

Sierra Leone as members, the latter as the implementing partner for the skills training component.

The classes are small with 50/50 boys and girls and two teachers, preferably one male and one female. There are many good reasons for this "extravaganza": to train and give working opportunities to more women, provide role models for both sexes and better protection for the girls, improve supervision of groups doing different activities and ensure classes going ahead if one teacher is absent. Experiences were positive and changes will be worked into the second year programme.

The need for this type of programme is equally great in other countries in some phase of emergency. There are plans to introduce it in Liberia, Burundi, DR Congo and possibly Angola. With the peace agreements in the Sudan, NRC has been called on to organize a YEP in the South as well as in the North, pending discussions with the Ministry of Education.

*Eldrid Kvamen Midttun, Eldrid.KvamenMidttun@nrc.no*

### Education development in Sierra Leone

Sierra Leone scores very low on fundamental development criteria and standard of life indices and the education system is characterised by numerous problems stemming from years of war. UNICEF has indicated that as many as one fifth of the population are physically or mentally handicapped as a result of the war.

Sierra Leone once had one of Africa's most reputed universities, Fourah Bay College, which also was one of the first higher education institutions to be established on the African continent. Today, the whole education sector at most levels is seriously run down. International assistance seems now to be mobilised to focus more on the education sector recovery of Sierra Leone. The World Bank has financed education development since the 1960s, and these projects have been organised as separate projects with their own parallel management, but linked to the Ministry of Education. The present US\$ 50 million project is in collaboration with the African Development Bank and compared to the previous activities, the intention now is to increase integration with the Ministry. The project is named SABABU in Sierra Leone and it has several foci, including manpower development, teacher training, an education management information system (EMIS), and technical, vocational education, but the main part of the budget will be invested in development of school buildings and other educational infrastructure.

The approach taken by the project is to involve NGOs operating in the country in the school building process. The NGOs are competing based on plans and budgets, and they are assessed by the project in terms of their capacity to run relatively large infrastructure programs. The NGOs are concentrating in specific geographical areas, and one very interesting phenomenon is that for instance Christian NGOs are building Muslim schools if they are planned in the area, and vice versa. The Norwegian Refugee Council in Sierra Leone is one of the NGOs involved in the process of planning and building schools. As the approach was new and had to be tested out, the first phase was challenging, in particular among the largest NGOs who had to lead the way. Now, however, processes are running more smoothly. One important value added element of the project is training provided for NGO staff in the field of financial

planning and procurement. After a period characterised by mobilisation, training and planning the NGOs will tender for contractors to start the building. Of course the schools have been planned in close cooperation with local school authorities. Much emphasis in the project is on establishing, mobilising and training local school management committees for each school, which, according to the plan, will be empowered to take responsibility for the schools.

Apart from the important role played by the Norwegian Refugee Council and Operasjon Dagsverk financing PLAN Sierra Leone projects, there has so far been relatively little direct Norwegian contribution to educational development in Sierra Leone. During the spring and summer of 2004, two LINS consultants have been involved in various aspects of basic education in Sierra Leone, linked up to the SABABU project.

*Anders Wirak, wirak@deco.no*

### ILO/HIMO: Labour intensive projects in Madagascar reviewed.

The HIMO school buildings project in Madagascar was reviewed in June 2004. One consultant from LINS took part in the review. The project, which is financed by Norway, represents a significant contribution in terms of the total number of schools built under the Ministry of Education. But the project is also important in many other ways: despite the schools being of very high technical quality and cyclone proof, the building costs are less than the other school building programmes, according to calculations made by the Ministry of Education.

With a labour intensive approach, the project primarily uses local resources and manpower, and it is hence a large contributor to local production and economic development. Institutional development of small scale enterprises, training and follow-up are provided on all levels. The HIMO training centre in Antsirabe organises courses for the different actors involved. One important element of the project is that the local parents' and teachers' associations are trained and assisted in order to take responsibility for future maintenance.

The review recommended continued assistance and renewal of the project as the need for schools will be large in the years to come despite the fact that the World Bank recently has procured 3000 classrooms, prefabricated in USA to arrive in 2004 and 2005.

