Education Adviser, Department for International Development Cooperation, Unit for Sector Policy

Ms. Marja Luoto, Counsellor, (Nicaragua Desk Officer)

Ms. Päivi Mattila, Adviser, Gender, Unit for Sector Policy

Mr. Janne Oksanen, Programme Officer (Ethiopia)

Ms. Ritta Oksanen, Development Policy and Management Adviser, Unit for Sector Policy

Ms. Anu Rämä, Counsellor (Serbia Desk Officer)

Ms. Paula Sirkkiä, Counsellor (Bosnia-Herzegovina Desk Officer)

Ms. Maria Söderland, Counsellor (Bolivia Desk Officer)

Mr. Jorma Suvanto, Counsellor (Tanzania Desk Officer)

Ms. Elsi Takala, Counsellor (Ethiopia Desk Officer)

Ms. Seija Toro, Counsellor (Mozambique and Angola Regional Manager)

Ministry of Education

Mr. Kristian Slotte, Director General for International Relations, Ministry of Education and Culture

Ms. Zabrina Holmström, Counsellor for Cultural Affairs, Secretary-General, Finnish National Commission for Unesco

Mr. Eeva-Kaisa Linna, Project Manager, National Board of Education

Ms. Paula Mattila, Project Manager, International Unit, National Board of Education

Ms. Pertta Packalén, Senior Adviser, Eurydice Finland, National Board of Education

Consultants to MFA

Ms. Inkeri Auramaa, Senior Consultant, Plancenter Ltd

Mr. Nigel Billany, Managing Director, Opifer Ltd.

Ms. Pia Hakkari, Consultant

Prof. Seppo Hölttä, Department of Administrative Science, University of Tampere

Mr. Reijo Keurulainen, Managing Director, UniServices Ltd, Finnish University Consulting, University of Jyväskylä

Ms. Päivi Pelkonen, Researcher, University of Oulu

Mr. Jyrki Pulkkinen, Special Researcher, Educational Technology, University of Oulu

Prof. Kari Ruoho, University of Joensuu

Dr. Hannu Savolainen, Executive Director, Niilo Määki Institute, University of Jyväskylä

Ms. Tuija Stenbäck, Deputy Managing Director, FTP International

Ms. Tuija Tammi, Principal, City of Vantaa and Consultant

Mr. Juho Uusihakala, Consultant

Ms. Raisa Vanäläinen, Rehabilitation Foundation, Consultant

BOSNIA-HERZEGOVINA

Prof. Zijad Pašić, Minister of Education and Science, Federation of Bosnia and Herzegovina

Mr. Mirza Pinjo, Minister-Counselor, Ministry of Foreign Affairs

Prof. Adila Pašalić Kreso, Department of Education, University of Sarajevo

Ms. Hasnija Muratović, Ministry of Education, Federation of Bosnia and Herzegovina

Ms. Mila Merlo, Ministry of Education, Federation of Bosnia and Herzegovina

Ms. Suada Sultanović, Director, Grbavica 1 Primary School, Sarajevo

Ms. Nefiza Dautović, School Pedagogue, Grbavica 1 Primary School, Sarajevo

Prof. Zlatko Bundalo, Advisor, Ministry of Education and Culture, Republic of Srpska

Ms. Dragana Lukić-Domuz, Advisor, International Relations, Ministry of Education and Culture, Republic of Srpska

Prof. Svetozar Miličević, Department of Education, University of Banja Luka

Prof. Milos Milincić, Director, Pedagogical Institute, Banja Luka

Ms. Hikmeta Rizvanović, School Director, East Mostar

Ms. Lidija Markotić, School Director, West Mostar

Ms. Sabaheta Bijedić, Director, Pedagogical Institute, Mostar

External agencies

Ms. Zorica Lešić, Operations Analyst, World Bank

Mr. Falk Pingel, Education Department Director, Organization for Security and Cooperation in Europe (OSCE)

Mr. Claude Kieffer, Deputy Director, Education Department, OSCE

Ms. Daria Duiloviæ, Education Advisor, Office of the High Representative (OHR)

Ms. Jadranka Ruviaë, Task Manager, European Union

MOZAMBIQUE

Ministry of Education

Ms. Telmina Paixão, Vice Minister of Education

Mr. Virgílio Juvane, National Director of Planning, Ministry of Education

Mr. Jafete Mabote, Director of Basic Education and former Provincial Director of Education, Maputo

Ms. Quintéria Mabote, National Director of Technical Education, Ministry of Education

Mr. Joaquim Matavele, Head of Department, Administration, Instituto Nacional de Desenvolvimento da Educação

Mr. Abel Assis, Researcher, INDE

Mr. Carlos Lauchande, Researcher INDE

Ms. Marjaana Pekkola, Financial Advisor, Ministry of Education

Mr. Domingos Uachavo, Head of Planning, Provincial Directorate of Education, Maputo

External agencies

Mr. Markku Kauppinen, Ambassador of Finland

Dr. Kirsi Viisainen, Health Advisor, Embassy of Finland

Ms. Agneta Lind, Swedish International Development Cooperation Agency

Mr. Poul Erik Rasmussen, Advisor, Embassy of Denmark

Dr. Julie Reviere, Program Coordinator, GTZ (German Development Cooperation)

Ms. Ana Rochkovski, First Education Secretary, Embassy of The Netherlands

NEPAL

Mr. Vidyadhar Mallik, Secretary, Ministry of Education and Science

Mr. Ram Sarobar Dubey, Joint Secretary, Planning, MoES

Mr. Satya Bahadur Shrestha, Director General, Department of Education, MoES

Mr. Chuman Singh Basnyat, Joint Secretary, MoES

Mr. John Evans, Technical Advisors, Curriculum Development Center

Mr. Mohan Nyachhyon, Technical Advisors, Curriculum Development Center

External agencies

Mr. Asko Luukkainen, Charge d'Affaires, Embassy of Finland

Ms. Else Moller Nielsen, Councilor, Embassy of Denmark

Mr. Krishna Pandey, Project Implementation Officer, Asian Development Bank
Mr. Leela Upadhayay, Chief of Food for Education unit, World Food Program
Mr. William Affif, Country Program Advisor; World Food Program
Mr. Samphe Lhalungpa, Education officer, UNICEF
Dr. Giap Dang, Advisor, European Commission
Ms. Susan Durston, Advisor, European Commission
Mr. Bimal Shrestha, Advisor, European Commission
Mr. Karsten Jensen, Chief Technical Advisor, Education Sector Advisory Team, Danida
Rajendra Dhoj Joshi, Senior Education Specialist, World Bank
Mr. John Middleton, Senior Education Specialist, World Bank
Krishna Prasad Lamsal, Advisor, JICA
Haruko Kamei, Advisor, JICA

SOUTH AFRICA

Ms. Kirsti Lintonen, Ambassador of Finland
Mr. Duncan Hindle, Deputy Director General, Department of Education, Pretoria
Mr. Ghaleeb Jeppie, Director, International Relations, Department of Education, Pretoria
Ms Lucky Moeketsi, Director Development Support, Department of Education, Pretoria
Ms Trudi van Wyk, Unit Head, Information and Communication Technologies, Department of Education, Pretoria
Dr. Leo Pekkala, SCOPE Team Leader
Ms. Lisa Lind, SCOPE consultant for ICT
Ms. Sai Vayrynen, SCOPE Consultant for Inclusive Education
Ms. Hawa Abass, Unit Head, Inclusive Education, Department of Education, Northern Cape
Ms. Majorie Bosch, Inclusive Education Coordinator for SCOPE, Northern Cape
Mr. M. J. Mpuang, Provincial Coordinator for SCOPE and Executive Assistant of Head of Department, Northern Cape
Dr. T. M. Mashinini, Head of Department, Department of Education, Mpumalanga
Mr. Henry van Zyl, Director, Further Education and Training, Department of Education, Mpumalanga
Ms. Nelly Lekgau, Chief Education Specialist, Inclusive Education, Department of Education, Mpumalanga
Prof. Magi, SCOPE consultant, Department of Education, Mpumalanga
Mr. Greg McPherson, SCOPE consultant, Department of Education, Mpumalanga

Mr. Sagrys van der Merwe, Deputy Chief Education Specialist, Unit of Computers and Education, Department of Education, Mpumalanga

Ms. Nokuthula Mthethwa, Provincial Coordinator for SCOPE, Department of Education, Mpumalanga

ZAMBIA

Ministry of Education

Ms. Barbara Y. Chilangwa, Permanent Secretary

Mr. Fred Brooker, Programme Co-ordinator, Education Sector Support Programme

Dr. Lawrence Musonda, Director of Planning and Information

Mr. Joe Kanyika, Senior Research Officer (counterpart to ESSP PC)

Mr. Arnold Chengo, Sector Office Manger

Mr Bridget Chitambo, Sector Financial Manager

Mrs. Regina Muzamai, Senior Accountant

Mr. Frederick Chitondo, Project Director, TEVETA / FAMR (Finnish NGO project for the handicapped)

Mr. Pascal Chiluba, Senior Buildings Officer, Lusaka Provincial Education Office

Mr. Joseph Nthele, Chief Buildings Officer

Mr. Alfred Sikazwe, Director of Standards and Curriculum & HIV/AIDS Focal Point

External agencies

Ms Tytti Karppinen, Programme Officer, Embassy of Finland

Ms Given Daka, Programme Officer, Royal Netherlands Embassy

Mr. Jack Kalipenta, Programme Officer, KEPA (NGO Service Centre For Development Co-operation, Finland)

Mr. Esa Salminen, Liaison Officer, KEPA

Ms. Miyanda Kwambwa, Education Manager, Advisor, Ireland Aid

Mr. Tanja Zebroff, Education Advisor, DfID

OTHERS

Mr. Bernard Hugonnier, Deputy Director, Directorate for Education, OECD

Ms. Sissal Volan, Senior Advisor, NORAD

Mr. Ingemar Gustafsson, Sida

Annex 4. Country case studies

Bosnia-Herzegovina

Jeanne Moulton

Purpose of this case study

This case study of Bosnia and Herzegovina (BiH)³⁸ contributes to the overall evaluation by providing information on impact and relevance of Finland's development cooperation in that country. The core questions of the case study are:

- What is the relevance of Finland's cooperation to Bosnia and Herzegovina's development goals and to Finland's goals?
- How effectively has Finland cooperated with the government and with other international funding agencies?
- What have been the impact of Finland's intervention and the sustainability of the benefits it has provided?
- How is Finland's participation perceived by its partners in development cooperation in Bosnia and Herzegovina?

Methodology

The study is based on a review of documents provided by Finland's Ministry of Foreign Affairs and others furnished in Bosnia and Herzegovina by officials of government and international funding agencies. It also draws heavily from interviews with government and funding agency officials conducted during the week of September 15–19, which were arranged by the Federal Ministry of Education and Science. Interviews took place in Sarajevo, Banja Luka, and Mostar with government officials in the two entities, the state government, university faculty, school principals and teachers, and staff of international development partners.

Background

Purpose and strategy of the project

The Finnish-supported Teacher Education and Professional Development project (TEPD) began on September 1, 2000, and concluded in the late summer of 2003. The project budget was 2 million euros. The purpose of the project was to "enable a core group of 50 to 60 teacher educators to develop their skills in initial teacher education and professional development."³⁹ These educators, many of whom train teachers, were expected to have a multiplier effect. The project had two components:

³⁸ The various parts of the government and people of Bosnia and Herzegovina can be confusing. In this document, we follow convention and sometimes refer to the state of Bosnia and Herzegovina as BiH. The state comprises two Entities, the Federation of Bosnia and Herzegovina, which we call "the Federation," and the Republika Srpska, which we call "the Republika." The general term for the people of the state is "Bosnians," and the term for the cultural group is "Bosniaks" (the others are Croatians and Serbians).

³⁹ Ministry of Foreign Affairs of Finland, Ministry of Foreign Affairs of Bosnia and Herzegovina (March 2000), *Teacher education and professional development (TEPD) Programme Document*.

1. *Professional Development*: training educators, school pedagogues⁴⁰, and teachers at universities and pedagogical academies and representatives of their partner schools in “individualism and inclusion” in education. Seminars were in-service training for teacher educators and teachers. There were two cycles of training, each held over the course of a year. Each cycle gave three seminars of three days (held on weekends). Between seminars, participants conducted action research projects and in other ways applied what they were learning. A seven-day seminar was held in Finland.
2. Establishing a *Master’s Degree program* at the University of Sarajevo’s Faculty of Education in teacher education with an emphasis on this subject. The program was a cooperative effort of the University of Sarajevo and Finland’s University of Joensuu.

“Individualism and inclusion” means “developing mainstream schools to provide learning support for pupils with sensory, physical and mental disabilities, learning challenges (e.g., gifted pupils), and/or learning disadvantages.” The latter include children whose learning has been impaired through traumas created by the war and refugee children returning from different countries.⁴¹

A broader goal of the project, one that is central to Finland’s international development cooperation program, was to “contribute to the promotion of peace and democracy.” The strategy for this was to establish among teacher educators and graduate students throughout the country a continuing dialogue about special needs and inclusive education. It would also expose them to successful pilot projects in BiH and in Finland and create long-lasting linkages between Finnish institutions and Bosnian educators.

The project’s first component (Professional Development) had five sets of activities:

- A series of high-level professional seminars in teacher education, including a visit to Finland and visiting lecturers from Finland
- Classroom-based research
- A resource base on innovation in education in BiH
- A journal on teacher education
- A network using intranet and internet.

Pre-project assessment and design

The project was developed on the basis of fact-finding missions undertaken in June and September-October 1999. The missions called attention to the social and economic conditions of BiH that would make the project challenging and complex. First, both the Federation of Bosnia and Herzegovina and the Republika Srpska are spread out geographically in a mountainous country, making communications and administration difficult. The Federation has limited authority over the ten cantons it comprises, each with its own legislative and executive powers over education. Second, education has become a highly politicized issue within a country wounded by recent and historical intercultural conflicts. Third, universities are not autonomous academic institutions but work under their respective cantons or the Republika ministry.

⁴⁰ Most but not all schools have a pedagogue, who provide professional support to teachers and are responsible for pedagogical – as opposed to administrative – matters at the school.

⁴¹ *Ibid*

From a professional-technical perspective, the project was also situated in a difficult context. Pre-service teacher education needed to be “brought in line with modern European thinking, approaches, and standards,” not only in terms of special education, but more generally. It also needed to be rationalized, or coordinated more efficiently throughout the institutions in which it was provided. In 1998, universities or faculties in Banja Luka, Mostar, Sarajevo, and Tuzla offered courses for teachers in grades 4–12, but only in Tuzla did these include instruction in special education. Pedagogical academies in Bihac, Mostar, and Sarajevo offered courses in grades 1–8, and religious schools in three cities also offered teacher training. Qualified teaching staff are inadequate; the “structure, content, and approach is too subject-based and provides little professional preparation; and long-term curricular and structural reform is needed.”⁴²

Mid-term assessments of implementation

In June 2001, the new leader of the project filed a report on the transition to his leadership. As a result of the change in leadership, project implementation was delayed for about four months and staff relations were poor. He presented a plan for solving these problems and an initial positive report on progress.

The official mid-term report was presented in April 2002 by consultants Juho Uusihakala, Birgit Dyssegaard, and Sanna Voipio.⁴³ The report reiterates the delays caused by a change in project leadership. It also cites problems linked to unclear objectives and related activities and a projected gap between funding required and that budgeted. More specifically, Component 1, Professional Development, had just completed the first of two cycles of seminars. The evaluators concluded that seminar objectives and action-research assignments needed to be more carefully planned and the research itself more closely monitored. It questioned the justification of a study visit to Finland. Component 2, the master’s degree program, was far enough behind scheduled that to make it unlikely that all—or indeed any—of the participating students would complete their degree within the timeframe of the project (by September 2003). It posed the alternatives of canceling the program, offering a shorter specialization degree, or allocating more resources to expand the timeframe and allow more students to complete the master’s degree. The evaluators also proposed adding a third component to the project, establishment of an Education Resource Center.

Current situation and future plans

The TEPD project has just been completed, and project staff members have departed. Finland sent consultants to Bosnia and Herzegovina in the fall of 2002 to design a second project, which aims to “contribute to the improvement of the quality of education by developing educational policymaking, administration and school management to facilitate the implementation of the Shared Modernization Strategy.”⁴⁴ It will also build on and extend the achievements of the first project by continuing support to inclusive education as part of the SMS.⁴⁵ The new program will base some activities at the Distance Learning Center at the University of Sarajevo, using its ICT resources to train administrators in all education ministries

⁴² *Ibid*

⁴³ *Teacher education and professional development program: Mid-term review report, 30/04/00.*

⁴⁴ *Programme for Finnish Cooperation in the education sector of Bosnia and Herzegovina, 2003–2005/6 (October 2002).*

⁴⁵ *Ibid*

and primary school management teams. It will also be based at centers in Mostar, Tuzla, and Sarajevo. The project is expected to commence in January 2004.

Relevance of the project

The project was directly relevant to both Finland's development cooperation goals and Bosnia and Herzegovina's education sector goals.

Relevance to Finland's goals

Peace and democracy. The development cooperation goal to which this project is expected to contribute is the building of peace and democracy. While a project in inclusive and individualized education may seem remote from this goal, the project design had an explicit strategy for linking the two. It was to bring together educators from the main political and cultural factions of the country in series of seminars and workshops. It would encourage them to work together and to share experiences in their professional development.

Did the project implement this strategy successfully? Most, but not all, participants were emphatic that bringing together pedagogues from across cultural groups was effective in promoting peace and democracy at a professional level if not a political one. The project promoted professionalism over ethnic and political lines. Participants from the different groups worked well together. Anecdotal evidence showed that school principals from neighboring, but culturally different, districts became friends and colleagues. The project's success in building professional relationships across borders is attributed to the high quality of its curriculum and methods and the depth and length of Finland's commitment. In contrast, other peace-promoting interventions in schools by international groups have been brief and superficial. The strategy of Finland's project also stands in contrast to that of the collective effort begun by the Organization for Security and Cooperation in Europe (OSCE), for example, which is working with governments to standardize curricula, especially history, and to culturally integrate schools.

The TEPD was limited by its size in the extent it could bring people together. It engaged fewer than 100 people. Its effects were in the professional sphere, not the political one. Skeptical comments came from some educators in the Republika, who hesitated to say that the methodology had promoted better working relationships between the two Entities. Yet their colleagues in the Federation believed that working relationships had been good, and some neutral observers commented that the perception expressed by Republikans reflected the usual attitude toward cross-Entity programs.

Gender. Improving gender equity is an important theme of Finland's development cooperation, though it was not an explicit goal of this project. Yet, the project did promote gender equity. In July 2003 the new education law gave schools the authority to enforce equitable treatment of all students, and the classroom methods conveyed by the project helped teachers recognize gender and other inequities and respond to them. One educator also remarked that increased support by schools of children with disabilities helped relieve mothers, who are usually responsible for the care of these children, of their guilt from not knowing what to do (the project gave workshops for parents of children with disabilities).

The project kept a gender balance in all its activities: in the recruiting of master's degree students, seminar participants, project staff, advisory boards, and guest lecturers and tutors. According to the TEPD draft final report, gender issues were integrated in the seminar program, and representatives from Finland's Gender Equity and Equality Program were invited as lecturers.

Relevance to Bosnia's goals

Peace and democracy. Bosnia and Herzegovina also has a political goal, under much pressure from the international community, to build peace and democracy among its scarred and embattled people. This small project contributed to that goal.

Teacher performance. During the project design phase, the main interest among Bosnian educators in Finland's project was in improving the performance of teachers through training. They readily reached an intersection with the project designers in training teachers in methods of inclusive education, because that training would have generalized effects on improving teachers' performance.

Inclusive and individualized education. Educators were also eager to learn more about inclusive education, which was an important principle of the state's education reform (the other principles are Education for All, school autonomy, equity, democracy, and individualism). Thus the project coincided with the education reform, and inclusion was emphasized in the language of that reform. The Bosnians also insisted in integrating the inclusion concept with the concept of individualism; and the Finnish project participants adapted to that request. No other international agency was focusing support on the inclusion of underserved populations, particularly refugee and Roma children and, again, Finnish support was able to include those groups in its target, along with children with disabilities and gifted children. Finland's project complemented those of other international agencies, such as the prominent European Commission project, which has been helping improve quality and modernize education.

Coordination and management

Coordination and management issues fall into three categories: those related to Finland's cooperation with Bosnian officials in the project design and implementation; those related to coordination within the international community; and those related to project management.

Coordination among governments and participants

The project was designed in view of the hostilities among political/cultural groups and the importance of maximizing coordination and cooperation among these groups. It also intended to clearly define responsibilities at the political, managerial, and implementation levels. Thus, the following units were established:

- A Supervisory Board (SVB) comprised of representatives of the two ministries of foreign affairs and the OHR, with the project Team Leader as secretary. The SVB was responsible for policy matters and approval of quarterly reports and annual plans
- A Steering Committee (SC) comprised of representatives of the implementing agencies (the ministries of education, the Federation and the Republika, the university's Faculty of Education, other teacher education institutions, and the partner schools, ensured broad and regular participation, and it would monitor the project.
- The Project Team of paid staff who reported to the Team Leader, a Finnish technical assistant. These people constituted the Program Office.
- A Teacher Education Advisory Board (TEAB) represented the views of participants in the Professional Development component. (A representative of the TEAB was also on the Steering Committee).
- A Master's Degree Advisory Board (MAAB) represented stakeholders in that program and also had a representative on the TEAB.

- An Internal Steering Group (ISG) within the University Faculty worked with BiH and Finnish partners to plan, implement, and evaluate program elements.

The representatives from the Federation's ministry of education had little authority over the canton ministries within the federation. Project activities did not operate at the canton level, however, but in the schools, so that coordination was through the seminars in which selected participants were brought together. Both the Steering Committee and the Supervisory Board had active representation from each cultural group (Bosniak, Croatian, and Serbian), and these three selected the Bosniak representative as chair.

The Steering Committee had access to the budget and opportunities to influence it. For example, the committee made the decision on how to reduce expenses when the budget proved to be tight. The Federation members of the Board and Steering Committee reported total satisfaction with communication and cooperation with Finland and agreed that there was "open communication on all problems." According to the director of the master's degree program, there was "fifty-fifty cooperation in planning and implementation." An important case in point is that Finland was willing to extend its concept of inclusion to incorporate the concept of individualism, which is important to both the university and the broader education sector in Bosnia and Herzegovina.

A mildly dissenting voice in the praises of Finland's cooperative spirit came, again, from educators in the Republika, who felt that, due to the project's "centralization in Sarajevo," information and materials arrived late, short notice was given on meetings, and decisions were made without their input." This Serbian group requested that in the future a project office be placed in Banja Luka and that they get a larger share of the budget and authority to manage it. They saw a need for better communication and coordination, though they did not want to "polarize" the project.⁴⁶

Coordination among the international community

The international community has been active in restoring and developing the education sector of Bosnia and Herzegovina. Both the Federation and the Republika have expressed serious intentions to become part of the European community, so they are motivated to cooperate closely with Europe-based agencies. The international community is also making some efforts to coordinate its activities in the education sector, though at present these seem to be in a formative stage.

Formal cooperation among the international agencies has taken place in two forums. The Office of the High Representative (OHR), which has political authority over the government, has recently turned over responsibility for coordinating international support to education to the Organization for Security and Cooperation in Europe (OSCE). The OSCE has organized the Education Issue Set Steering Group (ESSIG) and subordinate Working Groups around various

⁴⁶ These requests were expressed to our evaluation team, which seemed to think we might have a say in the design of the next project. They wanted an arrangement similar to that of the World Bank, which gives them more independent authority. The World Bank, however, did not recommend its own model; it uses it only because of political necessity; it is "not advantageous." Moreover, the Republika had not voiced complaints to the TEPD Steering Committee or the Board during the three-year project, so it is difficult to believe that this was a vital issue for them. The evaluators attempted to learn whether other participants outside of Sarajevo felt removed from project management, but this was not possible.

components of the education reform. The ESSIG is made up of heads of international organizations involved in education, including the OSCE, OHR, UNESCO, UNICEF, UNHCR, the European Commission (EC), the Council of Europe, the US Embassy/Civitas and the World Bank. The OSCE has invited Finland representatives to participate in two of the working groups (primary and secondary education, and management), though Finland is not part of the ESSIG. A representative of the OSCE is a member of the TEPD Board.

Before the OSCE stepped into an official coordinating role, cooperation among international agencies was led by the EC. The participating agencies produced an agreement with all the ministries on a Shared Modernization Strategy (SMS), which outlined education reform priorities. The agreement on strategy was signed in June 2001 by the two Entity ministers and multinational partner agencies. Finland was the only bilateral agency actively engaged in forging and signing the agreement.

Donors give mixed signals about the status of cooperation among governments and international agencies. The SMS of 2001 proposed a Sector-Wide Approach program (SWAp), which had been discussed with government and the international community. By fall 2003, however, there was not much discussion of a SWAp, and one donor representative said that there is little demand for such an arrangement from the ministries.

The transition to OSCE coordination also followed a reduction in size of international support to Bosnia and Herzegovina, as emergency conditions were alleviated and the international community turned its attention elsewhere. Among the international partners, there was some dissatisfaction with the OSCE's takeover of coordination responsibilities. Finland, which was represented by the TEPD project director, on behalf of the embassy, was not invited to join at the highest level of cooperation. Since the termination of that project, Finland has not actively participated in OSCE activities. Finland's participation in the SMS is also in abeyance between projects, though the EC expects to cooperate closely with Finland in its next project. The next project includes a management component, in addition to continuing work in inclusion; the decision by Finland to take on management was influenced by its cooperation with the EC and other agencies.

Finland's participation in the efforts led by the EC and by the OSCE are officially led by the ambassador, but in her absence some duties are delegated to the TEPD project director. This arrangement has revealed two minor problems. One is the gap in active participation caused by the hiatus between projects. The other, which is a more systemic problem, is the conflict of interest latent in the combining of a project director role and an embassy representative role. A project director is accountable to the ministries of Bosnia and Herzegovina and project participants, while an embassy representative is accountable to Finland's Ministry of Foreign Affairs. Although the evaluation team did not hear of particular incidents that manifested this conflict, the potential is there, particularly while international agencies are vying for position, which seems to be the current situation.

The international community in the education sector is small, and people know each other. There appear to be some strains within the group. There is general respect for how Finland's team managed the project and cooperated with other donors and lenders. Though donors and lenders in the sector do not appear to be working entirely cohesively toward active cooperation (OSCE's working groups notwithstanding), the EC seems to want to continue a close working relationship with Finland.

Project management

Viewed in the context of Finland's cooperation with its partners, no significant project management problems are apparent. Both the project director and deputy were replaced after the first year, but the new staff managed to keep the project on track, with no lasting consequences. Mild complaints were voiced by BiH participants about the paperwork entailed with reporting, the imbalance between the salaries of Finnish and Bosnian faculty, and the occasional delays in funds due to the accounting method. The Steering Committee felt left with a large burden of responsibility when the project director left Bosnia and Herzegovina prematurely, but they were capable of closing the project on their own. The chair of the Steering Committee has requested that in the next project local people be given more project managerial roles.

Overseeing of the project by the ambassador and short-term missions from the Ministry of Foreign Affairs were appreciated, particularly the respectful style of all individuals from Finland.

Impact

Achievements

The project has resulted in tangible achievements and made a significant impact on a core group of schools and other education institutions.

Participants in both entities agreed that the project was successful. Nearly everything planned was achieved; exceptions were significant delays in students' completion of the master's degree program (students are expected to complete in December) and an insufficient budget to purchase some planned technology equipment.

The main achievements are

- An Education Resource Development Center at the education faculty of the University of Sarajevo;
- In-house teacher training units in 24 partner schools;
- A core group of 25 teacher educators and 50 school pedagogues and teachers who have mastered in theory and practice, according to European standards, the concept of inclusive and individualized education and received materials and practice;
- Fourteen master's degrees in inclusive and individualized education, constituting a core group of researchers, advocates, and practitioners;
- A textbook (Anthology on Inclusive Education for the Education of Teachers) published and about to be distributed to all schools;
- A videotape on best practices in inclusive education;
- Field-based research in new approaches to teacher education;
- On-going professional exchange of research and experience in teacher education;
- A proposal to the minister for extensive, continuous in-service teacher training, which would include structural changes, a curriculum, and professional development activities using inclusive education methods;
- Three demonstration schools in each of ten cantons and the Republika;
- Regional projects organized by some participating schools and outreach to neighboring schools by a few other participating schools.

Integration of project achievements into the system

The project has also had a deeper level impact on the education system. Participants are proud that they now have a teacher training curriculum and program compatible with European standards.

Component 1. School directors and teachers who participated in seminars now think in a different way about children with special needs. The methods conveyed in the TEPD seminars have been well received by teachers and schools. They have learned to mainstream special needs children, to organize classrooms, manage group work and to pay attention to individual needs. They have professional materials and skills that are based on research and sound practice. Some schools have applied what they learned about inclusive education to work with Roma children, whose home culture sometimes leads to special needs in school. Teachers say they have also learned useful ways of diagnosing and dealing with children who have been traumatized by war, though they do not have the resources to meet all these needs. One school principal described how the school now welcomes all neighborhood children.

Educators in the Republika Srpska were able to integrate what they learned from TEPD into their schools and their pedagogical institute. In their view, the Republika may have benefited less from the project than the Federation did, as educators in the Republika were already aware of special education issues and had set goals of improving special education, but the project has helped them move toward this goal. The University of Banja Luka gave a three-day seminar for all schools in inclusive education and has published papers and given a set to each school.

An important indicator of the impact of the TEPD program is that some schools have begun to apply the methods it introduced to other activities.

Component 2. The master's degree program is expected to have strong impact on the education system through the fourteen graduates, who will be easily employed and much in demand. Candidates in the program were selected on the basis of merit, as demonstrated in their applications, and came from a wide range of institutions, including primary schools, the universities of Sarajevo and Tuzla, a pedagogical academy, the Ministry of Labor, and an Islamic theological faculty. The University of Tuzla's Department of Defectology, which is the only professional school dealing with special needs education, has resolved to change its approach and will incorporate what was taught in the master's degree program.

The University of Sarajevo does not expect to repeat the master's degree program in the near future, since most such programs in education are organized on a one-time basis. But it will influence policy through its graduates and through the textbook it has compiled of lectures and other teaching materials. The director of the program is confident that the university could implement the program, or some version of it, if the opportunity arises.

TEPD as a whole. The project as a whole has had an impact on education policy at the state level, where an education law has been instituted and education reform policies are in draft. Both of these documents refer upfront to inclusive education as an important principle. In sum, our sampling of interviews with administrators, school principals, and teachers generated fairly consistent testimonies that TEPD has had a significant impact on most participants and has influenced their practices in inclusive education.

Sustainability

Sustaining the benefits of TEPD

Four aspects of the TEPD strategy contribute to its sustainability. First, the high caliber of instruction and materials led participants in both project components to take seriously what they were taught and to be willing and able to apply theory to practice. As mentioned above, at least some have mastered the concepts and methods well enough to teach them to their peers. Some who were “learners” in the first round of training became mentors in the second round. Many “learners” helped conduct workshops in and around their schools. Second, the approach was systemic, reaching practitioners at all lower levels—teachers, principals, pedagogical institutes—as well as academics (through the master’s degree program). It also reached into every canton and entity, bringing professionals together across political divides. Third, it created a critical mass of people in the system who are well informed and poised to share information and skills with others.

Finally, key participants stated emphatically that they had “ownership” of the project; it was their project, which Finland helped them to implement. They seemed confident that the project had instilled knowledge, skills, and attitudes that would not disappear. The draft final report on TEPD indicates that participants were closely involved as providers as well as receivers of skills and knowledge. These participants include faculty members and educators who served as mentors for action research groups, members of advisory bodies, and working groups organized by the advisory bodies. Working groups developed curricula for seminars and monitored and evaluated the seminar cycles; they were authors of chapters in the anthology and other articles presented at a conference. Some of the participants developed the proposal for in-service teacher training. The Teacher Education Advisory Board became a driving force in the Professional Development Component (component 1); it evaluated the first cycle and was heavily involved in the development of the curriculum and monitoring of the second cycle. The Internal Steering Group of the master’s degree program contributed significantly to the development of that program.

At this time, however, most of those interviewed believe that additional activities are needed to ensure that the benefits of the project will endure. Many recent projects in Bosnia and Herzegovina that have introduced new skills and information at the school level have not been sustained because they have not reached up to the canton ministry level, where policies are adopted and funds committed. These ministries are difficult to influence, because their staff are administrative, not technical specialists, and they do not engage the systems in policy dialogues or discussions of strategies and practices. Yet schools need the backing of ministries to institute policies and practices of inclusive education. For example, schools want more professional help from experts in special education for diagnosing and addressing needs of children with severe disabilities. Yet present policy continues to fund special schools for this purpose rather than assistance for teachers in mainstreaming more children with mild and severe disabilities, including those traumatized by war.

If Finland were to end its support now, only 25 schools would be able to sustain the benefits. Participants believe that a second project is needed to extend support upward into the canton ministries as well as to many more schools. The timing is right for this to happen, as the EC is beginning to extend its policy work downward from the state level into ministries at the canton level; thus, TEPD and the EC could collaborate at this level. In line with this strategy, the EC has recommended to Finland that its next project include a management component as well as

an inclusive education component. The project as a whole would help the system at all levels plan, allocate, and manage resources for in instructional strategy based on the principles of inclusion and individualization.

Sustaining Bosnia's education reform

Ultimately, the benefits of TEPD must be sustained within the broader reforms of education and governments' capacity to manage these reforms without international assistance. Some in the international community believe that Bosnia and Herzegovina will be too poor for some time to pay for new initiatives. In their view, donors will need to continue investing in the current generation of students.

A report from OHR and OSCE in June 2003 summarizes the status of cooperation between governments and international agencies as follows:

Overall, education reform in Bosnia and Herzegovina has significantly, albeit too slowly in some important respects, been moving ahead. The Education Reform Agenda has made reform an urgent priority; education stakeholders including school directors, teachers, pedagogical institute representatives and students are involved in the process; and several instruments such as the Coordination Board for the Interim Agreement on Returnee Children and the Common Core Curriculum Steering Board, have been established to facilitate local authority ownership in the implementation process. Unfortunately, the international community remains the driving force behind ensuring that reform happens, and happens across BiH for all students. Information on reform efforts is rarely forthcoming from local authorities to school directors, teacher unions, students and the general public, and a large bulk of the work is done either behind the scenes by the international community or through its projects. If the international community stops pushing and providing significant financing for the reform process, one may legitimately fear that education reform will stagnate.⁴⁷

The situation may be different in the Republika, where educators believe they are more advanced in pedagogy. They feel that while their participation in TEPD became marginal over the course of the project, because of their strong university program they have the means to support inclusive education. They would like continued support from Finland, but they would prefer more independent authority and financing from the Federation.

Yet the Republika, as well as the Federation, suffer from an inadequate capacity to absorb the current level of international cooperation. The draft final TEPD report (June 2003) suggests that there are not enough competent people at the ministerial levels within the two Entities to support the reform processes of both the EC project and the OSCE effort. This implies, first, that the donor community needs to become more efficient and collaborative in its support and, second, that the ministries need a higher level of competence before reforms, including the institutionalization of inclusive education, can be sustained.

⁴⁷ *Education Reform Agenda: An Update, June 2003.*

Perceptions of Finland's assistance

All those interviewed who had worked with experts and consultants from Finland were full of praise. Finnish people are seen as “educated and competent.” They are trustworthy, especially as they are neutral in the political disputes within Bosnia and Herzegovina, whereas some other European countries are viewed as partisan. The Finns are sympathetic to the needs of BiH; “they haven’t forgotten their past.” In assessing their approach to the project, people reported that Finland did an extensive and careful assessment of how to intervene in the sector. They “went to great lengths to identify a proper area of cooperation.” In regard to the planning of the second project, however, some interviewees said that they had been consulted and their recommendations taken; but another said he was “more informed than consulted.” During project implementation, the Finland team appeared “genuinely interested” in the Bosnian education system and its needs, and they frequently took proposals made by their Bosnian colleagues. “Finns know that a project is a process in which we participated as equals.” “We were always treated as a partner.”

Sometimes Finland’s project was compared to those of other international agencies and deemed more professional than the others. The study tour in Finland received high marks. Participants received lots of information and materials, and the professors were always available to talk with them.

Need for a policy document

In response to the question of whether Finland needs an education policy document, the overwhelming opinion was that such a document is not needed. Federation ministry representatives see Finland as supporting the ministry in the implementation of its own project, with no policies of its own to propose. “Policies that are inflexible interfere with reality on the ground.” Similarly, international agencies did not see how a policy document would be useful, and it might narrow Finland’s perspective on issues and choices.

Two people commented, however, that Finland’s project deserved more publicity, and that perhaps something in the form of a policy document could serve this purpose. One person interviewed thought that a policy document would make it easier for Finland and its potential partners to explore common goals and interests.

Summary and recommendations

We summarize our findings on the main questions of the study and offer recommendations on issues that need resolution.

- What is the relevance of Finland’s cooperation to Bosnia and Herzegovina’s development goals and to Finland’s goals? Inclusive education was high priority for the state prior to Finland’s intervention, and the project seems to have elevated its status even further. On Finland’s side, its goal of building democracy and peace is extremely pertinent to Bosnia and Herzegovina today, and many of those who participated in the project or observed its execution believe that bringing together professionals from across political borders has made a substantial contribution to peace-making.

- How effectively has Finland cooperated with the government and with other international funding agencies? Officials from the Federation ministry of education experienced intensely close cooperation with the Finns who were in BiH and those with whom they worked in Finland. Representatives of all other international funding agencies praised Finland's project, though the agencies do not seem to work together yet as a group, and Finland has so far not become an active member of the collaborative effort that the OSCE is organizing.
- What have been the impact of Finland's intervention and the sustainability of the benefits it has provided? The TEPD has decisively changed attitudes and practices among most of the schools and educators who participated in the project. These were limited in number however (about 75), so the impact of the project on school systems throughout the state is on a small scale. Officials in Bosnia and Herzegovina are expecting the second Finland project to broaden its impact and increase its sustainability. Many believe that until the project has successfully worked at the level of ministry cantons, it will not be sustainable.
- How is Finland's participation perceived by its partners in development cooperation in Bosnia? Finland is praised for treating its partners with respect and allowing them to participate as equals in planning, implementation, and evaluation. The Finns are seen as politically neutral, as experts in education, and as sympathetic to the Bosnians who are serious about reforming their system.

Based on conclusions from its week with ministry and international educators in BiH, the evaluation team has some recommendations on future decisions and activities.

- Those who participated in TEPD are eagerly awaiting the second project. Finland should ensure that this project begins as soon as possible.
- Because there is no single ministry of education in Bosnia and Herzegovina, the TEPD project has engaged stakeholders at the state level (Bosnia and Herzegovina) and at the entity level (Federation of Bosnia and Herzegovina and the Republika Srpska). In the next project, we recommend that the project also work at the level of canton ministries. And it was recommended in our interviews that at the state level the project develop a relationship with the Ministry of Civil Affairs, which has responsibility for education and is thought to be active and progressive.
- There is mixed opinion among the donors on whether Finland should include a management component in its next project. The EC urged Finland to do this a means of helping canton governments institutionalize and manage inclusive education. The OSCE thinks that the EC and World Bank are working in management and that Finland's activities in this area would result in duplication of effort. Our sense is that Bosnia and Herzegovina would benefit from Finland's working in management at this level in cooperation with the EC's TAER project.

- Finland's Ministry of Foreign Affairs considers its development cooperation in education in BiH to be a short-term program. Yet much remains to be done in the sector before real reforms in Bosnia and Herzegovina's education systems are sustainable. The OSCE seems interested in helping international agencies move toward co-funding a project. We recommend that Finland consider longer-term cooperation in BiH and work with the other international agencies to determine what kind of timeframe is needed in development cooperation and how they might work together more closely during that timeframe.
- Those who participated in TEPD are proud of their professional relationships with educators in Finland and the high standards that Finland's project set for their work. Building on the success of TEPD in bringing educators together across cultural borders, Finland might consider a regional project in inclusive education (bringing in Croatia and Serbia). We were advised that these professional networks are valuable to educators and that they contribute to international tolerance and cooperation.
- Two international agency representatives expressed the view that, given the excellent quality and success of Finland's project, its profile is too low. They recommended, and we concur, that Finland develop a public relations component in its project to make more people aware of the importance of inclusion and the tools offered by the project.

Interviews

Ministry for Foreign Affairs of Bosnia and Herzegovina

Mirza Pinjo (Minister-Counsellor), Federation of Bosnia and Herzegovina: Federal Ministry of Education, Science, Culture and Sport

Prof. Zijad Pasic (Minister)

Dr. Hasnija Muratovic (Adviser for Education Development)

Ms. Mira Merlo (Adviser for Education Development)

Republika Srpska: Ministry of Education

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Ms. Dragana Lukic-Domuz (Advisor for International Programs)

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Dr. Adila Kreso, Masters Degree programme director, Faculty of Philosophy, Sarajevo University

Grabavica 1 School

Suada Sultanovic (Director)

Nafisa Daotovic (Pedagogue)

OHR (Office of the High Representative)

Ms. Daria Duilovic (Appointed Member of the OHR to the SVB of the TEPD)

OSCE (Organization for Security and Cooperation in Europe)

Mr. Claude Kieffer (Deputy Director of Education Department)

Dr. Falk Pingel (Director of Education Department)

Delegation of the European Commission to Bosnia and Herzegovina

Ms. Jadranka Ruvic (Programme officer)

World Bank

Ms. Zorica Lesic (Education officer)

Mostar Elementary Schools, East and West

School principals, teacher, Director of the Pedagogical Institute

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Mozambique

Ndalele Nhavoto

1: FINNISH SUPPORT TO THE EDUCATION SECTOR

Introduction

Finland's assistance to Mozambique started before independence, particularly through NGOs, which provided support to the Mozambique Liberation Front (FRELIMO). At the time, Finnish NGO's gave diplomatic, material and non-military support to FRELIMO in its struggle for liberation from Portuguese colonialism. Since independence, Finland has been an important partner in development programmes in Mozambique. Areas covered by cooperation with Finland include education, health, water, roads, energy and good governance.

Bilateral cooperation in the education sector only started in 1990 and was translated into the following projects and programmes:

- SATIM I – Support to Agricultural Training in Mozambique, 1990–1995
- SATIM II – Support to Agricultural Training in Mozambique, 1995–1999
- Education Sector Support Program (PASE), 1997–2001
- Support to Chimoio Agricultural Institute (IAC), 1998–2002 (within the context of a SADC project).

The Table below summarises the main the objectives, activities and identified outcomes of projects supported by Finnish Aid to the education sector in Mozambique:

PROJECTS/ PROGRAMS	OBJECTIVES	ACTIVITIES	OUTCOMES
SATIM I-II:	<ul style="list-style-type: none"> • Training of mid- level agricultural technicians • Improved administration and management of the institute • Increased participation in agricultural research and experimentation by the institute • Renovation of the institution's facilities • Improved administration and management of the institute • Establishment of teacher training courses for agricultural teachers • Increased participation in agricultural research and experimentation by the institute 	<ul style="list-style-type: none"> • Infrastructure development (construction and rehabilitation) • Curriculum development • Teacher training • Teaching materials for the Institutes' libraries • Acquisition of vehicles • Support to the Institute's production farm • Exchange of experience with similar institution 	<ul style="list-style-type: none"> • More than 500 mid-level agricultural technicians have graduated from IAB • More than 160 trained teachers • Revision and curricular development made both in IAC and IAB • Exchange of experiences took place during visits to South Africa, Swaziland and Zimbabwe • Teachers turned into production agents through participation in the school farm • New teaching materials (books and equipment) were acquired and allocated
PASE	<ul style="list-style-type: none"> • Reinforcement of Primary and Secondary levels of education • Institutional capacity building • Improved Education administration capacity in Maputo • Teacher training for Maputo • Improved capacity to evaluate the quality of education supplied • School rehabilitation and construction • Rehabilitation and construction of teacher houses • Support to the maintenance of school facilities 	<ul style="list-style-type: none"> • In-Service Training of primary teachers using distance education • Assessment of students' skills and abilities at national level • Training of personnel in research methodology related to students achievement 	<ul style="list-style-type: none"> • More than 120 classrooms built or rebuilt • One secondary school rebuilt and expanded (Moamba district) • Training of primary and secondary school principals and deputy principals • Primary teachers trained in IAP • Vehicles and diverse equipment allocated to DPE and DDEs • Improvement in female promotion and retention rates in secondary education from 35 to 48% • Promotion rates increased from 50 to 70% • Female drop-out rates decreased from 8 to 3 % • Students abilities and skills researched by INDE
IAC	<ul style="list-style-type: none"> • Training of mid- level agricultural technicians • Improved administration and management of the institute • Increased participation in agricultural research and experimentation by the institute • Renovation of the institution's facilities • Improved administration and management of the institute 	<ul style="list-style-type: none"> • Infrastructure development (construction and rehabilitation) • Curriculum development • Teacher training • Teaching materials for Institute libraries • Transport acquisition • Exchange of experience with similar institutions 	<ul style="list-style-type: none"> • Physical infrastructures have been upgraded • Better use of administration and management skills • Teacher in-service training implemented

Synergy and Alignment with National Education Policy Priorities

Finland/MFA has spread its support across different but interrelated projects, the choice being informed by the perceived economic needs of the country in terms of economic development and poverty alleviation. To this end, agriculture and education were identified as priority areas in the cooperation between the two countries. Regarding SATIM I – II, like other Nordic countries (Denmark, Iceland, Norway and Sweden), Finland gave assistance to the agricultural sector of the country through the Mozambique Nordic Agricultural Program (MONAP). Once this program was completed, the Finnish government showed its interest in assisting this sector in the area of capacity building, particularly the training of agricultural technicians. The assistance given to IAC was included when assistance was being provided to the Forestry sector, one of the SADC projects.

Agricultural training institutions are of the utmost importance for the Mozambican government as eighty percent of the population live in rural areas where agriculture is the main economic resource. Nonetheless, most of the government's international partners at that time, except Sweden and Denmark, did not fund Technical and Vocational Education. Finnish support and assistance to the government, therefore, came at a time when the other foreign partners were withdrawing support for Technical and Vocational Education.

PASE also had a rationale linked to Mozambique's national priorities. Consultations and interviews in Maputo Province showed that once the assistance to Agricultural Institutes came to an end, Basic Education remained the main area for cooperation. The decision to concentrate most of the assistance in Maputo Province was based on the fact that civil war had destroyed more than 50% of the schools in the province, a situation that compromised access to education.

Comparison with other donors

Such comparisons require attention to several issues: distribution of external aid; mode of funding; amount of support; and change of attitudes or approach.

Distribution of external aid

Lack of data makes it impossible to establish a detailed comparison between Finland and other donors in terms of scope and distribution of funding. However, available data indicates that Finland is on a par with Sweden and Denmark, two of the major partners in bilateral cooperation with Mozambique's educational sector. What seems special to Mozambique, compared to South Africa and Zambia, is the distribution of external aid according to provinces, in what appears to be almost a donor partition of the country. This is how donors are distributed throughout the provinces of Mozambique:

- Danida: Tete , Zambezia and Cabo Delgado
- Netherlands: Nampula
- Ireland and Sweden: Niassa
- GTZ: Manica, Sofala and Inhambane
- Ireland: Inhambane
- Finland/MFA: Maputo Province
- Netherlands and Japan: Gaza Province in the near future.

UNICEF has been working in Gaza (two districts), as well as Inhambane, Sofala, Manica, Zambezia and Nampula Provinces. Maputo Province does not have a concentration of donor support in the education sector from the international partners although GTZ, DANIDA and the World Bank might soon extend their support to technical-professional education.

The division of the country by donors was one of the most contested issues during the fieldwork, due to the fact that both the use of a program approach and the establishment of pooling mechanisms make this division old fashioned and unnecessary, and remove the advantages of added performance due to competition between the donors. Funding allocations are now decided according to the priority areas in the Strategic Plan and the poverty reduction strategy (PARPA). Within the context of the pooling mechanism, there will certainly be a need to review the current fragmentation of external aid along provincial lines. Indeed, the existing divisions might be the source of future problems such as a renewed sense of donor ownership and communication problems between the agencies. This might even serve to reinforce people's sense of unequal treatment on the allocation of donor resources.

Mode of Finance or Funding Strategies

Although the use of SWAps is much appreciated and encouraged, some problems still plague this approach, both for government and the agencies. The government is ill prepared for this kind of approach as administrative and public sector budgetary reforms are still pending. Furthermore, the process of accountability through the presentation of reports, audits, and administrative procedures has been undermined by a lack of a sound management culture and qualified personnel. On the donors' side, two attitudes can be identified: (i) encouragement towards improvement (as in the Finland/MFA case) and (ii) the "wait and see" attitude.

The MINED position (due to budgetary difficulties in supporting the planned programmes) favours budget support. In 2003, Canada, Sweden, Finland, Ireland, the Netherlands, and Germany raised a total of 13.8 million US dollars for budget support and expect to raise another US\$ 24.6 million for 2004⁴⁸. Table 1 below highlights the flow of disbursements through the pooling mechanism, by agency, from 2003 to 2005:

Table 1: Flow of disbursements through pooling mechanism, by agency, from 2003 to 2005 ('000 USD)

Agency	2003	2004	2005
Finland/MFA	800	800	800
DANIDA	–	1290	3910
Swedish Sida	4000	5000	6500
Netherlands	2500	5400	9000
Canadian CIDA	313	313	313
Germany: GTZ	2350	350	250
Ireland	2790	2790	2790
UNICEF	1063	1063	1063
TOTAL (Swap)	13,016	19,010	26,631

Source: MINED/Directorate of Administration & Finance, September, 2003

⁴⁸ According to the director for administration and finance, interviewed for this report.

There is a growing interest from international partners to join the SWAp. A comparison of the amount disbursed through the pooling mechanism by each agency compared with its total disbursement shows that in 2003 Ireland directs 68% of its total aid through the pooling funds, Netherlands 58%, Sida 57%, and UNICEF 55%. Unfortunately, Finland has only committed 21.5% of its contribution to the pool. The total amount committed under SWAp arrangements represents 17% in 2003 and will be around 37% by 2005. However, although some agencies are moving towards SWAp arrangements, they continue to direct their support to individual projects or programmes.

Scope and Disbursements

From 1990 to 2002 Finnish support⁴⁹ in the education sector is estimated to be 178 million Finnish marks and the funds were allocated as follows:

- SATIM I – II 60 million
- IAC 25 million
- PASE 93 million.

Table 2 shows the flow of disbursements of external aid, by agency, from 2000 to 2005, as well as estimates for 2004 and 2005.