The HIMO projects in Madagascar have been described as the "pearls of ILO". In addition to building schools, the projects have rehabilitated rural roads, urban roads and paths, water channels and other infrastructure. Women are strongly represented in the work force. In addition to their obvious poverty reduction impact, these projects are important from the perspective of developing good governance at the local level. The decentralised communes are empowered and given assistance to implement and maintain the infrastructure, with participatory and transparent strategies, which are well developed and tested out over a number of years.

With the training element providing much needed vocational competence in infrastructure development, the HIMO projects seem to be at the centre of Norwegian priority areas for cooperation: education and good governance.

*More information: Wirak@deco.no*

LINS is a resource centre for international education and development established in June 1997.

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### Input and feedback to Educaid are appreciated

In order to be updated with news about ongoing education projects and international conferences, we dependent on information from our readers. Please contact:

**Educaid**  
c/o DECO  
Arbins gt 9  
0235 Oslo, NORWAY  
Tel: + 47 22 44 20 11  
e-mail: [wirak@deco.no](mailto:wirak@deco.no)

*Editor: Anders Wirak and Janne Lexow*

**LINS**  
Adress:  
Postboks 4, St Olavs plass  
N-0130 Oslo, Norway  
Tel: +47 22 45 21 38  
Fax: +47 22 45 21 21  
e-mail: [lins@lu.hio.no](mailto:lins@lu.hio.no)

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### LINS Perspective

As LINS approaches its seventh anniversary, certain messages or lessons from our experience of development assistance have become prominent. One can be referred to as 'the hour-glass problem', a metaphor coined by Eric Hoyle as long ago as 1986 in his book, *The Politics of School Management*. What Hoyle was referring to was the commonly observed phenomenon in which all the dynamic and innovative ideas of management become locked into the top half of the hour-glass while the practitioners in the lower half struggle on in ignorance of the opportunities floating around above them. The narrow neck of the hour-glass restricts the free flow of ideas. In much the same way, many of the initiatives formulated by development agencies and endorsed at high level international conferences never filter down to the classrooms intact. What restricts the flow of innovation and reform? Why is it so hard to implement good ideas? Oddly enough it is not always a lack of money. Recent experience in several countries has shown an inability of those governments to use all the funds provided. Lack of capacity is often put forward as a major cause of delayed or incomplete programmes and projects. Yet a glance at the huge investments made in human resource development in many countries, especially the so-called 'donor darlings', would seem to contradict this view. 'Never in the history of formal education have so many been trained at so much cost with so little result' might seem like a harsh judgement but it fits the case in too many countries. At a recent meeting of the Reference Group set up to monitor the Norwegian Education Trust Fund managed by the World Bank, it was suggested that more of the Trust Fund's resources be put to exploring further the nature of the hour-glass problem in development assistance. The purpose of the Trust Fund has been to provide a readily accessible source of funding to 'kick-start' policy debate and formulation in the poorest African countries. Results have proved promising. Rising enrolments attributable at least in part to the Fund's activities indicate what can be done without huge initial investments. Yet deeper examination of what Havelock and Hubermann referred to thirty years ago as barriers to educational progress is long overdue. Absorptive capacity, political will, cultural barriers, technological shortfalls and a host of other context-specific forces and influences probably restrict the flow within the hour-glass. Instead of looking solely at the innovations themselves or the inadequacies of the recipients, it is time to look much more closely at those factors which create the gap between intention and outcome. The most obvious is probably the different views of what development actually means held by donor and recipient. It could also be argued that the

restrictive nature of the neck of the hour-glass might hold back the more extreme and inappropriate development ideas pushed by well-meaning donors. Structural Adjustment Programs offer an obvious case in point. Whatever the motivations of the various players in the development business the metaphor of the hour-glass deserves some serious attention and LINS as an organisation intends to devote some time and effort to exploring it further.