Table 2: Flow of disbursement of external aid by different agencies, from 2000 to 2005: Values in 1000 USD

Agency	2000	2001	2002	2003	2004	2005	TOTAL
Finland	3976	3155		3719	4115	4115	19080
DANIDA	306	125		12905	13030	13200	39566
Sida	2320	4219		7000	6000	7000	26539
Netherlands	11742	18811		4325	6750	10255	51883
DFID				1640	1745	1683	5068
CIDA	3185	4020		4032	4032	4032	19301
GTZ	384	1329		8000	6200	4800	20713
WFP	2861	9261		10442	10442	10442	43448
Ireland	1940	3448		4105	4105	4105	17703
UNICEF	1499			1933	1933	1933	7298
UTC	3526			1216			4742
AECI	1710	1255		1550	1550		6065
AfDB	2929	2929		4296	4296	4296	18746
IDB	1103	1157					2260
OPEC	185						185
World Bank	523	1955		15574			18052
Portugal	306						306
FNUAP		331		430	54		815
TOTAL 1	38,495	51,995	100,751	81,167	64,252	65,861	301,770
FASE (Swap)				13,816	17,006	24,626	55,448

Source: MINED/DAF, September, 2003

⁴⁹ See the report on Finland's support to the Education Sector in Mozambique 2003-2005 (draft)

2: CHANGE OF APPROACH AND INNOVATIVE STRATEGIES

The policies, nature, practices and special contribution of Finnish development education cooperation

Key Findings

Mozambican authorities praised Finland for not having a specific education sector policy strategy for its development cooperation. This approach, it was claimed, gave Finland flexibility and adaptability in its negotiations with partner countries, but it was criticized by other agencies that rely on policy strategies for guidance.

Key Recommendations

Finland should not let operational issues such as a sector policy strategy constrain the healthy relationship that has been built with partner countries, (which, it is also perceived, results from the absence of any blueprint in Finnish development cooperation).

Relevance, Impact and Sustainability

Relevance

Finland's assistance with agricultural training came at a most opportune time, as most international partners were not keen to be involved in this area. During the interviews, it was possible to obtain feedback from/on former IAB and IAC students, who indicated that employers appreciated their skills and performance. Clearly, the training matched the needs of the workplace.

Graduates work mainly in the agricultural sector as rural extension workers, giving the necessary assistance to farmers. However, while this seems to be enhancing productivity in the farming sector, the potential of these graduates is far from being fully utilised. There are two main factors that militate against their effective placement:

Key Findings

- The big state enterprises, once in place, have been dismantled and privatised. Despite the need for experts with knowledge and expertise, the new owners do not employ a specialized work force as they cannot afford to pay them. The result is that they are excluded from work in these private enterprises.
- The country is faced with a dilemma. On the one hand, the existing curriculum prepares the students for white-collar work despite lack of demand, resulting in much frustration. On the other hand, the full utilisation of these professionals is crucial to the country's economic development. There is, therefore, an urgent need to create mechanisms that will overcome the problem.

Impact

Key Findings

- PASE made a crucial contribution by investing in school infrastructure, which was destroyed during the civil war. As a result, access to education opportunities has been opened up at both primary and secondary levels, in particular with regard to female enrolments and retention rates. Statistical and other data from the interviews confirm this: at primary level, the proportion of females is now 50% and at secondary level there has been a 13% increase, from 35% to 48%. Matola city, for example, shows a female student enrolment of 52%, a percentage almost in line with national demographics.
- This positive picture has implications for other aspects of training. As institutions tend to mirror their management type, capacity building of school principals and their deputies cannot be underrated as it impacts on school development, processes and achievement. However, apart from some past cascade courses, there has been an absence of systematic training of school principals in management skills.
- Research on student achievements has already been conducted at national level, marking a start in the process of benchmarking outcomes. In order to effectively conceptualise, design, test and implement a system of qualitative indicators, training has been undertaken at national and provincial levels. Both INDE and the DPEs are now able to utilise effective techniques and methodologies for the collection, processing and analysis of data related to student competencies. Such data will play an important role in ongoing curricular revision. Meanwhile, research continues to be carried out to test the effectiveness of the new curriculum.

Key Recommendations

- Future support in agriculture from Finland could be directed towards employment-creation initiatives in order to alleviate frustration and address issues of wastage of expertise and national development.
- Given the dependency of many developing countries, the increase of external debt, and the counter-productiveness other revenue-raising measures such as increased taxation, Finland/MFA along with other international agencies could create the necessary synergies to cancel external debt.
- The curriculum should develop a technical and vocational bias in order to enhance self-employment skills and encourage the development of small private or cooperative agricultural enterprises, for which initial material or financial assistance is of crucial importance.

Sustainability

Sustainability is, and will be, the main concern when planning and implementing projects and programmes, both in terms of funding and institutional capacity. Mozambique is still in the process of economic reconstruction after thirty years of war, a situation requiring ongoing aid from the international community, which at present finances half of the annual education budget through donations and credit lines. Financial sustainability is thus a long way down the road.

Key Findings

- As neither the government nor the Boane and Umbeluzi institutes can meet the financial requirements of the SATIM project, it has not yet reached the status of sustainability. While aware of the need for more resources, MINED was hampered by floods in 2000, which destroyed the electrical infrastructure as well as the school farm irrigation system. \$20,000 dollars are still needed to rebuild these infrastructures: the issue at present is one of continuity rather than development.
- PASE does not have major financial sustainability problems, as current expenditure is shouldered by the Maputo Provincial Directorate of Education. For example, all maintenance of vehicles and fuels are sustained by DPE, (although outside funding has been used to buy vehicles); teachers' salaries are included in the state budget in newly built schools and classrooms, while some of the teachers who underwent in-service training have been promoted and their increased salaries have been covered under the government education budget.
- Institutional sustainability depends to a large extent on institutional capacity at all levels. Intensive training of teachers, school principals and other educational professionals at executive and ground level (MINED, DPEs, DDE's, schools) has taken place. Under PASE, all school and deputy principals as well as a considerable number of primary teachers have been trained. Finland has also established teacher resource centres, where the teachers can meet weekly to prepare classes or for in-service training, in each Zone of Pedagogical Influence.
- Finland/MFA has ensured that all education projects and programs developed have a strong capacity building component. For example, the elaboration of the educational strategic plan took about three years, 1996 –1998, with strong emphasis given to stakeholder inclusion throughout the process.

Key Recommendations

- The promotion of programmes aligned with the Strategic Plan such as PASE may require more integration and synergy in future initiatives, with perhaps more weight placed on budget support rather than parallel support and strategies.
- In the long term, the ideal course would be a gradual reduction of external funding, or the redirection of those funds to other priorities.

Sector Wide Approach vis-à-vis Project Support

Mozambique's need to have qualified agricultural technicians could, arguably, be the sole criterion for the introduction of the projects such as IAC and SATIM. Agriculture is the main production base for the country's economy and 80% of the population lives in the countryside. However, the arable land is not fully utilised and the production techniques are not developed, making productivity in the sector low. Qualified human resources in this field would have the potential to raise productivity levels and alleviate Mozambique's capacity in food self- sufficiency.

For Finland, both the need to respond to Mozambique's economic agenda and the need to guarantee continuity in MONAP projects was in harmony with its poverty reduction strategy, and constituted the main basis for the decision on the choice of the projects. For IAC, it must be underlined that Finland was already assisting the forestry project within the context of SADC.

Nonetheless, it is important to emphasize that during the decision-making process for SATIM, many of the potential international partners operating in the country did not have a national strategic vision. Moreover, due to the economic structural adjustment programme imposed by the Breton Woods institutions, strong budgetary restrictions limited the support of projects both in the education and health sectors. Thus the bilateral support offered by Finland/MFA contributed greatly to mitigate such restrictions.

Key Findings

- Finland's (SATIM I–II, and IAC) assistance was for project-based work. Although this approach has many weaknesses, the support of the projects was crucial and greatly appreciated, as many donors restrained their assistance during the post-war period, possibly due to uncertainties regarding the political future of the country. Finland has, however, been an exception and continued to provide aid to the Mozambican people.
- Since 1996, Finnish support has moved from project-based to sector programmes, integrated and articulated within the strategic plan for education. The first programme financed within this context, PASE, was concluded in 2002, and a new program is in place for 2002–2006. This program fits within the current strategic plan of the education sector.
- New sub-sector policies have also been introduced for adult education, secondary, technical and vocational education, and HIV/AIDS prevention. These policies fall within the PARPA (Action Plan for reduction of absolute poverty) vision.
- The strategic plan is part of the national effort to both eradicate illiteracy and increase access at all educational levels, and an important tool in the orientation of the government, civil society (including NGO's, religious organizations, and private sector) as well as the international donor community regarding the priority areas for intervention.

Key Recommendations

- While the choice of the projects such as IAC and SATIM met both Mozambique's and Finland's cooperation development priorities, experience of the two projects suggests the need for redirection in external aid and future cooperation. It appears that programmes aligned with the National Strategic Plan, which are more likely to benefit from government and other sources of funding, are more feasible and more likely to be relatively sustainable.
- Where projects are geared to addressing production and employment requirements, workplace and labour market conditions should be seriously considered in the design and implementation.

Ownership

The process of ownership should be analysed within the new vision of international assistance with reference to both projects and sectoral programmes. When the assistance is based on programmes, the questions to be asked are: 'who is leading the identification and planning of these programmes: is it the government or the international partners and is it based on a partnership or collaboration?'

In international forums, it has been recommended that the beneficiary countries should lead the overall process, paying special attention to national development policies and strategies and development of the education sector in particular. The responsibility of the leadership in the definition of policies and required strategies reinforces the sentiment of ownership.

Key Findings

- During the elaboration process of the strategic plan, two options were looked at: one was the recruitment of consultancy to complete the plan in less than a year and to present it to MINED for implementation, while the other option was the ownership of the process by MINED under the orientation and coordination of qualified and experienced national policy-makers, educational planners and educationalists.
- The latter option was the more appropriate for reasons that included the issue of ownership, which facilitates efficient use of scarce human and material resources. Such involvement promotes a willingness to manage these resources more effectively because it relied on the existing national capacity and human resources available within the Ministry of Education. This contributed to a sense of ownership, which was an instrumental factor contributing to the success of the program. As a result, MINED staff view the plan as theirs rather than imposed to them by outsiders.
- Elaboration of the strategic plan took three years, from 1996 to 1998. The process was participatory with the involvement not only of education professionals but of other stakeholders within civil society and partners from the international community.
- The Finnish government made a considerable contribution to the implementation of this new vision regarding international cooperation. It was applied to PASE as well as to other internal programmes related to the education sector.
- Finland understood and encouraged this new view and, for this reason, Finland/MFA started to conceptualize and direct its support towards sectoral programmes. This constitutes an example of sound donor cooperation with recipient governments.
- By the mid-nineties, Finland's assistance in both project-based and sector-wide programmes had the virtue of being integrated. It provided direct financial support along with training of teachers, students, officials and managers, all components of the strategic plan.
- The attention given to human resources reinforced the mission objectives of development of responsibility and self-esteem and, consequently, better performance and management.
- An increased managerial capacity resulted in higher involvement in educational policy formulation and planning. MFA's policy of participation permits devolution of responsibility to the ground level, efficiently maintained by resource management.

Key Recommendations

- The demonstrated effectiveness of the Strategic Plan process – participation of stakeholders, coordination of donor efforts and partnership – should be extended to the building of institutional capacity within the Ministry of Education for implementation within the SWAp framework.
- The 'donor partition' approach is a highly contested issue and must be reviewed as a matter of urgency to ensure better synergy and the integration of external support and government efforts.

- The lessons from the PASE initiative in the province of Maputo could be extended to other provinces and vice-versa.

Coordination and Communication

The issue of coordination and communication between international partners and MINED was a subject of major debate in the early nineties. The government's main weakness was its dependency, both in terms of external financial help and human capital. As a result, many agencies, particularly NGO's, independently decided where, and in relation to what, their assistance was needed. It was not unusual for an NGO to work in a village without coordinating its efforts with those of government. Moreover, relations between donor representatives, (working in the same field and sometimes at the same place), were fragile and dialogue weak.

According to a World Bank report, in 1992,⁵⁰ external assistance to the education sector in Mozambique was provided to sixty-five projects supported by 15 countries, the World Bank, four United Nations Agencies (UNDP, UNICEF, PMA and FNUAP) and more than 20 NGO's. The same report indicates that:

“Within MINED, the Planning Directorate (DP) is responsible for all technical tasks concerning the identification, preparation, negotiation, implementation and evaluation of externally supported projects...With more than 60 different projects and over 40 external agencies funding education, the task of the four experienced staff responsible for project work within the DP (one of them being the National Director of Planning) is a nearly impossible one, all the more so as they have many other urgent tasks to perform. The net result is that they spend a substantial part of their time receiving missions, providing donors with information and trying, under very short notice, to identify projects responding to donor policies, criteria and resources”

Key Findings

- Lack of an integrated plan for the education sector prompted the development of leadership processes and new coordination mechanisms.
- The process of elaboration of the sector strategic plan for the education sector created an environment for a closer interaction between MINED and the international community partners.
- Before adoption of the strategic plan, there were monthly meetings regarding donor coordination in education. However, this calendar was not always followed due to the difficulties of agenda incompatibility. Gradually, the meetings began to focus on identifying and addressing problems associated with ongoing projects.
- For the first time, in May 1998, consensus and cohesiveness around the Plan was achieved between government and the main international partners in that the Plan was adopted as a common working framework and common procedures were adopted to guide their involvement in implementation.

⁵⁰ *In Mozambique: Education Sector Expenditure, Management and Financing Review, 1992 (World Bank document).*

- The agreement stated that implementation would take place within governmental procedures and management structures, where these are acceptable to donors. In cases where they were not acceptable, or where weak institutional capacity constrained its effectiveness, donors would be willing to work with the Ministry to correct the problem and to cooperate within the new systems. The attainment of common implementation procedures was to be seen as a process.
- Areas that lent themselves to the possible harmonisation of procedures included:
 - a - Budgeting system and disbursement of funds
 - b - Monitoring, reviews and evaluation
 - c - Procurement
 - d - Financial reporting, including auditing
 - e - Technical assistance
- The agreement created the foundation for enabling structures for coordination, including: (i) An annual meeting with the major partners in the education field; (ii) The establishment of a steering committee which met three times a year; (iii) The election of a Technical Advisory Board which met weekly; and (iv) The designation of groups for specific purposes, working on an ad hoc basis.
- In May 1999, the first annual meeting adopted a code of conduct for the implementation of the strategic plan of education.

Key Recommendations

- Although the interviews revealed the openness and modesty of the Finnish aid agents, (these values constitute an asset not to be underestimated), a more active and visible communication strategy would be of greater advantage to Finland.

Management issues, impediments/conflicts in project/ programme implementation

Until the mid-nineties, project-based assistance required the establishment of implementation units, usually running parallel with government structures. For example, Sida, Finland, World Bank and AfDB had specific units peopled from the shallow pool of MINED qualified personnel. For SATIM I and II, these unit was based outside the MINED building and largely composed from foreign staff recruited as technical assistants. AfDB and the World Bank operated similarly, having established the Management Office of Educational Projects.

The high salaries given to technical staff by foreign donors and rapid promotion opportunities made these young people despise other education officials, as they viewed themselves as serving the donors rather than as Mozambicans working for their country.

Key Findings

- During the preparation and adoption of the Strategic Plan for Education, the need to dismantle these units was put on the agenda in an attempt to strengthen MINED's existing administrative structures.

Key Recommendation

- Drawing on the PASE experience, Finland could play a catalytic role in increasing capacity within the Ministry of Education for the institutionalisation of effective coordination, management and implementation structures.

The Role of Technical Assistance

The practice of establishing parallel structures as found in project-based assistance (e.g. SATIM) is increasingly giving way to the use of government structures. Examples are the implementation of the Strategic Plan or related programmes such as PASE, which use technical assistance to improve local institutional capacity at provincial and district levels (including INDE), in which consultants are assigned to these structures with the mission of developing capacity.

Compared to other donors, Finland is more able and prepared to adapt and operate flexibly, insofar as the contracting of technical assistance staff is concerned - to the point where technical assistance for its programmes does not necessarily have to come from the donor country (as is usually the case with other donors).

Key findings

- Difficulties have included managing two budgets, one from the state and the other from Finland/MFA.
- Due to frequent lack of availability of the relevant funds from the Mozambican government's annual budget, the timely release of funds, for example to pay taxes or other disbursements constituting part of the government's responsibility, has been hampered. These disbursement difficulties often lead to delays in implementation: for example, plans for the building of schools encountered such difficulties and time frames had to be moved.

Key Recommendation

- Both Finland and MINED should explore more efficient mechanisms for minimizing management bottlenecks by maximizing and redefining the role of technical assistance in institutional capacity enhancement.

Finland's institutional learning, responsiveness and adaptability; current issues in the country

Key Findings

Four aspects are of relevance in terms of the lessons that were learned through Finland's assistance programme:

1. *The change of approach in projects and programme conception.*
 - Finland belongs to the first group of international bilateral cooperation partners that responded positively to the new Sector-Wide Approach vision, resulting in early support for the Mozambican government's strategic plan. This spirit of partnership and policy dialogue between donors and recipient African countries was emphasised at the biennial meeting of ADEA at Tours.

- Recipient African governments were also urged to be in the driving seat of the processes of development in their countries, seen as a way of increasing their responsibility, awareness and commitment.
- Finland is one of the donors adopting transitory measures such as the pooling mechanism which aims at better preparation for budgetary support by Mozambican and international partners.

2. *Finland's decision-making processes in support of Mozambique Development goals.*

- The assistance given by Finland to the educational sector is not time-framed. As documented from the start of this study, Finnish support to Mozambique began during the struggle for independence and showing solidarity with the Mozambican Community. After independence, this solidarity has remained in the form of a commitment to support Mozambique's development goals. Support has been provided in an exemplary manner with no strings attached.

3. *Finland's flexibility.*

- An important area where Finland has demonstrated a great deal of flexibility regards the freedom of choice. Technical assistance contracts covered by Finland do not restrain the Mozambican government to any given pool of nationals. They can come from anywhere in the world.

4. *Lack of staff*

- The interviews conducted for this study show that Finland does not have many officials working in their Foreign Ministry (reflected in the number of diplomats attached to their Embassy in Maputo). While this may be positive in that bureaucracy is minimised in their operations, the fact that there is no diplomat directly responsible for the education sector places a burden on other diplomats, who become responsible for systematising information, preparing the resulting dossiers, sending them to headquarters for decision-making and later transmitting them to Maputo. MFA also has a reduced number of officials dedicated to the field of education.

Key Recommendations

- Finland should consider making available education sector experts at its Embassy in countries like Mozambique, which face immense challenges as they move towards SWAPs. The shortage of personnel could be minimised by adopting a regional approach, making it possible for a specialist to cater for the needs of the region.
- Finland should continue cooperating with Mozambique with regard to programmes with long term effects in which synergy on national priorities is required. This would go a long way in demonstrating to other donor countries how sound donor-government co-operation can bring about meaningful development.
- The integration of sector development programmes with national strategic development plans is more productive and thus very much recommended, especially in the light of recent developments in African leadership such as NEPAD and the African Union, in which leadership commitment to the development of the continent is apparent, and

which are based on subscription to values of regional cooperation for the benefit of the Africans.

Conclusions

Finland's support to the projects and programmes in the Mozambique Education sector has had a positive impact in the country's development efforts. The objectives of these programmes have been in harmony with defined government priorities. In the case of the Agrarian Institutes of Boane, Umbeluzi and Chimoio, improvement in the quality of training provided to the students has yielded positive results in the field. Indeed, Mozambique is a country with extensive potential in agriculture, but such wealth is unexploited to a large degree, requiring trained professionals to lead the growth of the agricultural sector and the utilisation of arable land.

A number of agricultural programmes are in the process of reactivation: for example sugar cane cultivation, tobacco growing and rice culture. The tea and cashew sectors are also being rehabilitated. All these developments would collapse unless they were managed by the necessary qualified people. It is not an overstatement to say that sustainable poverty reduction is dependent on the realisation of these endeavours. However, any initiative towards addressing these issues should seriously consider the experience and lessons drawn from SATIM and IAC.

The contribution that Finland has made in the provision of basic education for all in Maputo Province is tremendous. This investment will be visible in the eradication of illiteracy in the province.

Finland has also made an outstanding contribution towards the enhancement of institutional capacity through training of managerial staff and empowerment strategies.

Main findings and recommendations from the case study

The main purpose of this case study was to assess the Finnish Education sector development cooperation in order to learn from the past and provide guidance and make recommendations on improvements for future aid policy and practices.

Findings: Since independence, Finland has been an important partner in programmes of development in Mozambique. Areas covered by cooperation with Finland are diverse namely: education, health, water, roads, energy and good governance. This study shows that Finland provided assistance to projects in different areas. The reasons for this lies primarily in the political commitment that the Finnish government has had towards the government of Mozambique, and thus on what constitutes the main development needs of the country. Hence, agriculture and education were preferential cooperation areas between the two countries. Finnish aid has been channelled through individual projects or programmes, but since 2003, around 21% of the disbursed amount is being channelled through pooled of funds. Regarding relevance and impact of the projects or programmes supported by Finnish aid, there is no doubt that the areas covered have had great impact in Mozambican education sector development. During the interviews, it was possible to obtain responses regarding former IAB and IAC students. In most cases, employers' reactions were that those graduates are good and appreciation for them was shown. Clearly, the training matches the need in the market. Regarding PASE, particular reference should be made to the crucial contribution given in the replacement of the schools destroyed during the civil war. This area of investment contributed towards opening access to

education opportunities both at primary and secondary levels. In terms of sustainability, the SATIM project is not sustainable because the financial requirements are beyond the reach Boane and Umbeluzi institutes. PASE does not have major financial sustainability problems, as current expenditure has been granted by DPE Maputo. For example, external resources were used to buy vehicles, but maintenance and fuel are sustained by DPE. The newly built schools and classrooms require the recruitment of new teachers. The salaries are included in the state budget. Some of the teachers that took in-service training under IAP have been promoted and their salaries increased and covered under the education state budget. Regarding the question of ownership, by the mid-nineties Finland started to conceptualize and direct its support towards sectoral programmes. Finland/MFA constitutes a good reference point for other international donors who are still hesitant in adopting and adjusting to this new way of operating.

Recommendations: Finnish aid has to continue to move towards the SWAp approach and its work has to be based on long-term commitment. Together with other partner agencies, Finland/MFA has to work with MINED and MPF to make sure that the pool funding mechanism can move faster. Indeed, the management structures have to be strengthened in order to make sure that the funds disbursed are properly managed. The provision of training for Mozambican managers, both at central and provincial levels, should receive high priority.

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Nepal

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Purpose of this report

This case study of Nepal contributes to the broader analysis by providing information on impact and relevance of Finland's development cooperation in that country. The core questions of the case study are:

- What is the relevance of Finland's cooperation to Nepal's development goals and to Finland's goals?
- How effectively has Finland cooperated with the government and with other international funding agencies?
- What has been the impact of Finland's intervention and the sustainability of the benefits it has provided?
- How is Finland's participation perceived by its partners in development cooperation in Nepal?

Methodology

This case study is based on a review of documents provided by Finland's Ministry of Foreign Affairs and others furnished by Nepal's Ministry of Education and Sports and other funding agencies that are cooperating with the government. It also draws heavily from interviews with government and funding agency officials conducted during the week of September 22-26, which were arranged by the Ministry's Foreign Aid Coordination Section in the Planning Division. This study is not as extensive as the other four case studies (Bosnia, Mozambique, South Africa, and Zambia), because other donors are planning to undertake a joint evaluation of sector activities later in 2003, and Finland has not wanted to duplicate that effort.

Background

Purpose and strategy of the program

Finland is one of eight funding agencies that support the basic education sub-sector through Nepal's second Basic and Education Primary Education Program⁵¹ (BPEP II), which covers the period from mid-July 1999 to mid-July 2004. The purpose of this program is consistent with the goals of the Education for All initiative, which was launched in Jomtien, Thailand, in 1990 and reaffirmed and revised in Dakar, Senegal in 2000. Those goals include access to a quality primary education for every child, provision of early childhood education, and reduced illiteracy among youth and adults who have not been to school.

BPEP II's budget covers development costs (such as school facilities construction and curriculum design), but excludes recurrent costs (such as teacher salaries). Denmark, Finland, Norway, the European Commission, and the International Development Association (IDA) of the World

⁵¹ BPEP II is titled a "program," though in structure it is more like a project. This distinction is discussed below in the section on Coordination and Management

Bank contribute to a core investment program (CIP) or “basket fund” for integration into the government’s development budget for basic and primary education. The Asian Development Bank (ADB), Japan, and UNICEF provide earmarked support under separate project agreements. Denmark, Finland, Norway, the EC and UNICEF all provide technical assistance to the Government of Nepal (HMG/N) under the umbrella of BPEP II.

Table 1 displays the amounts of funding provided to the ministry by each donor that contributes to basket funding.

Table 1. Sources of financing for BPEP II Core Investment Program (CIP) and sector (\$US M)

	Danida	EC	World Bank	Norad	Finland	Government	Total
CIP	25.4	20.0	27.6	23.5	4.0	5.0	106.5
Direct	14.6	1.5		1.5	1.0		17.6
Total	40.0	21.5	27.6	25.0	5.0		124.1

Table 1 shows that Finland’s total contribution is equal to that of the government but just over a quarter of the next largest of donation (EC) and an eighth the size of the largest donor (Danida).

The BPEP II strategy is built around seventeen components, which, together, are to improve the ministry’s capacity to deliver basic education services. At the mid-term review of the program in March 2002, there was agreement to place greater emphasis at the school level rather than the central level, though in terms of implementation, there has been little restructuring of the program to reflect this focus.

History of Finland’s participation

The current phase of international cooperation began in 1989, with a partnership between the World Bank and Danida in basic education and included the Asian Development Bank, Unicef, and JICA. The basic education program, BPEP I, was followed in 1999 by BPEP II, a five-year program, in which the donor group was extended to include the EC and Norad. Finland became a partner in BPEP II late in the appraisal stage of the program. Thus, it was not in on the ground floor of the design of financial and technical assistance but agreed to the terms arranged by those agencies that were already participating.

There is ample documentation of Finland’s history in the BPEP II partnership, beginning with Section 4 of the *Evaluation of the Development Cooperation Programme between Nepal and Finland* (March 2002, pp. 84-97). Further developments are documented in the semi-annual joint review mission reports.

Current situation and future plans

BPEP II is scheduled to end in July 2004. All of Finland’s funds have been disbursed, and, though it is not entirely clear, it seems that most of the international agency basket of funds will have been disbursed by the end of the program. The ministry drafted a concept paper for the

next phase, called *Education for All 2004-09*⁵², which all participants reviewed during a pre-appraisal mission in June 2003. Using their input, the ministry has turned the concept paper into a Core Document, which states objectives, outlines six components, and will be used to guide implementation of the program. The components are access to primary school, indigenous linguistic minorities, gender and social disparities (castes), early childhood development (ECD), adult literacy, and quality.

The ministry and funding agencies will review that document in November 2003 during the appraisal mission.

Relevance of the program

Finland and Nepal share the development goals of alleviating poverty and reducing gender inequities.

Relevance to Nepal's goals

Nepal's goals in basic education encompass the broad spectrum of global EFA goals. As a participant in BPEP II's financial support mechanism (basket funding), Finland's contribution to the implementation of activities spans the entire range of goals. As a provider of technical assistance, Finland's contribution is more narrowly circumscribed: It is helping the ministry's Curriculum Development Center (1) introduce continuous assessment into a set of pilot schools and (2) revise its primary (grades 1-5) curriculum. The government views continuous assessment as the key strategy for improving instruction in the classroom. It also desires a revision of its primary curriculum. Thus, both of Finland's particular technical assistance objectives match ministry objectives. In a broader sense, however, highest priority in the program appears to be given to (1) raising access rates to 90 percent, (2) reaching underserved populations, including girls, lower castes, and rural children, and (3) decentralizing primary school services. In the broader picture it is questionable whether Finland's technical assistance is of high priority.

Relevance to Finland's goals

The objectives that guide Finland's development cooperation worldwide are poverty alleviation, prevention of environmental threats, and equality, democracy, and human rights. Poverty alleviation is the goal of education support in Nepal. It is also a goal of the Nepalese government, which has been selected by the World Bank as a Poverty Reduction Support country and is preparing the requisite Poverty Reduction Strategy Paper. Following the World Bank's global strategy, increased access to basic education is expected to help reduce poverty; thus, by virtue of supporting this effort, Finland is contributing to Nepal's poverty reduction strategy. Gender equity is also an important feature of Nepal's overall development strategy, especially in the education sector. Nepal's education program is therefore in line with Finland's goals. Through its technical assistance, the Curriculum Development Center has continued a longer tradition of ensuring a gender-sensitive curriculum and related materials.

⁵² *Not to be confused with the EFA National Plan of Action, which is a general paper related to how Nepal will achieve EFA goals by 2015.*

To summarize, Finland's support of BPEP II is relevant to both Finland's and Nepal's development cooperation goals. Finland is participating in a program that shares its own goals (poverty alleviation and gender equity), even though its direct technical assistance is more narrowly based in curriculum development and classroom-based assessment.

Coordination and management

Transition from project to program support

It is the long-term aim of the government and its funding partners to move from a project to program mode of cooperation. In a pure program mode, the ministry would manage all funds—its own and those coming from its international partners—and all technical assistance in line with its basic education sub-sector goals and program. BPEP I was strictly a project, with co-financing by the World Bank and Danida and direct funding from Danida, JICA, and Unicef; it was managed by a project implementation unit, a separate structure created within the ministry for the project period.

When joined by other international agencies, including Finland, BPEP II moved closer to a program mode by introducing the mechanism of “basket funding.” In practice, five international agencies put a portion of their funds into a common account (the Core Investment Program or basket), which is managed by the government in accordance with government financing rules and procedures; it also follows World Bank guidelines and is monitored by the Bank. But apart from basket funding, BPEP II has still operated as one project alongside other projects. In addition to the five basket funders, three international agencies fund all of their activities outside the basket: the ADB, Unicef, and JICA. Moreover, four of the five basket funders also provide directly financed technical assistance outside of the basket-funded activities.

The mode of direct assistance varies considerably among the donors.

- Finland's is at one end of the spectrum: Finland places one international technical specialist and one Nepalese assistant inside the CDC, furnishes their office, and has given a small amount of funding for activities not funded by the basket, for example, a three-week curriculum training workshop. Thus, Finland's technical assistance is tightly tied to specific components of BPEP II.
- Norad and the EC each manage direct technical assistance in response to needs articulated by the ministry and its partners. The EC's assistance has encompassed a variety of activities, including some gender-related ones. The major part of Norway's assistance is to a formative research project managed through an agreement between the Ministry in Nepal and Ministry of Education and Research (UFD) in Norway. The Ministry of Education/Norway advises Nepal's Ministry on using the formative research model to document the strengths and weaknesses of education reform processes and the implementation of BPEP II. A Formative Research Advisory Group (FRAG) is analyzing the research findings and data and proposing adjustments to the program delivery. The MOES has contracted an NGO, CERID, to support the ministry in managing the project and conducting the formative research activities. Neither agency ties its assistance to particular components of BPEP II.

- At the other end of the spectrum is Danida's mode of assistance, which employs four long-term internationals and about ten Nepalis, some at a senior level. Danida responds to both ongoing and ad hoc requests of the ministry, strictly apart from activities that are implemented through basket funding. Danida also supports an academic program for education officers (masters and doctoral degrees) in cooperation with Tribhuvan University and a university in Copenhagen. In addition, Danida has a budget for workshops, seminars, and other activities directed toward building the ministry's capacity to manage primary and secondary education.
- The World Bank does not provide technical assistance of any form except for expert advice.

At present there is still no written understanding among the BPEP II partners on modes of direct assistance (beyond agreement on the financial support modality). Some of the partners, including Finland, are urging the ministry to develop such an agreement, but not all donors seem to be pushing in this direction. There is little movement toward broadening support beyond the basic education sub-sector so that, eventually, support would include the secondary sub-sector as well. Only the ADB is pushing for a genuine sector-wide approach (SWAp). The other missing element of a pure program mode is budgetary support, or funding of education activities through the ministry of finance. Several of the partners, including Finland, are also encouraging this in the coming EFA 2004-09.

In sum, the move from a project to program mode of assistance has taken an important first step with the institutionalization of a Core Investment Program and active and close cooperation among the ministry and its funding partners. Whether it will move closer toward a program mode at the inception or during EFA remains to be seen.

Coordination and management units in the program

BPEP II has introduced three mechanisms for improving the coordination of international assistance: a donor "focal point" that has rotated among international partners, a Foreign Aid Coordination Section (FACS) within the ministry's Planning Division, and a Department of Education within the ministry to manage the implementation of BPEP II.

- The **rotating "focal point"**: In 1999, when the donor/lender funding group grew beyond the initial World Bank-Danida pair, the coordination function, which is now called the "focal point," began to rotate annually (calendar year). An important task of the focal point donor/lender is to organize semi-annual missions of partners. (The March missions are linked to the annual planning, funding authorization and budget preparation processes, while the November missions review annual reports and budgets, giving attention to the progress being made. Thus the March missions are mainly financial in nature, while the November missions are more technical. In both types of mission, appropriate specialists attend from the headquarters of each partner agency, while all missions are attended by the locally based representatives.)
The focal point group also organizes monthly meetings of donors/lenders, which are followed by meetings of that group with the ministry. The EC is currently the focal point partner. In 2002, Finland was in that role.

- The **Foreign Aid Coordination Section (FACS)** was established with BPEP II to take over responsibility from the donor/lender group for international agency support. In its early days it was seen as ineffective. The Finnish coordinators helped strengthen the FACS, a notable achievement and seen as an important move toward ministry ownership. In September of that year, DfID seconded staff to assist the Planning Division. Since then, the Planning Division has led the development of the concept paper and Core Document that are guiding the formulation of the upcoming EFA program. The FACS works closely with the focal point (currently the EC) to ensure that drafts are properly discussed with donors and to find ways of addressing the issues raised.
- The **Department of Education (DOE)** was established in 1999 to transfer program management responsibilities to the ministry. In effect, the project implementation units of the funding partners were consolidated and given to the DOE. Finland never established its own implementation unit; its basket funds have always been managed by the DOE. The DOE appears to have developed the capacity to manage competently, providing accounting reports regularly to the World Bank and managing the implementation of BPEP II through its regional and district offices and schools.

At present, each coordinating unit serves a useful function, and the three seem to work reasonably well together. While in some respects the existence of both the focal point and the FACS as coordinating bodies may seem redundant, each seems to play an important and differentiated role. Together they serve as the main conduit of information between the ministry and the donor/lender group. The EC moves donors toward more evolved and formalized forms of cooperation, and the FACS coordinates the ministry's response to—and, increasingly, leadership of—ministry and donor/lender negotiations. The FACS reports to the Joint Secretary, Planning Division; the DOE reports to the secretary; and the focal point group does not report to anyone (in this function), though its effectiveness is determined by its ability to help funding agencies provide coordinated services to the ministry and, most would say, evolve toward a program mode of assistance.

Broader management of the program as part of the primary education sub-sector lies with the ministry. Frequent staff rotations and other institutional practices have contributed to severe weaknesses in management at this level and consequent handicapping of the program. The findings of pilot studies, including an important gender audit, are not followed by changes in program activities and, in spite of frequent reporting on its advantages, a holistic approach is lacking. This is especially detrimental to the recent agreement to focus inputs on schools, because schools do not receive resources in a way that helps them improve. New schools are built but not furnished. Teachers assess students continuously but do not adapt their teaching to what the tests reveal. Altogether, there is no coherent implementation of reform measures, so the impact of activities at the school level is negligible.

Management and coordination of Finland's participation

Finland has played three different roles in helping to manage and coordinate Nepal's BPEP II: (1) It has managed technical support to the Curriculum Development Center since 2000; (2) it served as the donor focal point in 2002; and (3) it has participated in semi-annual reviews of the program. Each of these management roles is situated differently within the program.

- **Managing technical support:** Finland's contractor, Opifer, has the only two technical assistance positions within the curriculum center and thus manages that assistance. The two Opifer contractors report directly to the Director General of the CDC, who reports to the Secretary of Education. The contractors have suffered from what most perceive to be poor management by the CDC of their work. They say that the center is held accountable for products in its work plan (curriculum units, etc.) and for spending the funds allocated to its operations, but there is no incentive to produce good quality curricula and materials. Since, improving the quality of products is seen by the technical assistants as their main objective, they conclude that their services have been more or less wasted. Although the technical assistants helped the CDC get broad-based input on revisions to the curriculum, procrastination and a last-minute writing effort resulted in a poor-quality product. And while continuous assessment has been carefully piloted, it has not been coordinated with teacher training, so that teachers do not know how to use tests in a formative manner.
- **Coordinating the donor group:** In 2002, two Finland consultants, employed by Opifer and responsible to Finland's embassy in Kathmandu, coordinated the group of donors/lenders in BPEP II. The consultants were also accountable, informally, to the group they were coordinating. By all accounts in Nepal, their leadership was effective and praiseworthy. Particularly noteworthy was their help in strengthening the FACS within the ministry and transferring many of the coordinating tasks to that office.
- **Participating in semi-annual reviews and local donor group meetings:** Through their participation in regular program review missions and meetings, staff from the Ministry of Foreign Affairs in Helsinki and consultants contracted by the ministry through the Helsinki Consulting Group helped to coordinate donor participation in the program. This mode of participation (short-term, from Helsinki) has, however, kept Finland at a distance from activities through which the other partners work on a regular basis to improve coordination of assistance to the ministry and support for the evolution and improvement of its projects.

Challenges and goals in coordination and management

The two challenges now faced by government and its partners are (1) harmonizing their modes of operation and cooperation, and (2) continuing to transfer "ownership" of basic education plans and programs to the ministry.

"Harmonization" is the term used to discuss coordination among the ministry and its partners. Financial harmonization refers to the procedures for basket funding. These are the World Bank procurement, disbursement, and financing procedures, adhered to by the Department of Education and monitored by the Bank. These are in place and entail only two issues. One is that some of the partners, including Finland, would like to move from this kind of project-based financial support to budgetary support, running funds through the Ministry of Finance. The World Bank intends to begin this practice with the new Education for All 2004-09 phase. The other is that most partners, including Finland, would like to move to solely government procedures without the need for additional World Bank procedures. This concept, while generally accepted, may run into snags if government procedures beyond the ministry of education are not acceptable to the partners. Analyses of these matters have begun, but there seems to be no urgency in the process.

Harmonization among donors of their direct-assistance modes is proving more difficult. In theory, the mode that Finland uses – direct assistance is tied to and managed by the CDC, and offers no benefits to individuals outside of CDC channels – gives most ownership to the ministry and links technical assistance to the basket-funding mode of financial assistance. But this mode has proven difficult when that of another donor is not tied directly to the cooperative basket funding. CDC staff see that other ministry units receive benefits directly from their donors, including computers, study tours, and other perks and rewards. They think that Finland should also provide them.

In moving toward greater coordination among themselves, external donor agencies have “a long way to go” – as phrased by one agency representative – in order to relate “in a professional way to a sovereign government and its administrative system.” The donor/funder group is struggling with ways to harmonize their direct assistance. A Code of Conduct proposed internationally by the EC is not acceptable to all international agencies in education in Nepal. The group is talking about developing its own code of conduct as a means of harmonization.

Ownership, most participants seem to agree, has moved tangibly into the ministry with the creation of the FACS and the DOE. Individuals in partner agencies observe that the ministry takes more responsibility for BPEP II than other ministries take for their own internationally financed projects. But ownership is far from secure within the ministry, which has seen three ministers and three secretaries within the past year. Transfers within government are not based on credentials for particular posts (some partners would say they are not based on merit at all). Across the table, most of the partner organizations have at least one full-time staff person in Kathmandu, and most of these individuals are highly qualified in education. Thus, ministry officials, more often than not, follow the lead of the donor/lender group in technical matters, including goal prioritization, if not in organizational and managerial matters.

To summarize, the education ministry is “soft” in its determination of goals and tends to be weak in managing BPEP II. Yet program management is moving in the direction of the ministry, while its international partners continue to play a strong role in coordinating cooperation between the ministry and its international partners. The partners are making an effort to coordinate their direct assistance so that none are disadvantaged.

Impact

Achievements

The program has achieved the following results:

- Enrollment and completion rates have risen. During the course of BPEP, gross enrollment rates have gone from 69 percent in 1998 to 81 percent by latest measures (the target is 90 percent). Primary school completion rates have risen from 34 to 59 percent (the target is 75 percent).
- The DOE is established.
- Decentralized planning and management has been initiated and piloted in some schools, which have School Improvement Plans (SIPS).
- Mechanisms are in place for teacher training, civil works, and monitoring.

These achievements result not only from what the ministry has done with its own and basket funding but also from direct assistance. For example, JICA has built a number of schools through direct funding, and Danida has supported decentralization. Direct assistance has also achieved other, more modest outputs, including a revised curriculum that is based on broad based input and is relevant to student's needs, formative studies for use in improving instructional inputs, and greater awareness of the value of girls' education.

Program activities are often piloted within limited numbers of districts and schools. Thus, small-scale achievements vary throughout the country. There are no noteworthy results at the school level throughout the country.

Concerns about progress

In many components, progress has been less than expected. The ministry intends to decentralize basic education services, but most communities and school committees do not fully understand this program and are not confident in their capacity to take more responsibility. Funds intended for districts and schools, as they become decentralized, are often late and are not coordinated with School Improvement Plans. The roles of schools, district, and central ministry offices are still unclear. The basic inputs (competent teachers, books, furniture, classrooms) are not integrated at the school level. Serious teacher deployment and motivation issues remain to be resolved, and barriers to appointing female teachers (considered a key strategy for attracting girls to school) need to be lowered. Generally speaking, capacity—rules, guidelines, and procedures that help all those working together—needs to improve at all levels of the system.

A number of quantitative targets seem to be ignored, including access to pre-school, improved test scores in math and language, increased daily attendance rates, participation in in-service teacher training courses, and increase in the proportion of female primary school teachers.

Nepal's current political and economic context adds another layer of difficulty. The insurgency of Maoists, especially in rural areas, causes severe security problems. Teachers are sometimes caught between government and Maoists. Even where Maoists are not present, schools are sometimes highly politicized. Local and parliamentary elections have been suspended, destroying the link between elected local governments and schools' accountability to their communities. The access of ministry and international agents to schools is often interrupted. In some areas, communities and their schools are so deprived of resources that they are close to a state of emergency.

Sustainability

Will improvements that have been supported by Finland and other international agencies survive beyond the departure of those agencies? The continuing transfer of responsibility for reforms from the agencies to the ministry have improved the ministry's sense of ownership and made it more likely that it can hold on to gains. Some donor and lender representatives speculate that primary education could survive without further help from the international community. This would not have been true a few years ago. The achievement of specific activities may not hold. For example, the technical assistants in the CDC have seen no institutional learning there as a result of the program. The donor/ lender group has not set a departure date, however, so the question of sustainability is long-term, not immediate.

The more pertinent question is whether the ministry is capable of sticking to its priority objectives, which are improving access, especially for vulnerable populations, decentralizing basic education services, and improving their quality. It is not yet clear how committed the ministry is to these objectives. Decentralization also implies the need to build capacity within regional and district offices and to ensure that school communities can begin to make schools accountable to them. A decentralized system is at present far from sustainable.

Prioritizing objectives within the education sector presents two sets of issues. The World Bank is advising the ministry to focus its priorities on primary schools and invest less, for the moment, in ECD and adult literacy. The ADB, by contrast, would like the ministry to plan and implement activities on a *sector-wide* basis, including secondary education, not just within the EFA definition of basic education (primary, adult literacy, ECD). It argues that many schools include both primary and secondary and that teacher training and school management activities are more effectively managed on a sector-wide basis, but there does not seem to be movement in this direction. These issues are likely to be addressed by the coming program appraisal mission.

Finland's development cooperation

What is attributable to Finland?

Because Finland partners with other international agencies in supporting Nepal's basic education program, it is difficult to attribute the impact of development cooperation directly to Finland's contribution. Indeed, one advantage of the agencies' collaboration is the increased collective impact they have on ministry policy and procedures. In terms of particular cooperation goals of Finland, however, we must ask whether Finland can share the credit for improvements in gender equity that the program is making, even if Finland does not provide direct assistance to these improvements. The question is even trickier, in that some of the major gender-related activities are funded by agencies that do *not* contribute to the basket, namely Unicef and the World Food Program (which has observer status within the donor/lender group as it contemplates more cooperative efforts).

In our view, Finland should take some credit for overall BPEP II impact, even if it does not work directly in all components of the program. Direct assistance is in some sense "fungible." As long as other agencies support gender-equity activities, Finland can focus on different activities, such as curriculum development. As all agencies give high priority to gender activities, some must concentrate on other aspects of the program, yet all should take credit for the impact of the program as a whole. Similarly, all must be concerned about weaknesses of the program, even if only one or two agencies are actively engaged in the areas of weakness. (Other agencies did not always support the position of the Finnish-supported technical assistance to the CDC when they might have been able to alter an obviously frustrating situation.)

Perceptions of Finland's assistance

The individuals who have represented Finland in BPEP II are viewed by its partners, both government and international, as providing competent and high-quality support to the program. Finland has been flexible and responsive in providing its funds and has kept its commitment to fund the program in a timely manner (all Finnish funds have now been disbursed). It has also given expert technical assistance, which all agree has been of high quality, albeit within an unresponsive unit of the ministry.

Among the eight international partners in the program, Finland is the least active. Because it does not have within its embassy an education specialist, some (including embassy staff) view Finland as a silent partner in BPEP II. Others believe that Finland should have such a specialist in order to protect its technical assistants, who – in the words of a representative of one partner agency – have been “hung out to dry” without support from an embassy representative in education, which all other partners have.

On the question of *whether Finland should have a policy document on education*, opinions were mixed. One view is that such a document would be useful to the program, as long as Finland does not have an education expert who represents its policies and priorities in the course of dialogue in Nepal. Another view is that such documents are seldom read and not of much use. (While most of the other partners have such a document, few have read any policy document but their own.)

Has Finland's Ministry of Foreign Affairs learned from its experience in Nepal and adapted to realities? The general picture is that Finland has responded to the program's evolution and is among the international agencies that are pushing for more movement toward a genuine education sector program. There is a consensus among the partners that in spite of somewhat disappointing results from BPEP II, the ministry is moving in the right direction and deserves continuing support from international agencies. In this sense, Finland's long-term commitment to education in Nepal reflects an accurate assessment of the situation. Patience and a cooperative spirit are needed for continued progress.

Summary and recommendations

We summarize our findings on the main questions of the study and offer recommendations on issues that need resolution.

- *What is the relevance of Finland's cooperation to Nepal's development goals and to Finland's goals?* Finland's cooperation is relevant to Nepal's development goals, which include the Millennium Development Goals for poverty alleviation, one of which is full access to basic education. Finland and Nepal also have the common goal of reducing gender inequities, and BPEP II has placed strong emphasis on this goal.
- *How effectively has Finland cooperated with the government and with other international funding agencies?* Finland has met its obligation to cooperate in basket financing of BPEP II. As the coordinator of international assistance in 2002, Finland was highly effective in moving the leadership role into the ministry. Its technical assistance has been less effective, not due to any lack of expertise or effort, but because it was not aligned with the direct assistance of other international agencies, did not receive adequate support from the embassy, and was not placed auspiciously within the ministry.
- *What have been the impact of Finland's intervention and the sustainability of the benefits it has provided?* Finland's financial investment, like that of other international partners, has had an undeniable, though less-than-expected, impact on the education sector. The consensus among international agencies is that their support has been essential to the survival of a basic education system. The ministry now has a chance of sustaining the benefits of international cooperation, but at least one-more five-year program is needed

to support the system. In regard to technical assistance, even though it has met resistance, the TA provided by Finland has improved the curriculum revision process and it has given the CDC a solid experience in introducing and assessing continuous assessment.

- *How is Finland's participation perceived by its partners in development cooperation in Nepal?* All partners appreciate Finland's participation in BPEP II, whether they view it as a silent partner or a more active partner. Its leadership of the donor/lender focal point in 2002 is highly valued and seen as resulting in notable progress in cooperation among partners and impact of the program on the sector. Its direct technical assistance is viewed as being of high caliber.

The Ministry of Foreign Affairs and the embassy in Nepal now face a number of interrelated decisions. These are listed here with [our recommendations](#).

- Should Finland continue financial support to education in Nepal and invest in the next program, Education for All? There is some argument against further investment. BPEP II was over-ambitious and achieved disappointing results in terms of quantitative targets and major institutional change. Yet in an increasingly difficult political environment, the ministry has clearly moved more into "the driver's seat," and it is leading a partnership of government and international partners that is growing unquestionably stronger. We support Finland's decision to remain as a partner in the coming EFA program.
- Should Finland continue or adjust its direct technical assistance? Finland adopted in BPEP II the mode of direct assistance that is conceptually "right" in that it is tied to financial assistance and to the ministry's own structure and program. Its assistance was handicapped, however, by the absence of "harmony" among other international partners in their modes of direct assistance. Finland's mode seems not to work well when the other donors do not also use it.

For reasons of its history in joining the program, Finland also ended up in an activity that is not of highest priority for either the Ministry of Foreign Affairs or Nepal. We recommend that Finland negotiate with ministry on future requirements for TA, focusing on areas that are likely to have the highest leverage in the reform process. In such negotiations, Finland should keep in mind its comparative advantages and priorities, such as bilingual instruction, gender equity, and/or inclusive education.

- Should Finland place an education specialist within its embassy? Experience with BPEP II has shown (1) that separating the function of direct TA from that of representing Finland in program-related planning and negotiations is wise, and (2) that direct TA needs strong support from the embassy's engagement in negotiations with the partners. In spite of the importance given to planning documents by the World Bank and other international agencies, policies and strategies are often molded during implementation, and those who would be actively engaged in their evolution should have a continuing presence. We recommend that if Finland continues to provide direct TA, it should also provide an education specialist to the embassy. If, on the other hand, it wants to be a silent partner, then it should discontinue TA and need not add a specialist to the embassy.

- Should Finland support further moves toward a pure program mode of cooperation? At present, the pressure from various angles of the partnership seems to put movement toward a program at a standstill. Some partners want to move in this direction, others seem to resist, and government is not a strong voice in the debate. Finland is among those supporting the move. We support this position, as decades of project assistance left little impact on the ministry, while a few years of more collaborative, quasi-program assistance, seem to be more effective. If Finland supports this move, it should seriously consider adding an education expert to its staff and continuing direct technical assistance, since funding alone will not change the institutional behavior of Nepal's education ministry.