*Robert Smith, LINS, robertlangley.smith@lu.hio.no*

### Increased cooperation with Madagascar.

The president of Madagascar visited Norway at the end of March this year. A memorandum of understanding, stipulating that the countries will work together in the areas of education and good governance, was signed. Norway is currently setting up an embassy to follow up the memorandum of understanding. The ambassador, Mr. Hans Fredrik Lehne, is already in place in Madagascar. The embassy will also be staffed with a first secretary and a secretary.

NORAD is currently on a mission to define further the two areas of cooperation. It is possible that in the case of education, Norway will support Madagascar with targeted sector support to benefit education quality specifically but also educational management, planning and statistics. This support is viewed as important given the high repetition rate of 30 percent and the generally low educational level of teachers in the country. Norway already supports education through the Lutheran Church, UNICEF and ILO. It is likely that most of this support will continue, although the size and form of it will have to be determined.

The education work in Madagascar is marked by an unprecedented energy and speed for reform. However, personnel in the Ministry also express concern regarding the rapid changes and especially the possible downsizing of the Ministry itself. Previously, there has been little donor coordination among the few donors present in the country. However, with the leadership of the World Bank this is about to change and a memorandum of understanding between the Ministry of Education and donors is currently under development. More information:

*Camilla Helgø,  
camilla.helgo@norad.no*

### Harmonisation of assistance to Nepal.

In Nepal some 16 official donors and numerous international and national NGOs provide support to the Basic and Primary Education sub-sector. Managing external support for the sector from all these donors with a need to entertain multiple donor procedures and modalities

of funding creates a significant transaction cost for the government of Nepal.

The previous phase of support to the Basic and Primary Education sub-sector (Basic and Primary Education Project Phase II) was supported by nine official donors of which the World Bank, Denmark, Finland, Norway and EU channelled their support through a pooling or basket arrangement. The so called basket arrangement was intended to reduce transaction costs for the government and the donors, and represents a move towards harmonized approaches to monitoring and disbursement. But as in most pooling arrangements for sectoral or sub-sectoral programs, it provided a harmonized framework first and foremost for donors, while for the government it represented a parallel structure and modality of support. Monitoring involved multi-year and multi-donor missions semi-annually. Joint donor procedures for disbursement, procurement, monitoring and reporting remained incompatible with government procedures.

In November 2003 Nordic Consulting Group was contracted to elaborate some guiding principles, working jointly with the Government and donors to the sector, in order to move towards a more harmonized approach to sector support with the main focus on reducing the government's cost of entertaining the current multiple approaches by donors. The outcome of the mission was a Code of Conduct for donors to the sector with proposed agreed common principles. In addition, the mission produced a first outline of a Memorandum of Understanding for a pooling arrangement for those donors who would provide support through a joint arrangement.

As a follow up to the November 2003 mission, NCG participated in a technical review mission in January 2004 to fully develop the new Joint Financing Arrangement initially proposed. The main thrust of this arrangement is to use the regular planning and budget process of the government. It means applying the same modality of disbursement and mechanism for release of funding as the government system and the same procedure for program monitoring and reporting. It has required a one time investment for donors in understanding government systems, however it will substantially reduce the government's need to deal with different donor requirements and eventually lead to a monitoring system which substantially reduces fiduciary risks and provides more assurance to the donors on project outputs and outcomes. As such it will serve as a model for other sectors and even other countries.

In March 2004 a mission was undertaken to finalize the arrangement (under the name of Joint Financial Arrangement) as part of the last stage of the joint donor appraisal of the EFA program.

Building on the success of the above process, the mission was also contracted to assist in developing an action plan for donor harmonization in Nepal for the Nepal Development Forum in May 2004. This follows recognition that guiding principles for donor approaches and joint financing arrangements are not sector specific even though opportunities may vary significantly between sectors depending on the composition of the donor group. Some donors have better opportunities to adjust to country frameworks and systems than others.