Interviews

Mr. Vidyadhar Mallik, Secretary, MOES

Mr. Ram Sarobar Dubey, Joint Secretary, Planning, MOES

Mr. Satya Bahadur Shrestha, Director General, Department of Education

Mr. Chuman Singh Basnyat, Joint Secretary, MOES

Mr. Asko Luukkainen, Charge d'Affaires, Embassy of Finland

Ms. Else Moller Nielsen, Councilor, Embassy of Denmark

Mr. John Evans, Mr. Mohan Nyachhyon, Technical Advisors, Curriculum Development Center

Mr. Krishna Pandey, Project Implementation Officer, Asian Development Bank

Mr. Leela Upadhayay, Chief of Food for Education unit; Mr. William Affif, Country Program Advisor; World Food Program

Mr. Samphe Lhalungpa, Education officer, UNICEF

Dr. Giap Dang, Ms. Susan Durston, Mr. Bimal Shrestha, Advisors, European Commission

Mr. Karsten Jensen, Chief Technical Advisor, Education Sector Advisory Team, Danida

Dr. Rajendra Dhoj Joshi, Senior Education Specialist, World Bank

Mr. Krishna Prasad Lamsal, Ms. Haruko Kamei, Advisors, JICA

Mr. John Middleton, Education Consultant, World Bank

South Africa

Michael Cross

Methodology

The South African case study used several data collection procedures. These included: (i) a review of relevant background documents; (ii) formulation of fieldwork protocols; (iii) field visits and interviews with relevant government officials, representatives of aid agencies and programme officials. The review covered several background documents, including evaluation reports and policy documents from the Ministry of Foreign Affairs, Finland, and the Ministry of Education, South Africa; and reports from other agencies involved in the education sector in South Africa. Extensive interviews were conducted with persons working within the Programme, officials of the National Department of Education and the provincial departments of education, and national and Finnish consultants. The purpose of the interviews was to develop an understanding of how Finnish support and operational procedures are perceived and can be interpreted in the light of what is going on the ground.

Purpose and strategy the intervention

The overall objective of the Programme was to contribute to capacity and to enhance the quality of the educators in two selected provinces in South Africa. SCOPE comprised three main components: (i) incorporation of teacher education and training colleges into higher education; (ii) ICT for enhanced learning; and (iii) the provision of inclusive education in schools. The duration of the programme is four years, from February 2000 to December 2003, divided into two main phases: (i) Phase I: February 2000 to January 2001; and (ii) Phase II: February 2003 to December 2003. In practice, there has been continuity in terms of project activities along the two phases. There was however a major change of staff between the two phases, with the exception of some core staff.

The programme entailed forging a partnership between Finland and the South African government for collaborative engagement at systemic and institutional levels. At systemic level, SCOPE targeted the departments of education at both national and provincial levels. Within the national Department of Education, SCOPE components were integrated into and managed through the Directorate of Higher Education (Component I), the Directorate of Further Education and Training (ICT) and the Directorate of Inclusive Education (Inclusive Education). A Programme Coordinator was also located within the national Department of Education under the Directorate of Development Support. Within the two provincial departments specific units linked to the relevant directorates formed the conduit of support to the implementing institutions. At the institutional level, some variation in choice of institutions was evident in the two provinces. In this regard, SCOPE adopts a system approach that tries to tackle problems horizontally and vertically, at different levels, ranging from policy and planning, to teacher education in terms of training and content production as well as community involvement.⁵³

⁵³ Liisa Lind, *Notes for the interview with the Evaluation Team, Pretoria 19 July 2003*, p.2.

The SCOPE project began its operations within a changing policy environment in the education system. For example, for the higher education component only the release of the National Plan for Higher Education in March 2001 brought clarity regarding the future institutional base for teacher education in the two provinces. The same applies to inclusive education with the release of the White Paper 6 in 2001 and the e-Education Draft White Paper in 2003 for the ICT component. This represented both a liability and an asset. It appeared as a liability when policy and respective operational procedures were needed and there was no clarity about the vision on these issues. It often led to rapid adjustments and modifications, making the implementation of planned activities difficult. It also appeared as an asset by providing a dynamic context for policy dialogue and organizational learning.

Component I: incorporation of teacher education and training colleges of education into higher education

The higher education component of SCOPE provides a strategy and a set of activities to facilitate the integration of two teacher education and training colleges into the National Institutes for Higher Education, within the broader framework of the National Plan for Higher Education. The Ndebele College of Education in Mpumalanga and the Amalgamated Phatsimang and Perseverance College of Education in the Northern Cape are the two institutions targeted by this component. It aims to build capacity of teacher educators, managers and trainers in the Northern Cape and Mpumalanga through its contribution to the development of the provision of higher education in the two provinces. To note, however, that the level of specificity of the goals of the component have changed throughout the project as the policy landscape became clearer, although some officials preferred to put it in terms of “not change, merely adaptation”.⁵⁴

More specifically, SCOPE supported the following activities: (i) phasing out old three-year college diploma programmes; (ii) programmatic and research needs within teacher education, encourage and support group and individual research (e.g. establishment of viable research units, study operations of research units at other institutions, promote research seminars, and develop publication skills among staff); (iii) identify, select and evaluate accredited teacher education programmes from service providers to be replicated at the Colleges; (iv) advertise/publicize new programmes (e.g. preparation of brochures for ACE and Science Bridging programmes designed and distributed to walk-in applicants, schools and libraries, training in the selection, marketing and assessment of programmes); (v) identify critical competencies/skills required to offer relevant and responsive teacher education courses within the institutes; (vi) develop managerial and administrative capacity of staff; (vii) implement a plan with specific focus on enhancing expertise in fields of specialization (e.g. workshops on quality assurance, Curriculum 2005, and enrolment in higher degrees by staff); (viii) support the resource/library information and communication needs for current programmes; and (ix) devise a comprehensive plan for a systematic student capacity building programme to enable them to play a critical role in society.

⁵⁴ *Johnston et al*, Evaluation of the Teacher Education/Higher Education Component of the South African – Finnish Cooperation Programme in the Education Sector (SCOPE), April-May 2003, p.16.

Component 1: Teacher Education/Higher Education

SWOT in relation to anticipated achievement

Strengths	Weaknesses
<ul style="list-style-type: none">• Dedicated team• Clear objectives and plan of action• System approach• Political will and commitment at national, provincial and institutional levels• Integrated into national and provincial policy and decision making• Development and testing of new programmes• Phasing out of the old college diploma programmes• Links with other HE institutions, developed or developing	<ul style="list-style-type: none">• Adjustments and modifications of activity plans (revised in response to new policy)• The status of two colleges remained vague for long time• The spread and scope of activities too ambitious for the existing capacity, resources and timeframe• Monitoring and documentation measures not well defined in the beginning• Financial monitoring too cumbersome• Project approach (financial management and reporting systems)
Opportunities	Threats
<ul style="list-style-type: none">• Political pressure to integrate teacher education (colleges) into higher education• Networking with other higher education institutions• The institutions train and learn from one another• Feeding experiences into further development• Opportunity for reflection on broader higher education issues in SA• Laying the foundations for a sound academic culture• Provide a solid basis the training and upgrading of educators in the two provinces	<ul style="list-style-type: none">• Delays in the definition of vision for teacher education for the two provinces• Immense backlogs in individual and institutional capacity• Advancement of all forms of required knowledge, skills and scholarship and the upholding of rigorous standards of academic quality is a long term goal• Some interventions would need support beyond 2003• More staff responsibilities and workload• Bureaucratic procedures of the departments• Inadequate institutional management (in some cases there was need to search for suitable staff)

Component 2: Information and communication technology for enhanced learning

The SCOPE ICT component had the following main objectives: (i) to support management and planning of ICT integration at national, provincial and institutional levels; (ii) to extend and improve skills and knowledge of educators in using ICT in teaching, learning and management; and (iii) to extend and improve the learners' competencies in using ICT in learning. It focuses on capacity building of three target groups in ICT and its educational use: system and institutional managers, educators and learners. The purpose was to build structures, strategies and services that allow a sustainable development and support for national and provincial ICT objectives, test replicable models for materials development and support services, and enable management personnel and educators to plan and sustain ICT for learning, teaching and management in the provinces and schools.

The ICT component was introduced in 22 pilot schools, seven in the Northern Cape and fifteen in Mpumalanga. In contrast to the Northern Province, Mpumalanga opted for a combination of schools and teachers' centres (5 schools and 10 teachers' centres). At the national level, the national Department of Education was responsible for the necessary policy interventions (the teacher training material for teachers). At provincial level, the two provincial departments carried out the implementation and the establishment of the necessary ICT infrastructure, operational procedures and training. Mpumalanga Department of Education established Computers in Education (CIE) unit under the General Education and Training (GET) and the Further Education and Training (FET) directorates to function as a coordinating body. The Northern Province is planning to establish a Directorate for ICT with an overall coordination function assisted by a Chief Education Specialist with two deputies to deal with technical and pedagogical aspects of ICT. Currently there are two members responsible for ICT matters in the Northern Cape Department of Education.

Recent component evaluation and fieldwork accounts highlight the following achievements:

- Basic computer literacy is offered in most schools.
- Pilot site staff are trained in ICT planning and management for implementation of institutional plans.
- Schools and teachers' centres are equipped with networked computers, scanners, printers and communication software.
- Thirteen teacher development modules, using distance education methodologies were produced.
- Over 1000 teachers nationally trained in collaboration with SchoolNet SA.
- Managers (at provincial, district and institutional levels) and educators trained through workshops on project management, tailor-made courses and targeted onsite support.
- All SCOPE schools now have ICT literate educators.
- The Teacher Cluster Model is being developed and some centres have training schedules for their teaching and learning communities.
- Evidence of innovative practices in some schools.

Component 2: ICT for enhanced learning SWOT in relation to anticipated achievement

<p style="text-align: center;">Strengths</p> <ul style="list-style-type: none"> • Dedicated team • Clear objectives and plan of action • System approach • Political will and commitment at national, provincial and institutional levels • Decentralization: needs for further development and activities beginning to emanate from the provinces and institutions • Integrated into national and provincial policy and decision making • Development and testing of materials for teachers (11 Teacher Development Modules made available) • The role of teachers' centres as a support basis • Collaboration with other projects (e.g. SchoolNet SA) 	<p style="text-align: center;">Weaknesses</p> <ul style="list-style-type: none"> • The selection of pilots sites (distances between the provinces and the sites make coordination difficult) • The status of teachers' centres remained vague for long time • Activities too many and diverse for the resources available • Monitoring and documentation measures not well defined in the beginning • Little integration into curriculum delivery • Restructuring at the end of Phase One posed constraints on coordinator's work • The start of Phase II took nearly 6 months • Financial monitoring too cumbersome • Project approach (financial management and reporting systems)
<p style="text-align: center;">Opportunities</p> <ul style="list-style-type: none"> • Political pressure to deploy ICT in education • Networking with other ICT initiatives • The sites train and learn from one another • Informing policies at national and provincial levels • Feeding experiences into further development • Alternative approaches to connectivity and infrastructure development • Information on ICT more readily available • Testing suitable ICT models appropriate to a rural context (ICT as a redress mechanism for equity purposes) • Testing ICT as a mechanism for support to schools located at long distances • Community participation 	<p style="text-align: center;">Threats</p> <ul style="list-style-type: none"> • Too many activities and little time for coordination and monitoring • Integration of computers into teaching and learning takes long time (longer than 4 years) • The funding structures of schools and teachers' centres do not allow for sustainability • Some interventions would need support beyond 2003 (integration, ICT support and on-line services) • Bureaucratic procedures of the departments • Inadequate institutional management (in some cases) • Willingness of educators in adopting ICT as a supplementary way of curriculum delivery (some teachers not inclined to add ICT into their already packed scheme of work)

(Adapted from Liisa Lind's matrix)

Component 3: Introducing inclusive education

The SCOPE Component 3 project has a strong commitment to the provision of educational opportunities for those learners who experience or have experienced barriers to learning and development, or who have dropped out of learning because of the inability of the education and training system to accommodate their learning needs. Inclusive education had as its objective the introduction of inclusive education in 21 sites of learning (10 in Mpumalanga and 11 in the Northern Cape) through the following activities: (i) training of educators in the selected pilot schools; (ii) capacitating provincial and district personnel and educators identified as trainers to advance inclusive education; and (iii) support in and for schools piloted by the district personnel and trainers.

In Mpumalanga the school-teacher centre combination was used on the understanding that the teacher centre would serve as the hub serving schools in close proximity. Each teacher centre was provided with the necessary infrastructure and human resource capacity to function as a support basis to the schools within its radius. They represented a decentralised support mechanism that operated as an extension of the provincial department of education with the key functions of training both management and educator staff at the school level. In the Northern Cape, the arrangement was less complicated. No teacher centres have been established. The arrangement was tailor-made for the long distances between schools. In general, pilot schools have benefited through training and support of individual studies in inclusive education. They have also received specialist support, equipment and learning materials in order to facilitate the move towards inclusive education.

A recent component evaluation highlights the following results:

- Several workshops for regional/district and circuit managers, principals and educators were held.
- Training programme for educators from each pilot school and some ESS officials by the Remedial Teaching Foundation (using the cascade model to ensure that all members of staff at the pilot schools underwent training).
- Educators shared their experiences with DANIDA-supported project participants.
- Therapists from Elizabeth Conradi Special School held a workshop at each pilot school in the Northern Cape.
- Sixteen delegates from each province participated in a study tour to Finland in September 2001.
- Study tours to Namibia and Zambia.
- Seventeen educators, principals, educational support personnel and departmental officials from the Northern Cape participated in a study tour to Lesotho.
- Principals and educators from both special and pilot schools and educational support services staff attended a National Conference on Learner Support.
- Training in computer literacy was provided to schools in the Northern Cape and Mpumalanga.

Component 3: Inclusive Education SWOT in relation to anticipated achievement

<p style="text-align: center;">Strengths</p> <ul style="list-style-type: none"> • Dedicated team • Clear objectives and plan of action • System approach • Political will and commitment at national, provincial and institutional levels • Integrated into national and provincial policy and decision making • Development and testing of materials for teachers • Exchange of ideas and experiences with practitioners in similar projects (e.g. DANIDA-funded inclusive education project) • Awareness on inclusive education • Increasing commitment from government officials and educators to inclusive education 	<p style="text-align: center;">Weaknesses</p> <ul style="list-style-type: none"> • The selection of pilots sites (distances between the provinces and the sites make coordination difficult) • Lack of interdepartmental collaboration at provincial level between directorates and sub-directorates • Lack of clear framework and criteria about how service providers were selected for professional development activities • Monitoring and documentation measures not well defined in the beginning • Tendency to define inclusive education narrowly in terms of inclusion of learners with disabilities • Restructuring at the end of Phase One posed constraints on coordinator's work
<p style="text-align: center;">Opportunities</p> <ul style="list-style-type: none"> • Political pressure to deploy inclusive education in schools • Networking with other inclusive education initiatives • Informing policies at national and provincial levels • Feeding experiences into further development • Development of context-bound and effective instructional and learning strategies to facilitate participation of all learners in the classroom • The creation of social and emotional climate in schools and classrooms, in which learners, educators and parents feel safe, valued and accepted • Advocacy, awareness campaign and information dissemination • Community participation 	<p style="text-align: center;">Threats</p> <ul style="list-style-type: none"> • Too many activities and little time for coordination and monitoring • Integration of computers into teaching and learning takes long time (longer than 4 years) • The funding structures of schools and teachers' centres do not allow for sustainability • No government budget commitments as yet for ICT in these provinces to ensure continuity • Bureaucratic procedures of the departments • Inadequate institutional management (in some cases) • The workload related to a number of other training activities (OBE, life skills, HIV/AIDS, literacy, etc), including the implications of the cascade model

Alignment and synergy with national policy priorities

SCOPE's objectives are generally in congruence with the South African national policies and priorities as stated in *Tirisano* (working together) and the various policy documents (see below). SCOPE's objectives have also been embraced by the Strategic Plan 2003-2005. A close look at each of the components highlights the following:

The higher education component reflects the policy instituted by *Education White Paper 3 - A Programme for the Transformation of Higher Education*¹ (5 August 1997), and the *Higher Education Act* of 1997 on the incorporation of teacher education and training colleges into higher education. It also reflects the broader framework of the *National Plan for Higher Education* which provides for the establishment of National Institutes for Higher Education in provinces without higher education institutions.

The following developments illustrated the extent to which the SCOPE ICT component is in line with the Department of Education strategic priorities (*Tirisano*) and is also supported by a strong governmental commitment:

- At the international level, it is important to note that education has been identified by the NEPAD e-Africa Commission for development strategy as the priority NEPAD ICT programme, with the e-schools project being the lead project. South Africa has played a leading role in this process. At the national level, several ICT planning and management structures have been established. These include: (i) the Presidential Advisory Council on Information Society and Development; (ii) the Presidential National Commission on Information Society and Development (PNC on ISAD); and (iii) the Heads of Education Departments Committee (HEDCOM) Subcommittee on ICT.
- The Presidential Advisory Council on Information Society and Development (PIAC on ISAD) includes international leaders in the ICT sector. It meets once a year to review issues such as ICT infrastructure and services, skills development and training and ICT literacy and fluency. The Presidential National Commission on Information Society and Development (PNC on ISAD) was established to advise government on the optimal use of ICTs to accelerate the development of an information society and deals *inter alia* with issues such as ICT policy and strategies, the development of electronic materials with local content, skills development and infrastructure for citizenry in the global information society, and ICT literacy and the optimal application of ICTs to all sectors.⁵⁵ It has also focused on exploring e-schooling in South Africa within the NEPAD framework. Both the Council and the Commission have identified e-education, i.e. the effective deployment and utilisation of ICTs to accelerate the achievement of national educational goals, as a top national priority.
- An ICT Sub-Committee of the provincial heads of departments (HEDCOM) has been established to address the necessary policy issues in this regard, including an ICT policy and regulatory framework and strategy, and drive the implementation process in partnership with the private sector and NGOs. National and Provincial Department of Education Structures have also been established. At national level an ICT Unit is responsible for ICT policy and policy monitoring, the formulation of standards and guidelines to guide ICT implementation. Provincial structures include single projects with large budgets such as Gauteng On-line and the appointment of ICT management staff in some directorates.

⁵⁵ DOE, An Implementation Framework. *op.cit.* p.11.

- At the policy level, five important documents are worth mentioning: (i) the *Strategy for Information and Communication Technology in South Africa* (November 2001) that defines the educational objectives of using ICTs in broad terms, including the creation of “new possibilities for learners and teachers to engage in new ways of information gathering, learning and teaching”; (ii) an *Implementation Framework for the Department of Education’s National ICT Strategy* released in November 2002; (iii) the draft White Paper on ICT in education, which outlines a framework for implementing ICT in South African schools, the strategies, guiding principles and cost implications;⁵⁶ (iv) the *Business Plan* developed by the Department of Education, an implementation plan, proposing a realistic phased approach, with targets and time frameworks; and (v) the Gaunteng On-line (GOL) pedagogical framework, which provides a framework for understanding educator competencies required to effectively utilise ICT for teaching and learning.

The component on inclusive education is in line with the proposals of the *Report of the National Commission on Special Needs in Education and Training*, the National Committee on Education Support Services (DOE, 1997) and the stipulations of the *Education White Paper 6 - Building an Inclusive Education and Training System*, 1 July 2001. The White Paper 6 makes provision for educational opportunities, particularly for those learners who experience or have experienced barriers to learning and development or who have dropped out of learning because of the inability of the education and training system to accommodate their learning needs.

Priorities of the Ministry of Education

- Dealing urgently and purposefully with the HIV/AIDS pandemic by utilising the education and training system
- To ensure the successful running of our provincial systems by ensuring the successful running of co-operative government
- Triumphant over illiteracy amongst adults and youths over the next five years
- Developing schools as centres of community life
- Ending conditions of physical degradation in South African schools
- Developing the professional abilities of our teaching force
- Ensuring the success of active learning through outcomes-based education
- Creating a vibrant further education and training system to equip youths and adults for facing social goals
- Building a rational, seamless higher education system that will embrace the intellectual and professional challenges facing South Africans in the 21st century

Like many other projects in the South African education sector, SCOPE has special significance in the context of education policy implementation. It is a short-term project designed to lay the ground for accelerating implementation of broader education policy goals of the South African government. It is regarded by the South African authorities as adding momentum to

⁵⁶ Department of Education, White Paper on e-Education (Draft for Discussion), May 2003.

existing education plans and government funding. As a senior official of the Department of Education put it, "... nothing starts with donor funding; our approach has focused on how to use local funding and complement it with donor funding." In government circles, it is interpreted as a strategy that contributes to the leveraging of policy implementation in the areas of ICT, inclusive education and integration of colleges into the higher education system, by addressing specific backlogs and distortions from the apartheid legacy. It is perceived as a strategy for making the transformation of the system easier.

Alignment with Finnish development cooperation priorities

Finland's development cooperation policy as outlined in *Decision-in-Principle* and *Comprehensive Policy on Relations with Developing Countries* shows Finland's readiness to champion the concerns of developing countries by focussing on growth with equity (a lesson from the Finnish experience is that there need not be a trade-off between equity and growth), gender equality, inclusiveness, human rights and democracy, and sustainable development. It is in line with major international policies on development cooperation, including the Millennium Development Goals and Education for All. It is flexible enough to accommodate country-specific poverty reduction strategies, culture and context. There was a general consensus from both South African authorities and Finnish representatives that SCOPE falls within this general framework. While many interviewees regarded South Africa as a middle-income country which did not have the same needs as poorer developing countries, there is consensus that the imbalances of the apartheid legacy that compromise effective social and economic development required external support and justified Finnish intervention.

All institutions targeted by SCOPE are geographically located in areas from which the bulk of beneficiaries are disadvantaged by poverty or rural location. Institutions in the Northern Cape are separated by considerable distances that constrained the ability of the provincial department to provide adequate support. At the time of introduction of SCOPE, institutions faced considerable isolation. Mpumalanga province faced both telecommunications and electricity problems in some areas.

Mode of Finance or Funding Strategies

The total Finnish funding for the project is 6.2 million Euros over a four-year period as follows: Phase I, 3.1 million Euros and Phase II, 3.1 million Euros. Government officials agree that, in the future, donor agencies should focus on budget support, i.e. they should contribute to the budget in cash and allow local authorities to spend it as they deem appropriate. Our feeling is that if this approach is agreed upon, it should be based on the principle of partnership in management and accountability mechanisms taking account of the level of institutional capacities.

1. Policies and special contribution of Finnish development education cooperation

SCOPE was well positioned to make a significant contribution to education in South Africa. Both Finnish and South African respondents were categorical in stressing that, while knowledge and skills in these areas are not easily transferable, they do place Finnish aid workers in a potentially good position for a significant contribution. However, the Finnish experience should be matched with a good understanding of the South African cultural and historical complexities.

The interviewees gave us a sense that the connection between the Finnish heritage and their practice as aid workers depends more on individual intuition than systematic induction based on knowledge (“ I guess as Finnish this is how I was brought up and educated”; “ it is the way they are”; etc.).

Practices

Compared to other agencies, the Finns are characterised by a high degree of self-management (a listen and adapt approach) and strategic leverage in terms of their programmes in spite of the small size and project orientation. “Adaptability”, “flexibility” and “modesty” were the main keywords repeatedly used as descriptors of Finnish actors within SCOPE:

- With the partial exception of aspects of financial management and Finnish staff accountability issues, the Finns have shown considerable adaptability in moving from a narrow project approach in the management and accountability systems of SCOPE to what appears to be a partnership, which privileges local structures and procedures and accommodates local initiative and expertise.
- They have shown a great deal of flexibility in their approaches to inclusive education: from Finland’s emphasis on special education and learner support to the wider concept of inclusion as embracing barriers to learning and access regardless of race, disability, religion, gender or any other barrier to learning. While not unique, this concept has profound significance within the South African context. Some interviewees stressed the amount of learning that occurred with this challenge.

Key recommendation

- *Finnish aid workers could be more proactive in providing leadership within the donor community and in their interaction with South African partners if the rich Finnish heritage were more systematically made part of their induction along with efforts towards understanding the South African context and peculiarities.*

Sector Wide Approach Vs Project Support

South Africa has embraced the shift from orthodox donor-by-donor and project-by-project approach to sub- or sector-wide approaches (SWAs) to support to the education sector. Generally, these are networks where a diversity of players – donor and government – converge to affect change for a common good. The main argument for SWAs is that external assistance is more effective and enhanced if all operating partners in a specific sector jointly work together. The first programme was based on a compromise and provided the basis for the development of relationships. Mutual trust and confidence has been established in this process, thus creating a basis for the future, which should focus on budget support to secure better coordination. Currently, several donors contribute to pool funding through the Reconstruction and Development Fund managed by the treasury. Finland has not yet joined this group of donors. While supporting a programme approach, government officials were adamant that more flexible mechanisms for disbursement of funds should be found.

“... We want budget support. The first programme was a compromise and the Finns wanted a compromise and time to build confidence and develop systems relationships. For us it was also key to leveraging and speeding up implementation to accelerate the transformation agenda against the imbalances of the apartheid legacy. Aid needs better coordination. You may ask: ‘what do you mean? Better coordination?’ We mean, it should not be targeted; it should be directed to a common pool (aid will never match our national contribution). The Finns are prepared to accept budget support.”

2. Relevance, Impact and Sustainability

Relevance

In assessing the relevance of the project, we match the project activities and processes with the departmental and institutional needs, including the political and cultural contexts in which the project is being implemented. As the evaluation of Component I puts it, “perceived relevance is a function of both knowledge of the goals and objectives being sought together with an understanding of the context within which the intervention takes place” (p.16).

The objectives of the programme are broadly stated and, depending on how they are interpreted, they seem realistically achievable in measurable terms. It appears however too ambitious in terms of the variety and the breadth of the activities entailed. The amount of activities seems to have limited and insufficient time for more effective coordination and monitoring. The activities were also too diverse and put considerable stress on the resources available. Perhaps a much more focused definition of activities targeted at leveraging strategies of policy implementation could have enhanced performance and outcomes and maximised the impact on the system.

The drivers of the three components of SCOPE are linked to the South African national strategy to address the imbalances imposed by apartheid and current global pressures facing South Africa. In this regard,

- The incorporation of teacher education into higher education is not only part of the national strategy aimed at establishing a coordinated national higher education system, but also addresses key distortions of the apartheid teacher training strategies which not only reproduced mediocrity but systematically produced second class teachers for rural and disadvantaged schools. In this regard, SCOPE was built on a strong rationale.
- Inclusive education within the South African context means commitment to building a more just society and equitable education system and a conviction that extending responsiveness of mainstream schools to learner diversity offers a means of turning these commitments into reality. The Inclusive Education Component is grounded on the values of human dignity, equity and non-discrimination enshrined in the South African Constitution. It is aimed at enabling all learners to access basic education, regardless of race, disability, religion, gender or any other barrier to learning.
- Similarly the ICT component not only aims to address issues of access but also to contribute towards the repositioning of South Africa in the global economy.

Impact

Did the project have an impact on the system and institutions, taking into account different groups of beneficiaries (system and institutional managers, educators/teachers and learners)? We also consider whether the goals of the project have been achieved and assess the effectiveness of the strategies adopted in getting the job done. The three components of the programme were introduced while the respective national policies were either being developed or refined. This allowed for flexibility and sustained dialogue throughout the process. It also allowed for interaction and cross-fertilization with other programmes, work across structures and synergies between other actors and SCOPE. Most importantly, it created the context to make SCOPE a testing ground for emerging ideas. In this respect, SCOPE has to some extent contributed to the debate leading to the South African IT implementation strategy and the South African e-Education White Paper. At a more practical level, SCOPE implementation models have had significant influence across provinces and its content materials are being experimented at different levels across the country. The following assessment can be made of each of the SCOPE components:

Component I – Higher Education

- There is enough evidence to indicate that SCOPE component I has had a significant impact on the ways in which the two colleges moved towards incorporation in the new National Institutes for Higher Education (NIHEs), particularly in terms of changing mindset, basic knowledge and skills, and attitude to academic work. However, only when the two NIHEs are up and running will the contribution made by SCOPE be truly measurable. In this regard, there is little evidence of real impact on a culture that remains resiliently outside the ambience of the academic world.
- Clearly some of the objectives could not be achieved within the lifetime of the project, particularly if the delays and adjustments are taken into account. Advancement of all forms of required knowledge, skills and scholarship and the upholding of rigorous standards of academic quality are long-term goals that could not be fully realised during the project. In this sense, as some officials from the national Department of Education have suggested, the SCOPE intervention had the effect of **enhancing** existing practice rather than necessarily **enabling**, in that it has raised general higher education awareness and has reframed the mindset and attitudes towards academic work.
- Through this programme, grounds have been established for integration of the two colleges of education into the NIHE and remarkable strides have been made by the two colleges to transform themselves into genuine higher education institutions. Progress has been made in areas such as research, ICT, human resource development, introduction of accredited higher education programmes, improvement of information and library resources, improvement of student support programmes, development and delivery of accredited teacher education programmes, implementation of strategies for academic capacity building in curriculum reform and development of active research groups and individual research contributions. Several agreements have been signed, namely: an agreement between Phatsimang College and the University of Potchefstroom which enabled it to offer accredited ACE, B Ed and B Ed (Hons) programmes in teacher education; an agreement with the University of Pretoria that allows the Ndebele College

to offer additional B Ed programmes; and negotiations with the University of the North-West and the University of the Free State to enable it to deliver new programmes.

Component II – ICT

- (a) SCOPE has made tremendous impact on the organization of the schools in the province, both at a managerial level and administrative level and to a lesser extent in the classroom. More specifically the following progress can be identified:
- Teachers on the whole have begun to use more software to carry out their daily tasks in a more productive manner: use of computer resources to capture test results, undertake worksheets, class lists and manage subject registers.
 - At some schools collaborative learner projects have started with counterparts elsewhere on the globe, particularly with learners in Sweden, the USA, Japan, Belgium, Australia and Finland.
 - SCOPE participated nationally in the process of formulation of the National Strategy for ICT in Education (2001) and the White Paper on e-Education.
 - At provincial level, ICT strategies were strongly influenced by SCOPE experiences and expertise.
 - At the institutional level, most educators are ICT literate and have acquired basic ICT skills.
 - Also, the management of ICT at institutional level has improved.
 - It has provided examples of best practice and models for implementation in all institutions and beyond the two provinces.
- (b) The downside is manifested in some dimensions, but more specifically in the use of computers to undertake tasks more aligned with the strategic objectives of the school. In this regard, the integration of ICTs into the curriculum appears to be proceeding with a great deal of difficulty. A recent evaluation of the ICT component indicates that during the site visits conducted in Mpumalanga, “the interview team did not witness a systematic form in which the pure integration of the computers in the curriculum was being achieved, i.e. learning through computers.”⁵⁷

Recommendations

- Two ideas seem to emerge from the way the objectives and activities of the programme were defined. First, it would have been more fruitful to take, for example, only one set of pilot schools and look at how, from the perspective of whole school development – which is already an institutionalised policy, ICT could be of benefit for the schools and how inclusive education could be introduced and supported in them. Second, ICT and inclusion could have been introduced as two complementary development streams into the higher education component. This strategy could have had the advantage of maximizing integration, coordination and efficiency and effectiveness, particularly in the use of resources. This approach could be considered in the future.

⁵⁷ Engelbreght, Petra et al, *External evaluation of SCOPE Component III Introducing Inclusive Education*, Pretoria: Department of Education, 2003), p.9.

Sustainability

We address three key questions: Has the project managed to create sustainable changes? What will happen to the work done when the project comes to an end? Are there signs of individual, institutional or organizational change? A general assessment is that the foundations in terms of political will within government departments, initial capacity (professional development of managers and educators) and basic infrastructure have been established. Some of these will have long-lasting effects on future policy implementation. It has allowed the South African government to steer a model responsive to wider developments within the education sector in the two provinces. Parts (e.g. ICT distance learning materials) are being replicated in other provinces. However, financial sustainability will to a large extent depend on the budgetary provision of government for the SCOPE components as outlined in the Strategic Plan. Examined by component, this is how we assess the sustainability of SCOPE.

Component I – Higher education. Given the demand for teacher education in the provinces, the subsidy funding formula for higher education, which ties subsidies to the number of graduates and research output, the risks to the financial sustainability in this component are minimal. Whether the forms of academic socialization into sound scholarly and research practice provided by the SCOPE experience will be sustainable is to be seen in the future. There is little evidence to support this at the present moment.

Component II – ICT. ICT training, costs for security maintenance and coverage of insurance for computer laboratories at the schools have been paid by the SCOPE project. Most institutions are increasingly ill at ease as SCOPE approaches closure. The introduction of Computer Typing, which brings along with it a full-time teaching post, and the introduction of programmes such as Future Kids have been considered, particularly in Mpumalanga as strategies for ensuring financial continuity beyond SCOPE. Our view is that, while they do add value to the financial security of the schools, no financial self-sufficiency can be achieved through these initiatives without a budgetary provision by Government.

Component III – Inclusive education. Inclusive education created awareness in schools of what inclusion is and how to identify barriers to learning. It has also created the awareness that collaboration between educators is essential for effective implementation. The White Paper 6 recommends a community-based approach as a strategy for developing an inclusive education system. This means accessing resources in local community as well as the wider communities to develop and support education through a structured collaborative community approach.⁵⁸ In this spirit, there has been some awareness of the importance of collaboration and support (school-based, collaboration between parents and the school, the school and community as well as new relationships with and between education departments, etc). Many schools established School-Based Support Teams. Some School Governing Bodies have also been involved in facilitating inclusive education practices.

The cascade model approach was not successful in some schools. The educators had difficulties in transferring their newly acquired knowledge to colleagues and did not have time to do so. There was lack of criteria regarding the selection of service providers or workshops and it was not always clear how and why some workshops were chosen.

⁵⁸ Engelbreght, Petra et, 2003, *op.cit.*, p.40.

Recommendations:

- The need for continuity and commitment from provincial departments to continue with the process and to work in partnership with pilot schools needs serious consideration. Several issues will require further support. These include: (i) increasing the portfolio of courses; (ii) raising the competency of staff in the use of modern delivery modes; (iii) increasing the level of specialist competencies; (iv) fostering a research culture and scholarly activities; (v) institutional management capacity; and (vi) developing and implementing strategies for student support and academic development programmes.
- Careful consideration should be given to planning, choice of services and selection of providers for professional development activities and capacity building in the future. It is also important not to rely too heavily on short training courses (shock treatment approach), but to develop and determine longer-term human resource development within a whole-system approach.⁵⁹

3. Ownership

SCOPE is not an aid-driven programme. It is rooted in the South African education sector strategic objectives. The reasons for its relative success are due not only to synergy and alignment with the national and provincial priorities, but also to its systemic approach with an open mandate, i.e. open to national or provincial determination (no pre-determined agenda). This resulted in an enabling environment, political will and commitment, active participation and a wider sense of ownership.

While there have been incidental cases where lack of commitment was apparent in neglecting the duties or tasks to be carried out or lack of initiative, the programme has generally been characterised by the principle of local ownership and participation, which makes SCOPE genuinely a South African programme. The decisions are made jointly and the South Africans carry out most of the work, particularly when the significance of the work is understood and the benefits from the programme are visible.

Recommendations

- There is a sense in which the principle of ownership, which has been accepted by both parts, could be enhanced through more information, guidelines on local procedures, and a more explicit accountability system (letting technical assistants know when, to whom and how to report or ask for permission) as well as “induction into institutional culture and ways of working, into unwritten rules of conduct.”⁶⁰ Some of this induction only happens by working together as colleagues in daily routines of the unit or department. As Lind put it: left outside, technical assistants will miss “the silent knowledge of the community, which everyone takes for granted and which is difficult to transfer otherwise consciously.”⁶¹

⁵⁹ Engelbreght, Petra, *op. cit* p.46.

⁶⁰ Liisa Lind, *Notes for the interview...* p.4.

⁶¹ *Ibid.*

5. Gender

An important feature of the Finnish approach is the extent to which the project has managed to provide a supportive role and balance on gender issues at both systemic and institutional levels. While important progress has been made within government circles to address gender discrimination, South Africa still remains a male-dominated society and the gender-sensitivity approach that underpinned SCOPE, particularly the inclusive education component, has been well received. However, in other components there was a tendency to privilege the structural dimensions of gender: e.g. selection and composition of teams, individuals in leadership positions, etc.) while neglecting the values, sexism, sexual harassment and other practices and social relations that disadvantage women.

Recommendation

- A strategy for addressing gender as a cross-cutting issue should be more systematically and explicitly spelt out and form part of training and professional development along with other cross-cutting issues such as HIV/AIDS.

6. Coordination and Communication

Communication between the different layers of programme staff, local/international, national/provincial and local, component/specific and general staff was effective but not always fully satisfactory. Very often it took on an informal logic where it should have been more structured. Because of this, communication between components and provinces was limited.

SCOPE was designed as three self-contained components, with little room for inter-component collaboration. This resulted in three parallel development projects with little interface between them. This was felt at two levels: (i) overall coordination of the programme; and (ii) coordination of each component and parallel aid sponsored projects. The overall coordination of the programme was under the Finnish team leader, stationed in Kimberley. He was assisted by senior advisers who supported provinces in implementation, advised on the planning process, monitored development and implementation, coordinated project activities, and liaised with donors. At the provincial level, the programme was coordinated by programme coordinators (attached to the departments) assisted by component advisers (national consultants).

Decision making for all components: was based on bimonthly meetings of the Steering Committee, which consisted of representatives of the national Department of Education, the relevant directorates, as well as representatives from the provinces. The Supervisory Board met twice to oversee the implementation and consisted of representatives from the national DoE at the Chief Director Level and Finnish government. The introduction of these structures, a matrix of vertical and horizontal reporting (following the lines of accountability of the South African government and the consulting firm), superseded the old project-based parallel reporting to the team leader, who in turn reported to the consulting firm.

An important feature of SCOPE was the collaboration with other donor-funded projects such as SchoolNed SA and DANIDA-funded inclusive education programme. The materials developed under SCOPE have been made available to other donor-funded projects.

Recommendations

- System to system and Ministry to Ministry dialogue must decide on the areas of cooperation (not subordinate institutions like the National Education Board).
- Local authorities should manage tendering procedures with some external support and different levels of engagement with Finnish counterparts.
- If a Finnish consulting firm is used in the management of the programme, its responsibilities should be limited to the aspects that cannot be addressed through local structures and procedures or in collaboration with the partner country.
- While bilateral cooperation has proved effective, multilateral cooperation offers better opportunities. For example South Africa could leverage tripartite partnerships with other African countries with which Finland has cooperation relationships.

7. Management Issues, Impediments and/or Conflicts in project/program implementation

In development work, donor agencies and the local authorities need to carefully plan structures for collaboration so that institutional and programme management structures are synchronised in order to minimise potential clashes between time-bound programmes and the departmental line functions within which the programmes operate. This is an area that requires constant dialogue and periodical reviews. It was not surprising that this is the main area where differences have been identified that require attention for future engagements.

In one instance, personalities were identified as the cause of the problem. Generally, however, rather than personalities and differences of opinion, impediments and conflict arose out of structural and procedural arrangements for the management and implementation. More specifically, tensions arose at the following levels: (i) technical assistance; (ii) financial management; (iii) institutionalisation of procedures and harmonization of management structures; and (iv) accountability systems.

Technical assistance. Concerns were raised about the change of professional staff in the middle of the project. This compromises continuity. There was a long induction process, which did not lead to the desired level of familiarization with the contextual and implementation issues. This had a disruptive impact at both national and provincial levels with implications for both national and international programme staff. The induction programme focused on local policies but provided little background about the programme components (e.g. inclusion challenges in the country, the IT landscape, key institutions, the education system and social and cultural dimensions of the South African society).

“... There have been problems with cultural and organizational integration. In cultural aspects some cultures of the country are easier (nearer home culture) for a northerner, some tougher: tolerance for differences, sensitivity, discreetness, boldness, respect, ways of communicating (talkers – listeners; vocal –written) vary from one culture to another. To come into terms with all rudeness, would be good to sort out differences but sometimes it is hard for all people (expatriates and locals) to pinpoint what is exactly the problem....”

“Personally, this was my first experience in aid work. The appointment process was quick and there was no time to prepare oneself for the work; so I came more or less unprepared. The briefing by MFA was partly very good but much too general and focusing on aspects that could have given as a reference package on a CD for further use while in hosting country. More focus should be put on briefing on the specific programme or project one enters into, on country specific issues, on intercultural issues – especially in our case since we came into the programme halfway.”

The balance between aid administrators and education specialists requires attention, particularly at embassy level. It was indicated that good cooperation practices have developed where donor agencies included education specialists in their staff and not just aid administrators. Experts do make a difference in development cooperation.

Financial management. The remuneration packages of the staff of the consulting group vis-à-vis local staff have been an object of bitter contestation. However, a closer look the issue reveals that the disputes were not as much about the differences in remuneration packages as about lack of clarity on the procedures. In our opinion, this issue could be easily tackled in future projects with clarity about who should be responsible for what and how the programme staff should be remunerated. It is much more of a issue of clarity rather than a substantive issue concerning “who gets what”.

Financial monitoring as an instrument for general monitoring and evaluation processes is also an issue. There are two approaches to this. One view sees the current financial management system of SCOPE as too broad, lacking detail or breakdown of expenditures for different activities. This implies a real-time, detailed monitoring system where one can see all costs categorized by category. According to another view, it is appropriate to separate personnel expenditures from the rest. In our view, both sides are calling for a flexible and more transparent system that could provide a monitoring mechanism to track costs and calculate lifetime costs for the use of equipment, unit costs for the training and service delivery, i.e. a monitoring system that serves the needs for monitoring and evaluation.

Recommendations:

- Careful consideration should be given to the process of induction of technical experts to include not only aspects of the aid work, the programme or project involved, but also a basis for understanding cultural, historical and other dimensions of the South African education system

- Greater transparency and clear procedures and guidelines are required for financial management, monitoring and evaluation.

Monitoring and evaluation. Since its inception, planning and monitoring were based on an elaborate project management system in which high demands were placed on logical-framework techniques, articulated by objectives, outcome verification, and measurement indicators. Further, the reporting system followed the procedures required by the Finnish consulting firm. To note, however, that in so far as monitoring and evaluation are concerned, there is a fundamental distinction between local programme needs, the needs of the consulting company and the needs of the MFA. Procedural alignment is needed. This resulted in tensions that could have been avoided if local procedures were improved and adopted.

Individual evaluations of the three components of SCOPE by independent evaluators have been completed or are being completed. However, no systematic evaluation of the SCOPE programme has been done. South African authorities have expressed concern about this.

Recommendation

- A comprehensive independent evaluation is needed. This would certainly provide important lessons for the design and implementation of future projects/programmes. It would certainly be a considerable waste if the experiences gained under SCOPE in the two provinces do not feed into future initiatives.

Institutionalization of procedures and harmonization of management structures. It was imperative from the beginning to set up joint formal mechanisms for interaction between Finnish partners and South African authorities and practitioners. This was addressed through a three-tier management and policy structure system: (i) national programme coordinator operating from the Department of Education; (ii) provincial programme coordinators; and (iii) component coordinators. Local staff and Finnish experts assisted them. These new functions have been integrated into the respective directorates, namely the Directorate of Inclusive Education for inclusive education, and the Directorate of FET for the ICT component. Mechanisms for communication between the Ministry and donors have been established at the central level, through which relevant officials meet with donors.

For example, the National Directorate of Inclusive Education coordinates the Inclusive Education Component. All decisions on operational procedures are done in consultation with the National Coordinating Committee for Inclusive Education (NCCIE), which is a subcommittee of the Heads of Education Committee (HEADCOM) for Inclusive Education. The NCCIE includes all directors from the provinces, representation from teacher unions, South African Federal Council on Disability and the Disability Desk from the President's Office.

Accountability systems. Aid provided by the MFA to South Africa is managed through an intermediary company. While this system has worked fairly well, areas of contention remain around clarity of roles and lines of accountability affecting technical assistants appointed by the company. It was indicated that the terms of reference for technical assistants do not always correspond to their duties in all respects. Some duties are not made explicit, some are but the complexities of their accomplishment in practice seem to have been disregarded.

SCOPE deployed a number of educational experts who worked as advisers and maintained regular contact with implementing institutions. One group of experts was based in the Northern Cape and occupied premises made available by the provincial department of education; the other group operated in Mpumalanga and had similar arrangements. Concerns were expressed by some respondents regarding the lines of accountability of those employed by the Helsinki Consulting Firm, particularly at the level of holidays and availability.

Although concerns were raised about the existence of a parallel system in financial management, given current bureaucratic bottlenecks it has been an effective model. There should be a mechanism for tabling the reports.

Recommendations

- Communication between decision-making bodies and the rest of the programme staff could be strengthened to avoid that informal mechanisms become the formal communication channel and consequent tensions, through clarity of roles, clear procedural guidelines and clarity on accountability mechanisms concerning the different layers of programme staff.
- All partners should be represented when inter-component information is shared.
- The terms of reference should be written and realistic and take into account the division of tasks with local counterparts.
- Flexible and but relatively detailed financial management system must be developed to serve the needs of effective monitoring and evaluation.

8. Finland's institutional learning, responsiveness and adaptability

An important feature in this regard is the use of local experts among the team of consultants for the programme. It has several advantages. First, it builds effective networks between different expert groups and stimulates long-term capacity for sustainability within the country. Finnish consultants were used when the national and provincial representatives felt a need for another perspective or a need for expertise that is not available nationally. This is in line with the South African employment and labour relations policy and represents another important area of synergy between Finnish cooperation development and the South African national policies. There are very well informed and experienced experts within South Africa, but certainly not enough to meet the increasing demands in expertise.

Recommendations

Education sector policy. Initial responses from both aid workers and South African government officials tended to favour the opinion that current cooperation arrangements have worked well for both Finland and South Africa and an MFA education sector strategy statement could only bring about complications. However, senior officials in the national Department of Education made an exception to this view and suggested that a policy strategy could be advantageous under the following conditions:

- If it embraced the principles of major international policy directives such as Education for All and the Millennium Development Goals
- If it made provision for commitment to long-term goals in development cooperation.

Conclusion

South African authorities and Finnish aid workers agree that their has been a success story. However, as has been shown, the road to this partnership has not always been all that smooth.

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Zambia

Elizabeth Mumba

I. FINNISH SUPPORT TO EDUCATION IN ZAMBIA

Finland's support to education dates back to 1974, when it assisted the Ministry of Education in incorporating Practical Subjects in schools. The target of this project was not attained as it was only less than 10% successful. Later, another project, Zambia Educational Materials Project 1984 – 90 was launched, which focused on the training of local writers at the Curriculum Development Centre, production of textbooks at Kenneth Kaunda Foundation and distribution of textbooks and other materials to districts.

A review mission on support to the education sector was conducted in 1990. This led to the launch of ESSP I (1992–1994) project, which focused: on primary school construction and rehabilitation; book support to the universities, teacher training colleges and trades training institutes; support to Media Studies at EHCAA and the Zambia Education Research Network (ZERNET) as well as preventive maintenance in schools. ESSP II 1996 – 1991 continued its focus on educational materials, library support to the universities and colleges, ZERNET and the Zambia Institute of Special Education (ZAMISE), but added its support to the Ministry of Science and Technology under the Competency Based Modular Training

Education Sector Support Project 1 (ESSP 1) 1992 – 94

In recent years, Finland has supported Education in Zambia through several projects, which were identified by the mission of 1990/91. The Project was implemented as part of the general policy shift towards improving primary education and improving school infrastructure as indicated in the policy document *Focus on Learning*. As the infrastructure was run down, there were several community initiatives for building basic schools, using the concept of self-reliance, to increase access to education of their children, especially for Grades 8 and 9. This also dealt with the problem of the long distances children had to walk to go to school. It was addressed by the ESSP-I project on rehabilitation and completion of school structures.

ESSP-1 priorities included:

- Improving the provision of education for all
- Paying special attention to the educational needs of women, the handicapped, and those mostly adversely affected by economic crises and the effect of economic adjustment
- Enhancing national self-sufficiency in skilled manpower
- Improving the quality of education.
- Promoting national self-reliance in the provision and long-term maintenance of educational services
- Developing the planning and administrative capacity at all levels of the educational system and promoting efficient use of resources

ESSP-1 Projects included:

- Improving the quality and supply of educational materials
- Primary School building, rehabilitation and maintenance using the community participation approach and a school based preventive maintenance system
- Teacher education for teachers of the handicapped, degrees and diplomas for teacher training and degrees at UNZA School of Education, UNZA and ZAMISE.
- Rehabilitation of Vocational and Technical Education – Supporting the Journalism Department at Evelyn Hone College and Schools for Continuing Education
- Educational Planning and Management
- Educational Research.

ESSP-1 Activities focused on:

- Rehabilitation of existing facilities and completion of unfinished primary school buildings in rural areas.
- Providing the districts in the target provinces with written tool kits for preventive maintenance and minor repairs in schools.
- Training of provincial preventive maintenance Systems Coordinator
- Training of Curriculum Development Specialists.

Impact of the ESSP- Projects. ESSP-1 provided for the printing and supply of educational materials. The project contributed towards capacity building for writers of textbooks at the Curriculum Development Centre. The ESSP-1 Project also improved the supply of books at the University of Zambia and Copperbelt University through the Student Book Loan scheme.

Education Sector Support Project 2 1996 – 1999

The overall objective of ESSP-2 was to improve the quality of education services in Zambia through:

- Staff development
- Support to community involvement
- Material support
- Educational Materials

The major projects under ESSP-2 were:

- Education materials
- Library Support to the University of Zambia (UNZA) and Copperbelt University (CBU).
- Competence based Modular Training
- Zambia Education Research Network (ZERNET)
- School Construction and Rehabilitation
- Special Education at ZAMISE and School of Education (UNZA)
- Work within the financial capacity of Government of Zambia, in meeting its counterpart share of recurrent costs and ensuring the sustainability of the system after phasing out donor support
- Facilitation of donor co-ordination in the education sector to avoid duplication and overlap
- Taking advantage of special areas of Finnish expertise and experience.

During the ESSP-2, although the idea of ownership was not very clear, participation in decision-making of the programme by MOE officials was good. This was facilitated by good administrative structure and strict disbursement and accounting procedures. ESSP-2 ended at the time when cooperation in education was changed to whole sector approach in BESSIP.

Education Sector Support Project 3 - 2000 – 2003

The Evaluation of ESSP-2 recommended that Finland should support BESSIP and put their funds in the common pool. The ESSP-3 was launched when there were major changes in the MOE policy, in which focus was increasingly being placed on the Sector Wider Approach Support (SWAp) to education in the country under the Basic Education Sub-Sector Investment Programme (BESSIP), launched in 1999. Under the new arrangement, cooperating partners had to put their resources in the pool to be utilized in support of the programmes under BESSIP.

When ESSP-3 was launched, both the Ministry of Education and the World Bank had shifted their approach to sector support rather than project support. This shift guided ESSP-3 and Finland committed itself to support basic education sector development in collaboration with other cooperating partners, using the SWAp under pool funding. Other Finnish support to basic education aims at increasing enrolment rates and improving learning achievement of all pupils. The support aims to improve equal study opportunities for all Zambian children.

ESSP-3 had three components based on the BESSIP Programme implementation Plan.

These are:

- School Infrastructure, which aims at increasing the volume of school infrastructure of good quality in rural areas.
- Special Needs/Inclusive Education that aims at improved equal education opportunities for all pupils.
- HIV/AIDS Education

ESSP-3 is closely interconnected to the main objectives of BESSIP and based on the co-operative effort of other co-operating partners. Under ESSP-3, Special Education/Inclusive Education and infrastructure support are being implemented in North Western and Western Provinces as well support to HIV/AIDS at national level. Three Technical Advisors have been placed with the Ministry of Education: the Programme Coordinator; Building Advisor and Financial Advisor. The Programme document states that the Programme Coordinator will be at the disposal of the Ministry of Education to assist with BESSIP coordination. The Building Advisor is to assist the building officers in the Infrastructure section while the Financial Advisor is to assist in the development of capacity of staff in training PTAs in accounting and stock-keeping. Young professionals, one per province, provide support in the training of teachers in special education at the two teacher training colleges.

The support to ESSP-3 is 8.02 million euros. More recently, the Ministry of Education launched its Sector Strategic Plan 2003-2007, which addresses all sectors of education, some of which were left out under BESSIP such as high school education and tertiary education. The Sector Strategic Plan was developed with the full participation of ESSP Programme Coordinator. This has been greatly appreciated by the Ministry of Education.

II. COMPARISON WITH OTHER DONORS, MOVING TOWARDS SWAp

External financing partners have been assisting the Ministry of Education in different activities under separate projects in the province or region of their choice, utilizing their own financial and procurement procedures.

Teacher Education and Curriculum. The Danish Agency for International Development (DAN-IDA) has been involved in curriculum reform in Teacher Training Colleges and in strengthening Special Education in the training of teachers. Others are Ireland Aid, UNICEF, the Netherlands (Mongu Teacher Training College). Finland has supported Special Education in Teacher Training.

Infrastructure and School Construction. The World Bank and the African Development Bank provided loans for school construction and rehabilitation work. Finland has supported school construction in primary schools using community participation. The Japanese Agency for International Development (JICA) has recently supported construction of new basic schools using their own contractors. DFID has constructed Resource Centres for In-Service Training for teachers in each province and district. The European Union has built community schools under the Zambia Capacity Building Project.

Girls Education. The Programme for the Advancement of Girls Education PAGE has been supported by UNICEF through funding from the Norwegian Agency for International Development NORAD, Canadian Agency for International Development, the Netherlands CIDA and USAID.

In-Service Training of Teachers. DFID provided In-service training for teachers under the Action to Improve English, Mathematics and Science (AIEMS) Project. Several training modules have been developed. Sida supported the In-service training of teachers under the Self-Help Action for Education (SHAPE). Finland has been involved in In-service training under the Preventative Maintenance programme in schools.

Provision of Educational Materials. Finland has supported the production and distribution of educational materials to all districts in the country under ESSP-1. Sida participated in the production of school textbooks. JICA has recently provided educational materials to schools. UNICEF has distributed educational materials and equipment to schools in support of PAGE.

Scholarships. USAID has provided scholarships to girls through the Forum for African Women Educationalists Zambia Chapter (FAWEZA). The European Union through the Zambia Capacity Building, ZECAB has provided some scholarships.

Modes of Financing

Until recently, most donors worked separately in different projects and in the province or region of their choice. They received managerial inputs from consultants (international or local) and sometimes worked alongside Ministry of Education staff as 'counterparts'. They followed their own procurement procedures, whether locally or internationally. Each followed its own financial reporting and auditing procedures that were demanded by its home office.

The Ministry of Education, in many cases, was not involved in any way in the handling of funds, except in very few cases such as school construction, in which communities were given grants to purchase building materials. After BESSIP was introduced, some donors agreed to put their funds in one common basket. In the case of Finland, the evaluation of ESSP-2 1996–

1998 recommended that Finland should join the pool as their funding strategy for ESSP-3 1999 – 2003. They put their funds in the pool under one common account.

Other funding agencies put their funds in the pool with certain conditions attached, while agencies such as USAID, JICA and UNICEF have been unable to commit their funds within this arrangement because of the regulations of their home offices or headquarters. Since 1996, there has been a shift among donor agencies to commit more of their support towards a Sector Wide Approach characterized by coherence, better coordination, local ownership and budget support.

During the program design and formation of BESSIP, the different external agencies that were willing to commit to common programme definition and monitoring procedures were not equally prepared to commit to pooled funding. A reason was the limited capacity of the MOE (centrally and at decentralized levels) to undertake tasks that were critical either to implementation efficiency or to the accountability procedures required by the agencies. The design included a hierarchy of funding modalities in order to accommodate all donors under different conditions. Four modalities can be identified in the way donor agencies have responded to the call for pool funding. This is summarized in Table I.

The World Bank joint appraisal (1999), which is one of the defining documents for BESSIP, recognized Case 1 as the 'ideal financing modality' reflecting the preference of that organization to choose from a limited set of financing and operational modalities of the four cases. This was done to encourage the agencies that were not ready to put their money in the pool. As already stated, these agencies had reservations regarding the capacity of the Ministry of Education to undertake tasks that were critical either to implementation efficiency or to the accountability procedures required by the agency. To encourage such agencies, the design included a hierarchy of funding modalities as follows:

Table 1: The Four ‘Cases’ for Funding BESSIP

Cases	Comments	Who
Case 1 (“Pool”) Funds controlled by MOE. Available for all BESSIP components Funds from various partners mingled in a common bank account	BESSIP components do not include recurrent budget items Possible to “ earmark” Subject to conditions on targets and counterpart funding	DFID Ireland Netherlands Norway
<i>Case 2</i> Funds controlled by MOE Available to all agreed BESSIP components Funds from various partners not mingled in a common bank account so bank records can be used to assist accounting	Require separate bank account for their audit trails	World Bank AfDB loans
<i>Case 3</i> Funds controlled by MOE Available for a restricted number of BESSIP components, defined by the individual agreements Funds from various partners not mingled in a common bank account	Audit trail possible through bank account Project-like earmarking of funds for specified activities	Danida (joint bank account – “case 3.5”) Finland AfDB (civil works)
<i>Case 4</i> Funds not controlled by a MOE Available for one or a small number of components in a project framework.	Traditional project fund management and flow	USAID, JICA, UNICEF, Save the Children (Norway)

Source: Joint Evaluation of External Support to Basic Education May 2003

Degree of support. Tables 2 and 3 show External Agency support to education prior to BESSIP and after the introduction of BESSIP in 1999.

Table 2. External agency support to education in Zambia

Agency	1998	1999	2000	2001	2002
WB/IDA		1.50	6.90	12.00	2.906
USAID	3.00	3.20	0.60	2.08	-
United Kingdom	3.10	4.10	0.90	7.40	4.5
Norway	3.50	2.18	0.17	5.40	7.72
Netherlands	2.00	6.20	7.10	10.20	8.42
Japan	0.00	8.20	0.00	0.00	1.17
Ireland	1.00	1.10	1.58	3.32	4.9
Finland	2.10	0.62	0.69	1.87	1.1
EU		2.60	3.14	2.62	-
Danida	3.10	2.70	0.40	3.54	40.0
Canada	0.20	0.31	0.13	0.80	-
AfDB	6.40	10.10	3.24	3.70	69.6
UNICEF	0.9	1.2	1.7	2.6	6.5
Total	10.6	44.01	26.55	55.42	

Source: Ministry of Finance, UNICEF (Note: Some zero or low values, e.g. in 2000, are due to late reporting so disbursements are shown in the following year)

Table 3. Overview of agency support to education in Zambia

AGENCY	HISTORY	ACTIVITIES	SCOPE (US\$)	INTENTIONS
FINLAND	Previously in various parts of the sector ESSPI, ESSPII & ESSPIII	ESSP III Infrastructure, inclusive education, capacity building, materials, HIV/AIDS etc.	ESSP-3 – US\$7m Pool – US\$0.5m Cases 1 and 3	Towards Support to SWAp, through budget support.
GERMANY	Technical & vocational ed. (GTZ); Some input to preparations for EMIS			
IRELAND	Northern Province – varied support incl. teacher education and Breakthrough to Literacy	Ongoing projects for teacher ed., literacy etc. Capacity building.	BESSIP: approx. US\$9m to pool. Other approx. US\$2m	Support to SWAp, incl. budget support. May reserve a fund for responsiveness and flexibility.
JICA	Were focused on junior HS (1980s). Now Basic Ed. Facilities, materials.	Volunteers. TA School building, including proposals from CS	US\$1.8m for Basic Education.	Keep work within GRZ plans. HIV/AIDS Support to NGOs in CS sector.
NETHERLANDS	Education since – 1990	Decentralization, (WEPEP) Girls Ed. Materials and other support	BESSIP: approx. US\$15m to 2002. WEPEP: approx US\$3.5m. Plus support to establish ZCSS, FAWEZA, decentralization, etc.	Support to SWAP, through budget support. Director support to NGO/CSOs.

AGENCY	HISTORY	ACTIVITIES	SCOPE (US\$)	INTENTIONS
NORAD		Pool; Institutional links including of MOE (Also Norway Education Trust Fund of the World Bank).	Approx. US\$10m in 2002; Contributions to PAGE through UNICEF.	Support to SWAp and moving to budget support.
USAID		SHN, EMIS and PAGE (identified as suitable "projects"). Interactive Radio.	EMIS-3yrs US\$3m SHN-3yrs –US\$5 PAGE- Interactive radio-2yrs, US\$0.8m	Economic growth is HQ policy. Some options for pooling.
WOB (Belgium)		Volunteers, including in TTCs.		
AfDB	Infrastructure loans	Civil Works	Approx. US\$5m 1999-2002	Infrastructure
EUROPEAN UNION (EU)	EU committed to ZECAB before BESSIP	ZECAB – just ending	5yrs, US\$7m. Originally for capacity building. Extended to cover scholarships..	Not yet clear. Policy is towards budget support.
UNESCO	EFA processes and monitoring			National Committee for EFA
UNICEF	Input in early 90s to stimulate EFA policy commitment	Girls' Education, Health, nutrition, Orphans and vulnerable children.	Annually approx. US\$2.5m (increasing)	Girls' Education. Life skills education Early childhood education. Commitments to plans up to US\$3.1m per annum.
WORLD BANK/IDA	Sector Approach	Loan funding to BESSIP	100m over 7 years. Case 2 funding of BESSIP. US\$40m – 1999 to 2000, 60m – 2001 to 2006. US\$65m to ZAMSIF in MOF.	Support to move to SWAp subject to capacity building, and PRSP. EFA FTI.
DANIDA	Long involvement in Teacher Ed. Pre-service Curriculum Special Education	Teacher-education, including TTC infrastructure. Curriculum development. Capacity building.	Case 3 (and a half) Approx. US\$30m over last 5 years.	Zonal TRCs Inclusive education, Women in PE ECE considering pool modality.
DFID	Legacy projects – AIEMS, PRP moved into BESSIP. Now pooled funding.	PRP BESSIP pool and supportive additional work. Building/restructuring and policy support.	Pool- approx US\$8m since 1999, inc TA. PRP:-US\$16m over 5 years.	Support to SWAp, incl. budget support. Capacity building, including.

Source: Joint Evaluation of External Support to Basic Education: Zambia. AUCC Consortium – May 2003

BESSIP

Prior to BESSIP, many external donors supported the education sector using the project approach and managing their own affairs without involving MOE officials. In some instances, this created mistrust among technical assistants and local staff. At the same time, in big review meetings the local staff often felt intimidated. However, since the inception of BESSIP, there has been more collaboration between technical staff and local staff. This has led to trust being established and openness in discussions and big meetings.

- BESSIP has also brought many external donors together and hence more coordination in the activities of donors. This is done through formal meetings of the Joint Steering Committee meetings and the informal donors meetings.
- The MOE has improved its financial accountability by establishing new financial procedures used under BESSIP utilizing a qualified local technical financial manager working hand in hand with the Financial Advisor from Finland.

Finland is innovative and practical in its support of the education sector. This makes it easy for the impact of the projects to be felt by communities. Although, in earlier projects, Finland worked in isolation, they have learned and have worked closely with other donors and with the Ministry of Education officials in later projects. They were flexible enough to enter the pool funding when BESSIP was launched, during the period ESSP was coming to an end in 1999. They decided to invest in the pool funding and reduce their sub-projects as the situation demanded. Under ESSP-3, Finland's focus is on school infrastructure and rehabilitation, Special Education and HIV/AIDS.

Local participatory approaches. Although the figures on Tables 2 and 3 are for more recent years, Finland's support to the education sector stands out favourably compared to other donors. ESSP-1 (1992-94) had a total budget of €15.1 million and ESSP-2, €7.7 million. Given that these projects are operating in areas where other donors are not using local participatory approaches, the impact of this support is clearly felt more. This is most evident in the school construction project where a community participation approach was used in the construction of classrooms and teachers' houses. This approach already existed during the colonial days. Parents constructed basic schools in order to provide for their children's education.⁶² This approach has enhanced community empowerment and ownership of the infrastructure

Under this approach, grants are given to Parent Teachers Associations to purchase materials, while communities also contribute local materials such as building sand, stones and their labour. Local builders or bricklayers are used in the construction of classroom blocks and teachers' houses. Communities are also involved in the preparation of the building design with the assistance of District Buildings Officers. This approach is still used by BESSIP in the construction of schools and teachers' houses under ESSP-3 funding. This is a departure from JICA, which uses its own big construction companies to build schools under BESSIP. The community participation approach has greatly assisted in the capacity building of the Buildings Section within the Ministry of Education, especially at district level where a position of District Buildings Officer has been created for the supervision of construction of schools

⁶² Focus on Learning: 1990).

Preventive maintenance. Another aspect of community participation is the concept of preventive maintenance which was introduced during the ESSP-1 project to ensure that whatever was rehabilitated and constructed was maintained over the years. Preventive Maintenance Committees have been established in all primary and secondary schools in all provinces as it was viewed as an innovative and worthwhile idea. Parent Teachers Associations have continued to levy a small fee for school construction and maintenance of school infrastructure.

Supporting HIV/AIDS. Finland surprised everyone when they pledged to support HIV/AIDS under BESSIP (during the BESSIP Annual Review in December 2000) when other donors did not. They noticed that the issue of HIV/AIDS was not given high priority by the Ministry of Education and other donors had not put any funds on HIV/AIDS activities, yet statistics were showing that more teachers were dying or often absent from school due to HIV related ill health, and many children were orphans and were staying away from school due to lack of financial support for their school requisites. In this regard, Finland has been flexible enough to take on board an immediate issue which is affecting society and which is related to poverty reduction, which is one of Finland's developmental goals in international development.

Finnish action to support HIV/AIDS activities in the education sector is unique and it puts them far ahead of other donors. It is only hoped that the financial support will spill over to school level. So far, Focal Point Persons have been appointed at provincial, district and school levels. What is required is more action at school level. HIV/AIDS is a new area in which Finland is investing and this investment will have significant impact in terms of sensitisation of pupils, teachers, and the staff of the Ministry of Education as well as, hopefully, the communities in which pupils and teachers live.

Non-government organisations. KEPA Zambia has facilitated and provided support to local NGO's such as the Zambian Federation of Disabled People (ZAFOD) through the Finnish Disabled People's International Development Association (FIDIDA), and the Zambia National Library and Cultural Centre for the Blind through the Finnish Federation of Visually Handicapped. The selection of these NGO's seems to stem from the fact that Finland is supporting special education in Zambia. However, the sustainability of these NGO's seems to be a problem. Most of the NGO's have continued to receive financial support from Finnish NGO's. Some have become involved in skills training for their participants so that they become productive citizens or employed in the economic and public sectors. But the situation in Zambia is not conducive to those seeking employment even with relevant skills.

III. EXPERIENCES OF FINNISH SUPPORT TO EDUCATION IN ZAMBIA

Policies, nature, practices and special contribution of Finnish development education cooperation

Although Finland does not have a policy document on education, all its activities focus on the priority of educational activities in Zambia. From discussions, it was evident that local authorities had a different opinion than donors on the need for agency policy strategy documents for the education sector. From the Ministry of Education's point of view, the fact that Finland does not have a policy document does not matter and has allowed for more flexibility and modification in the planning, selection and implementation of projects in Zambia.

Finland's movement in support of the Sector Wider Approach provides evidence of their flexibility. Their decision was appreciated by the Ministry of Education as this encouraged other partners to do so. The example given is that Finland was the first partner to insist on HIV/AIDS to feature highly in BESSIP and funded the HIV/AIDS component under BESSIP. This assisted in producing the HIV/AIDS Strategic Plan, HIV/AIDS and Life Skills materials, Teacher's Guides and other related HIV/AIDS materials. HIV/AIDS is closely linked to poverty levels in the country as people with lack of nutritious food have low levels of immunity. The absence of the education document by Finland appears to be an asset as it provides for flexibility in approach.

“The Finnish government has been flexible in adapting to the programme approach. Finland put their funds under Case 1. Finland's case may be a model, which may enhance trust among other cooperating partners. The Ministry of Education has appreciated Finland's flexibility as they were able to take a risk by putting their funds in one account.”

(Comment from an official of Ministry of Education)

Finland has a comparative advantage over other cooperating partners as it offers both hardware and software. Finland has been involved in school construction for many years and in the production and distribution of educational materials. Construction, which utilizes community participation, stands out more clearly than that of other donors. Apart from the physical infrastructure, Finland's support to the Education Sector has provided training of local staff.

Key Findings.

- Finland does not have a policy document on education. This provides flexibility in funding priority areas of MOE.
- Finland was flexible in the implementation of projects in Zambia.
- Finland moved towards the Sector Wider Approach in funding at the beginning of BESSIP under the ESSP-3 1999 – 2003.
- Finland offers hardware and software for school construction, production and distribution of materials and training of local staff.
- Finland has a good working relationship with other cooperating partners.

Key recommendations.

- The lack of a specific strategy policy statement for the education sector represents an advantage and not a handicap and this should be retained.
- They should continue to fund priority areas of MOE such as HIV/AIDS.
- They should continue to support school construction using community participation as many school age children in Zambia are not in school.

Regarding Sector Wide Approach vis-à-vis Project Support

Key findings. The introduction of BESSIP posed management and institutional challenges that the Ministry of Education could not meet: financial management and procurement procedures, accounting and accountability, system and coordination capacity. Some donors became hesitant to put their money into the pool. Through the efforts of local and external technical staff working hand in hand, these issues have been addressed. A pilot use of the

IFIMIS accounting system was a success. The financial system of the Ministry under BESSIP has gradually improved and donors seem to have confidence in the financial management of BESSIP. The Sector Wide Approach has brought donors closely together instead of competing with each other. Donor harmonization and inter-sectoral coordination processes are facilitated through some informal donor meetings and the Joint Steering Committee. The Ministry of Education has been totally restructured with all the officers in place. The challenge now is whether these officers are in the right positions to perform their duties.

Key recommendations.

- The issue of whether each cooperating partner should put all the funds in the common pool is critical. All donors should be encouraged to contribute to pool funds.
- Although, it seems that basket funding has succeeded, it will still be necessary to have some project activities by those partners who are constrained by their own governments such as USAID and JICA.

Relevance, Impact and Sustainability

Finnish support in international cooperation focuses on poverty reduction and gender equity, the impact of which are difficult to measure. But the impact of school construction and rehabilitation of school infrastructure can be quite easily measured.

“The quality of community-based schools was bad at the beginning but has improved and there is now closer supervision from the districts as every district has appointed a District Buildings Officer who closely supervises the construction work in schools as well as trains PTA officials in preventative maintenance”.

(Comment from an official from the Ministry of Education)

Finland has been promoting community participation school construction and rehabilitation and places emphasis on preventative maintenance to maintain the school infrastructure. The concept of preventive maintenance was taken on by the Ministry of Education and introduced to all primary and secondary schools. For this, teachers have been trained and materials developed. This approach will certainly contribute to sustainability and has had a great impact in communities.

Finland's contribution to the infrastructure is visible. People can see the number of schools that have been constructed and rehabilitated. People can see the educational materials in schools. The Project has also strengthened the capacities of Parent Teachers' Associations to handle funds for construction of schools using community participation.

Finland's support to school construction was special, as other partners do not invest in infrastructure. Finland's support for HIV/AIDS in BESSIP, which is now in the Sector Strategic Plan, made a significant contribution by putting HIV/AIDS on the priority list within the Ministry of Education at all (national, provincial, district and school) levels

Although a lot of training has taken place at the national level, there is need to focus at school level where Anti-Aids Readers are sometimes placed on the shelves because teachers were afraid that the books would corrupt the children. HIV/AIDS activities at the school level have been discussed through the Programme for Advancement of Girls' Education (PAGE) which is a

Ministry of Education initiative that aims to deliver quality primary education to all children, especially girls, and to reduce gender disparities in primary education enrolment, retention, completion and achievement. The school rehabilitation and infrastructure project has a positive impact on gender equality, as sanitation is one of the key issues in creating a girl-friendly school. Distance from school is another barrier to girls' participation in school. The construction of new schools has impact on gender equality in school, as more girls will attend school.

Finland's contribution to Special Education at the Zambia Institute of Special Education, UNZA, and School of Education Assessment Center over the years has placed these institutions in the forefront in Special Education within the Region. They have been assisted with new technology and equipment for assessing learning disabilities among children. The training offered to the teachers of Special Education at UNZA and ZAMISE will contribute greatly to the whole country as time goes by.

Key Findings.

- ESSP-1 and 2 Projects had relevance to the education sector in Zambia as they responded to the needs for practical subjects in schools (ESSP-1) and to the lack of educational materials in schools throughout Zambia under ESSP-2.
- School construction and preventive maintenance in schools had great impact and was appreciated in the community and in schools. Finland's contribution towards infrastructure is visible; the number of schools constructed and rehabilitated can be seen.
- The utilization of community participation in the construction of school buildings and teachers' houses assists in sustainability as the skills remain within the community in which the school exists.
- The use of the Preventive Maintenance Manual by PTA and school communities ensures sustainability.
- The training of special education teachers has had great impact in Zambia.

Key Recommendations.

- School construction should continue to utilize community participation under ESSP -3 (BESSIP).
- Emphasis in strengthening the buildings section at district and school levels should continue so as to maintain skills of local staff.
- Finland should continue to support the three priority areas, which it has identified in the Strategic Plan, i.e. special education, school construction and HIV/AIDS.
- Finland should continue to support special education in the Teacher Training Colleges and UNZA, School of Education.

Ownership

The ownership of projects implemented through the support of Finland has varied. The earlier Projects were planned without much participation of local staff, e.g., the Practical Subjects Project. The results indicated that less than 10% was achieved. A similar situation existed with the Zambia Educational Materials Project (ZEMP) where most planning and monitoring did not involve Ministry of Education staff. The situation has since changed. Recommendations on issues that were not going on well in the Mid-Term Reviews both for ESSP-1 and ESSP -2

were taken into account. For example, technical assistants were working in isolation from the local staff in earlier projects, but it was suggested that they should work closely together. Under ESSP-3 the feeling of ownership of the programme is greater. A Memorandum of Understanding of which Finland is a signatory provides for better coordination and mechanisms for ensuring local ownership.

“Through community participation, members of the community through PTAs, feel that the school is theirs because they are able to handle funds, design the classroom block they want to build and also do all the repair work to the school buildings.”

Key Findings.

- Ownership is felt more under ESSP-3 than the earlier projects. Under ESSP-3, funds have been put in one common account under BESSIP.
- In school infrastructure, ownership is enhanced through the PTAs contribution to school construction by means of labour, sand, bricks and stones. Such activities make the people feel that the project belongs to the community.
- The building section of the Ministry of Education has been strengthened, especially at district level, which supervises the PTAs in schools.
- The lack of counterpart GRZ funds may compromise ownership of the Programme. In earlier projects, TAs were working in isolation.

Key Recommendations.

- Finland should continue to utilize community participation in the construction of schools.
- Preventive maintenance in schools should continue. GRZ must release counterpart funds to enhance ownership of the programme.
- TAs should continue to work closely with the Zambian counterparts.

Coordination and Communication

Communication and coordination between the Finnish Embassy and the Ministry of Education has always been good. Finland has always participated at meetings. Some people indicated that Finns were pushy because once they agree on something they do not easily change their position. This was more so in earlier projects when they worked on their own, but they have now learnt to be more flexible in dealing with situations that arise. Communication has been enhanced in all projects through the use of committees where local staff and TAs meet regularly. There are Joint Steering committee meetings chaired by the Minister with the participation of all cooperating partners who are signatories of the Memorandum of Understanding on SWAp. There is also the BESSIP Coordinating Committee and Implementation Committees where coordination and communication is ensured and local staff and Finnish TAs are represented. Regular reporting also facilitates communication between the Ministry and the Embassy.

During ESSP-1 under various ESSP Projects, committees have not always worked well because the Ministry of Finance did not regularly attend meetings (ESSP-1, Annual Report, 1994). Semi-annual progress report meetings of the Executive Committee were irregular. But this is different under ESSP-3 where meetings are held regularly.

Key Findings.

- There is good communication between the Finnish Embassy and the Ministry of Education through regular reports.
- Coordination between the Embassy and the Ministry of Education is good. Finland is a member of the Joint Steering Committee, which other cooperating partners who have signed the Memorandum of Understanding on SWAP with the Ministry of Education attend. The Minister of Education chairs this Committee. It meets regularly.
- There is also good coordination between Finland and other donors through regular informal donor meetings where issues are discussed and conflicts resolved before they meet officials from the Ministry of Education.
- Coordination with other donor agencies exists through formal meetings and review meetings.

Key Recommendations.

- The Joint Steering Committee meetings should continue.
- The current reporting system should continue.
- The informal donors meetings should continue.
- Review meetings should continue.

Management Issues, Impediments and/or Conflicts in project/ programme implementation

Many officials from other cooperating partners, as well as the Ministry of Education, expressed the need for an Education Advisor at the Finnish Embassy or a Regional Education Advisor who would attend all meetings and be part of the whole process. It was observed that the Programme Officer from the Finnish Embassy could not adequately deal with all educational matters.

“It was noticeable that the official from the Finnish Embassy could not participate adequately on pertinent educational issues and hence the need to have an Education Advisor at the Embassy.”

In Finnish projects, Technical Assistants were employed to work in the Ministry of Education, whereas some cooperating partners did not have technical assistants in the Ministry of Education (e.g., Netherlands and Norway). Under ESSP-3 the Programme Coordinator has worked as a member of the Ministry of Education under BESSIP and in the preparation of the Strategic Plan 2003 - 2007. There are merits and demerits of having technical assistants as part of the implementation team of the project. In the earlier projects, especially in construction of schools, technical assistance has been very useful in building capacity of local staff in the Buildings Section.

In the Curriculum Development Centre, training of writers of textbooks has been successful through Technical Assistance. But there are some instances where technical experts have worked in isolation and created resentment from the Zambian staff. They could share the same office with their local counterparts, but have nothing to do with each other.

During ESSP-1 and ESSP-2, it appears that short-term technical assistants were contracted from Finland without the knowledge of the Ministry of Education. According to the evaluations of the two projects, there were too many short-term consultants. It appears that there was no transparency in the recruitment of some technical assistants. But when complaints were raised,

the situation changed and one technical Financial Advisor had his contract terminated, as he was not the right person for the job. The mid-term evaluation of ESSP-2 did indicate that it was important to select technical assistants in a transparent manner, as it was an expensive exercise. The lack of transparency in recruitment often led to mistrust. This situation has improved considerably, particularly during the ESSP-3 when the Programme Coordinator identified fully with the Ministry of Education and participated generously in the development of the Sector Strategic Plan 2003 – 2007.

Previously, Finland hired companies and selected short-term consultants with little transparency. There is now considerable flexibility in the recruitment of technical assistants. The Ministry of Education is currently compiling a list of technical assistants from which expertise can be drawn from time to time. Generally, there is consensus that technical assistants do help in building local capacity as has happened in the Buildings Section, Curriculum Development Centre, Special Education at UNZA, School of Education, ZAMISE and most recently in North Western and Western Provinces in which young professionals are resident.

Key Findings.

- There is no Education Advisor at the Finnish Embassy, which leads to lack of contribution on educational matters in big meetings.
- Where conflicts arise, these are resolved in meetings.
- Informal meetings are at times useful.
- TAs were sometimes recruited without the knowledge of the MOE, especially short term technical assistance consultants.
- TAs worked in isolation in earlier projects.
- Recently, TAs work closely with MOE.

Key Recommendations.

- Committee meetings should continue to be held regularly as they help to resolve conflicts as they arise.
- Recruitment of TAs should be done jointly with MOE officials to ensure transparency.
- The use of the local counterpart programme manager should continue.
- TAs should continue to work closely with local staff.
- A directory of TAs should be completed.

Finland's institutional learning, responsiveness and adaptability; current issues in the country

Finland has been learning over the years. During the earlier project, ESSP-1, too many technical assistants were sent. They worked in isolation from local staff, thereby not encouraging capacity building and sustainability and partnership. Quantity has now been replaced by quality in a reduced number.

“During ESSP-1 and ESSP-2 officials from Finland/MFA were very rigid. They wanted to do things their own way. All financial matters were handled by themselves and did not involve officials from the Ministry of Education. But all this changed under ESSP-3 when the Programme Coordinator worked closely with the Ministry of Education officials. This helped them to understand the local situation.”

(Comment from an official of the Ministry of Education)

Under each project, the mid-term reviews are undertaken and recommendations made on what modifications are required in the implementation of the project. These are implemented in subsequent projects and, through this process, Finland's practices have evolved to take account of past experiences. This has enabled Finland to respond to the changed situation in the country, i.e. the policy changes within the Ministry of Education.

Key Findings.

- Finland has been learning and has adapted to changing situations.
- Finland was among the first signatories to the Memorandum of Understanding between MOE and other cooperating partners to put their funds in the pool.
- Finland has over the years reduced the number of Technical Assistants.
- Technical Assistants have worked closely with the Ministry of Education in developing the Sector Strategic Plan 2003 – 2007.
- Finland has become flexible over the years and has contributed positively to priority areas of the Ministry of Education such as HIV/AIDS.

Key Recommendations.

- Finland should continue to put their funds in the pool to ensure continuing in the mode of funding to the MOE.
- Technical Assistants from Finland should continue to work closely with local counterparts for sustainability.
- Finland should continue to support key activities in the Sector Strategy Plan such as HIV/AIDS which they have pledged to work with.

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List of Individuals held discussion with

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Mr. Esa Saliminen, Liaison Officer, KEPA, Zambia

Mr. Jack Kalipenta, Programme Officer, KEPA, Zambia

Mr. Fred Brooker, Programme Coordinator, Education Sector Support Programme ESSP-3

Ms. Miyanda Kwambwa, Education Manager, Embassy of Ireland

Mrs. Given Daka, Programme Officer (Education), Embassy of the Royal Netherlands

Mrs. Tanya Zebroff, Education Advisor, DFID

Mrs. Barbra Chilangwa, Permanent Secretary, Ministry of Education

Dr. Lawrence Musonda, Director of Planning and Information, Ministry of Education

Mr. Joe Kanyika, Senior Research Officer, ESSP III, Ministry of Education

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Mrs. Bridget Chitambo, Financial Manager, Ministry of Education

Mrs. Regina Muzamai, Senior Accountant, Ministry of Education

Mr. Alfred Sikazwe, Director of Standards and Curriculum, Ministry of Education

Mr. Joseph Nthele, Chief Buildings Officer, Ministry of Education

Mr. Fredrick Chitondo, Project Officer, FAMR, Ministry of Science and Technology

Mr. Annel Simwawa, District Education Officer, Chongwe, Ministry of Education, Chongwe

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Mr. Phillip Mutelo, Acting Senior Teacher, Chinyunyu Basic School

Mr. Sinauleni, Headteacher, Kampenkete Basic School

Rev. Winstone Chifuba, PTA Chairperson, Kampenkete Basic School

Mr. F.H. Daka, Deputy Headteacher, Kampenkete Basic School

Mrs. E.M. Simainga, Teacher, Kampenkete Basic School

Mrs. M.M. Daka, Senior Teacher, Kampenkete Basic School

Appendix

Key Findings	Recommendations	Recommended Action
Policies, nature, practices, special contribution of Finnish Cooperation		
<ul style="list-style-type: none">• Finland does not have a policy document on education. This provides flexibility in funding priority areas of MOE• Finland was flexible in the implementation of Projects in Zambia• It moved towards the Sector Wider Approach in pool funding under BESSIP and under ESSP III 1999 – 2003 Project• Finland offers both hardware and software: school construction, production and distribution of educational materials and training of local staff• Finns are rigid in the way they want things to be done especially during ESSP I and ESSP II	<ul style="list-style-type: none">• It can remain the way it is• They should continue to put their funds in the pool to implement the programme.• More flexibility maybe required depending on the circumstances	<ul style="list-style-type: none">• Finland should continue to support priority areas, which the MOE has outlined in the Strategic Plan 2003 – 2007.• They should continue to support school construction using community participation.
Relevance, Impact and Sustainability		
<ul style="list-style-type: none">• ESSP I and ESSP II Projects were relevant to education sector in Zambia• School construction and preventative maintenance in schools had great impact in the community and in schools• Finland's contribution to infrastructure is visible• Utilization of community participation in school construction and teachers houses ensures sustainability of the programme (Skills remain in the community)	<ul style="list-style-type: none">• Finland should continue to use community participation in the construction of schools and teachers' houses under ESSP III• There should be more emphasis in strengthening the Buildings section at district level	<ul style="list-style-type: none">• More support to be given to schools and communities capacity in community participation.• Provide tools to communities (PTA) for Preventative Maintenance in schools

Key Findings

The training of teachers

Ownership

- The issue of ownership is felt more under ESSP III than in earlier Projects of ESSP I and ESSP II
- Under ESSP III funds have been put in one common account under BESSIP
- In the construction of school buildings ownership is enhanced because PTAs handle grants for construction and contribute materials such as sand, stones and bricks

Recommendations

- Finland should continue to support special education in Teacher Training Colleges and UNZA, School of Education
- Finland should continue to put funds in the common pool for implementation of activities in the Sector Strategic Plan
- The use of community participation in the construction of schools should continue

Recommended Action

- Support to three priority areas outlined in the Sector Strategic Plan should continue even after ESSP III ends
- Communities should be provided with tools for preventative maintenance

Key Findings	Recommendations	Recommended Action
<p>Coordination and Communication</p> <ul style="list-style-type: none"> • There is good communication between the Finnish Embassy and the MOE • Coordination is ensured through the Joint Steering Committee and under the terms of the Memorandum of Understanding signed with MOE • Coordination exists between Finnish Embassy and other cooperating partners through regular informal donors' meetings. 	<ul style="list-style-type: none"> • The Joint Steering Committee meetings should continue • The current reporting system should continue • The informal donors meetings should continue 	<ul style="list-style-type: none"> • Regular reports requested
<p>Management Issues</p> <ul style="list-style-type: none"> • TAs are sometimes recruited without the knowledge of MOE especially short term consultants, which at times has brought conflicts • Conflicts are resolved amicably through meetings 	<ul style="list-style-type: none"> • Recruitment of Technical Assistants should be done jointly with MOE Officials to ensure transparency • Use of local counterpart of programme manager should continue. 	<ul style="list-style-type: none"> • The Directory of Technical experts being developed by MOE should be completed where a pool of expertise would be drawn
<p>Finland's Institutional learning, responsiveness and adaptability</p> <ul style="list-style-type: none"> • Finland has been learning and has adapted to changing situation • Finland signed a Memorandum of Understanding between MOE and cooperating partners in basket funding • Finland has reduced the number of Technical Assistants • Finland has worked closely with MOE in developing the Sector Strategic Plan 	<ul style="list-style-type: none"> • Finland should continue with its flexibility in its approach to supporting MOE. • Should continue to put funds in the pool • Finnish Technical Assistants should work closely with local staff or local counterpart 	<ul style="list-style-type: none"> • Continue to put funds in the pool • Provide financial controller to ensure proper utilization of funds • Continue to provide Technical Assistants to work with local counterparts for sustainability

ANNEX 5. PowerPoint Presentation

Slide 1



- Why this slide? To set the scene.
- Note that Education and Agriculture/forestry/fishing intersected in 1995 & 1997; since then, education is mostly ahead.
- Paradox: MFA ed portfolio is larger than the one for ag/forestry/fishing; MFA is implementing its ed portfolio effectively and efficiently with only 1 ed professional;
- Serious understaffing
- How many MFA staff started their careers in forestry?

Slide 2

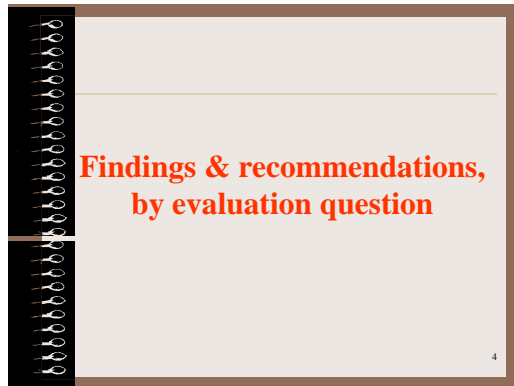
- 6 Evaluation questions**
(Report, Table 4)
1. The policies, nature, practices and special contribution of Finnish development education cooperation.
 2. The relevance, impact and sustainability of Finnish development cooperation in the education sector.
 3. Ownership: projects, program selection and how they addressed constraints.
 4. Coordination and communication.
 5. Management issues: impediments and/or conflicts in project/program implementation.
 6. Finland's institutional learning, responsiveness and adaptability; current issues in country programs.

These six evaluation questions provide the organizing principle for the Report.

Slide 3

- METHODOLOGY**
- Documentation
 - Interviews
 - 5 case studies (South Africa, Mozambique, Zambia, Bosnia-Herzegovina, Nepal)
 - Informed judgment (the subjective dimension)

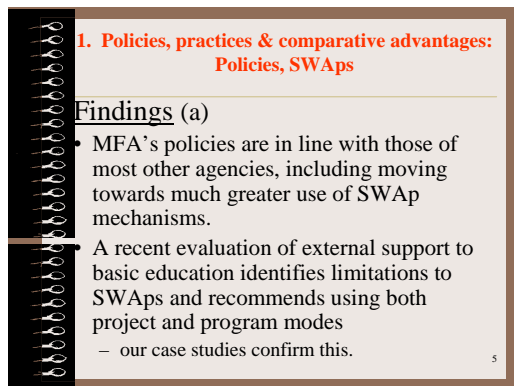
Slide 4



**Findings & recommendations,
by evaluation question**

4

Slide 4



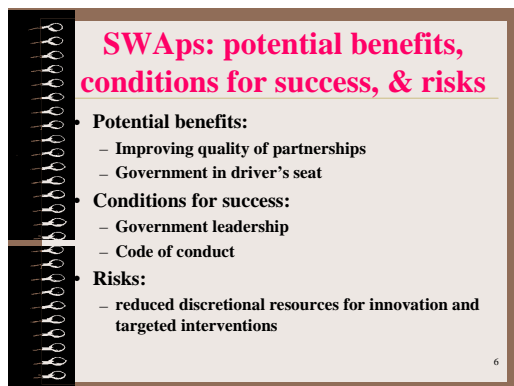
**1. Policies, practices & comparative advantages:
Policies, SWAps**

Findings (a)

- MFA's policies are in line with those of most other agencies, including moving towards much greater use of SWAp mechanisms.
- A recent evaluation of external support to basic education identifies limitations to SWAps and recommends using both project and program modes
 - our case studies confirm this.

5

Slide 5

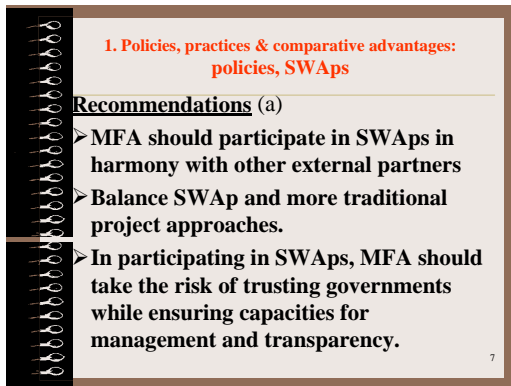


**SWAps: potential benefits,
conditions for success, & risks**

- **Potential benefits:**
 - Improving quality of partnerships
 - Government in driver's seat
- **Conditions for success:**
 - Government leadership
 - Code of conduct
- **Risks:**
 - reduced discretionary resources for innovation and targeted interventions

6

Slide 7



1. Policies, practices & comparative advantages:
policies, SWAps

Recommendations (a)

- MFA should participate in SWAps in harmony with other external partners
- Balance SWAp and more traditional project approaches.
- In participating in SWAps, MFA should take the risk of trusting governments while ensuring capacities for management and transparency.

7

Slide 8



1. Policies, practices & comparative advantages:
What Finland does best

Findings (b)

- Finland has two domestic areas of excellence that are both empirically demonstrated and internationally recognized:
 - the quality of its education system
 - honesty and transparency in its international business transactions.
- The “modesty” of MFA staff and Finnish consultants is much appreciated by partners.

8

Slide 9



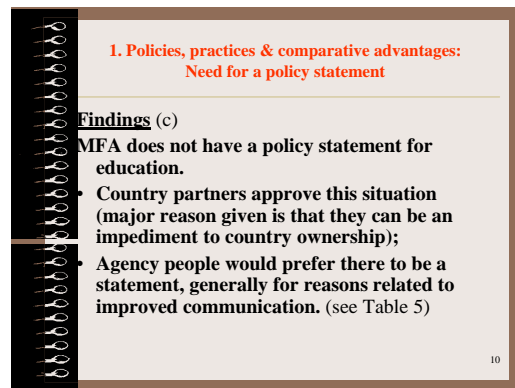
1. Policies, practices & comparative advantages:
What Finland does best

Recommendations (b)

- MFA should develop its “voice” within the concert of peer agencies active in education development cooperation.
- Focus on the quality of basic education and management practices.
- Systematically explore the applicability of PISA and TI findings to education development cooperation. This could be done with existing networks (e.g., ADEA) and institutions (e.g., IIEP).

9

Slide 10



**1. Policies, practices & comparative advantages:
Need for a policy statement**

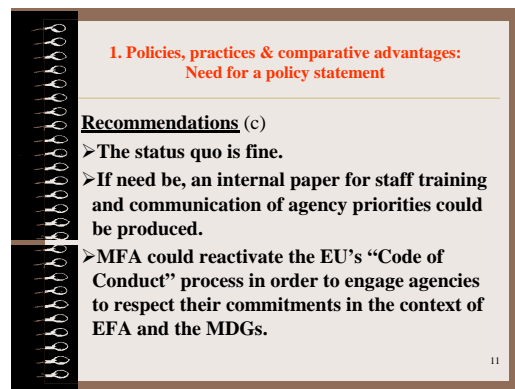
Findings (c)

MFA does not have a policy statement for education.

- **Country partners approve this situation (major reason given is that they can be an impediment to country ownership);**
- **Agency people would prefer there to be a statement, generally for reasons related to improved communication. (see Table 5)**

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Slide 11



**1. Policies, practices & comparative advantages:
Need for a policy statement**

Recommendations (c)

- > **The status quo is fine.**
- > **If need be, an internal paper for staff training and communication of agency priorities could be produced.**
- > **MFA could reactivate the EU’s “Code of Conduct” process in order to engage agencies to respect their commitments in the context of EFA and the MDGs.**

11

- No pressing need for a statement which partner governments fear could curtail their ownership.
- Distinguish between internal and external use and needs.

Slide 12



2. Relevance, impact & sustainability

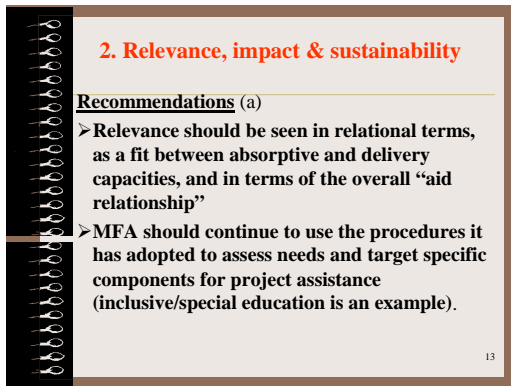
Findings (a)

Relevance is satisfactory, in terms of both

- (i) how projects relate to needs of partner countries, and**
- (ii) Finland’s delivery capacities.**

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Slide 13



2. Relevance, impact & sustainability

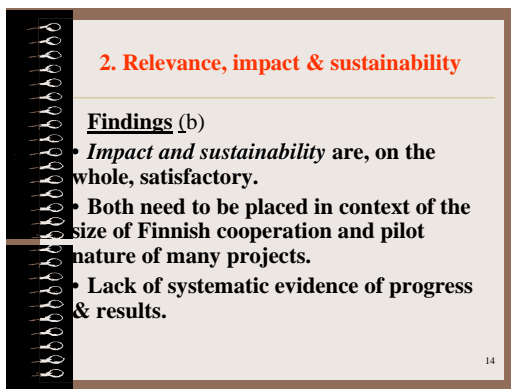
Recommendations (a)

- **Relevance should be seen in relational terms, as a fit between absorptive and delivery capacities, and in terms of the overall “aid relationship”**
- **MFA should continue to use the procedures it has adopted to assess needs and target specific components for project assistance (inclusive/special education is an example).**

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I. e., relevant to the host country’s needs and absorptive capacities, and to Finland’s comparative advantages and capacities to deliver.

Slide 14



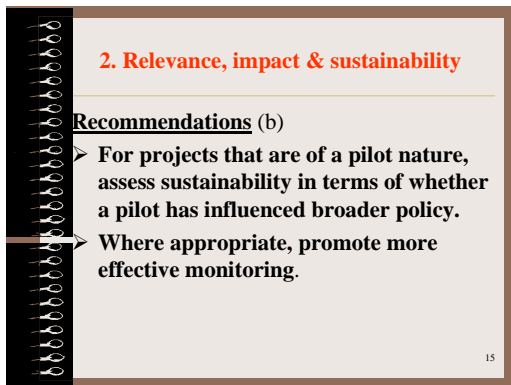
2. Relevance, impact & sustainability

Findings (b)

- ***Impact and sustainability are, on the whole, satisfactory.***
- **Both need to be placed in context of the size of Finnish cooperation and pilot nature of many projects.**
- **Lack of systematic evidence of progress & results.**

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Slide 15



2. Relevance, impact & sustainability

Recommendations (b)

- **For projects that are of a pilot nature, assess sustainability in terms of whether a pilot has influenced broader policy.**
- **Where appropriate, promote more effective monitoring.**

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Slide 16



3. Ownership

Findings

- Partner countries are highly appreciative of their level of ownership in MFA projects. This has improved over time.
- Partners appreciate the flexibility in MFA projects.
- Partner countries find Finland MFA one of the agencies most respectful of country ownership.

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Other agencies may be able to learn from Finland's practice of the ownership imperative.

Slide 17



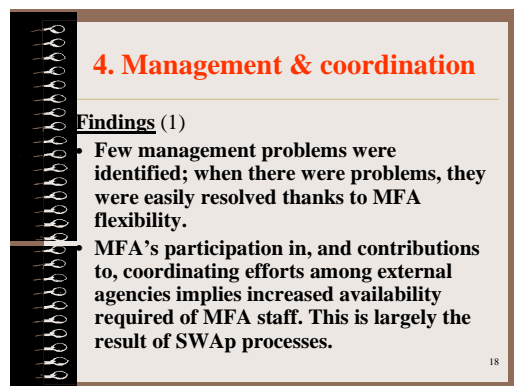
3. Ownership

Recommendations

- MFA could play an enhanced role in promoting effective country ownership, especially in the context of SWAp arrangements.
 - How? Code of conduct; harmonization; "voice"; enhancing government/ministry capacities.

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Slide 18



4. Management & coordination

Findings (1)

- Few management problems were identified; when there were problems, they were easily resolved thanks to MFA flexibility.
- MFA's participation in, and contributions to, coordinating efforts among external agencies implies increased availability required of MFA staff. This is largely the result of SWAp processes.

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Slide 19

Findings (2)

MFA professional capacities are the key

- i) for continuing effective program implementation, especially when programs take the form of SWAps, and
- ii) for implementing most of this evaluation's recommendations.

With only one education professional, MFA is seriously understaffed for current and, likely, future activities.

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Slide 20

4. Management & coordination

Recommendations

- *Increase MFA professional capacities in education.* 4 options, not mutually exclusive:
 - i) Reinforce frame agreements with universities and NGOs, along with sustained relationships with selected consultants;
 - ii) Place more professional educationalists within MFA. Where — in country departments or sector policy unit?
 - iii) Place professional educationalists in the embassies of countries with strong education programs;
 - iv) Have regionally-based educationalists who cover several countries. This may be more cost-effective.

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- Especially if MFA is to assert greater voice on the basis of internationally recognized Finnish capacities for delivering quality education and managerial excellence.
- If in embassies, professional profile should be coordinated with that of resident professionals with other agencies. This, in order to avoid imbalances between agency and ministry professional capacities (e.g., several Ph. D. economists with agencies but ministry has none).

Slide 21

5. MFA responsiveness & adaptability

Findings

- MFA has been flexible, responsive to country needs and able to adapt to new situations.
- Some TAs ill-prepared for cultural context

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Slide 22

5. MFA responsiveness & adaptability

Recommendations

- Reinforce MFA's professional education capacities so that it can assess trends and commit itself wisely and with flexibility as conditions change.
- Enhance orientation processes for TAs.
- Increase participation in partnership networks (e.g., ADEA and its working groups).

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Slide 23

6. NGOs

Findings

Recent MFA review of NGOs provides detailed findings.

- Heterogeneity of NGOs & their motives.
- They use different policy bases.
- "Bilateral" -- planned and operated by one Finnish NGO and its local partner.
- Relatively small projects.
- Coordination is minimum.
- Monitoring and impact assessments are rare.
- Different MFA criteria for NGO funding.

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Slide 24

6. NGOs

Recommendations

- Follow recommendations of the *Review of Finnish NGOs*.
- Improve articulation between the NGOs and other international organizations.
- Increased participation of Finnish NGOs in international meetings, e.g., international NGOs, ADEA, EFA and other events.

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Slide 25



Summary of key recommendations

- **Add professional capacity**
- **Balanced movement towards SWAps**
- **Develop Finland's "voice"**
- **Active participation in networks**
- **Monitor**

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