*More information: Jens Claussen, NCGroup, jens.claussen@ncg.no*

### **Universal Quality Primary Education in Punjab, Pakistan**

With funding from NORAD, UNICEF Pakistan is engaged in a five year programme to promote Universal Quality Primary Education (UQPE) in six districts of Punjab, Pakistan. The overall goal of the UQPE is to increase access for all children of 5-9 years to higher quality primary education, especially for girls, resulting in improved learning outcomes. A validation study commissioned by NORAD in December 2003 revealed that the overall story of UQPE is a positive one. Considerably more children are in school than before; more teachers referred to as 'community teachers' are being recruited and more significantly, the end users of the system – pupils, teachers and parents - are pleased. Major issues arising from the validation include low morale/motivation among the teachers; the quality of the currently recruited 'community teachers'; a huge shortage of teachers and other school facilities and the relevance and quality of the curriculum. More positively, UNICEF seems to have a good rapport with both the provincial and district governments. The validation study recommended UNICEF to conduct a set of baseline studies – a review of the existing education policies to identify key gender issues and the extent and nature of gender discrimination, as well as the assessment of the community's perception of girls' education – in order to develop a more realistic and coherent, and therefore, more effective gender intervention.

*More information: Titus Tenga, titus.tenga@lu.hio.no*

### **Final review of PEDPQI in Bangladesh**

Earlier this year LINS staff worked with a NORAD team to conduct the final review of the Primary Education Project for Quality Improvement in Bangladesh. PEDPQI was one of nineteen parallel projects funded by a number of agencies including the World Bank, Asian Development Bank, UNICEF, GTZ and DfID. Within PEDPQI itself there were numerous components aimed at raising the quality of classroom teaching and learning in a number of districts. Prominent among the activities were the provision of funding for textbook paper, establishment and equipping of teachers' resource centres, strengthening the National Academy for Primary Education and the development of human resources at various levels. PEDPQI was unique among the multiplicity of projects operating simultaneously in Bangladesh. It was the only one directly managed by the Directorate of Primary Education of the Ministry of Primary and Mass Education, a further example of NORAD's policy of recipient responsibility in action. The Review revealed that the Project had achieved about 80% of its revised physical targets and 61% of its financial targets. This compared well with the IDA funded project which achieved 63% of its financial targets even with a dedicated PMU to implement the project. Although 61% is hardly a 'pass mark' various other outcomes from PEDPQI are worth emphasising. The Directorate felt that its staff had learned much from the experience of managing a major project themselves. They felt more confident about their capacity to manage the forthcoming PEDP II, a sectoral programme incorporating all the main development partners, which will mainstream quality concerns into the daily work of the Directorate. Directorate staff had learned how to interact

directly with a development partner and key policy decisions had been facilitated by this partnership. Although the day of big projects like PEDPQI has probably passed, much useful learning had come from it both for the donor and the recipient.

*More information: Robert Smith, LINS, robertlangley.smith@lu.hio.no*

### **Norwegian assistance to higher education in Tanzania**

Higher education in Tanzania is still a very rare commodity. Less than 1% of the eligible age group is in higher education. This puts Tanzania amongst those countries in Africa with least access to higher education.

Despite this, Norway has been active in supporting the development of University education in Tanzania for almost 40 years --- its first aid went to the University of Dar-es-Salaam (then a University College) in 1966. Since then Norwegian assistance has developed to support three of the country's four public Universities, the University of Dar-es-Salaam, Sokoine Agricultural University and Mzumbe University. The Open University is Tanzania's fourth public University. Norwegian help has gone towards research, teacher training, ICT development, fellowships and, not least, to building University premises and student accommodation.

In 2003 Norway gave about NOK 30 million (USD 4 million) in development assistance to Universities in Tanzania, but gave even more in the 1980s and 1990s. It has been estimated that Norway has contributed over NOK 1 billion (USD 130 million) in today's prices to developing Tanzania's Universities. In addition the Norwegian Council for Higher Education (NUFU) funds separate University research programmes.

Much of the assistance has taken the form of partnerships between Norwegian Universities and their Tanzanian counterparts. The Norwegian University of Science and Technology in Trondheim works with the University of Dar-es-Salaam. The Agricultural University of Norway cooperates with Sokoine University whilst Agder University College has a co-operation agreement with Mzumbe University.

Tanzania has just published a Master Plan for Higher Education which foresees a sizeable increase in student numbers. It had also been intended to introduce a sector programme for higher education in Tanzania to which all interested donors e.g. Norway, Sweden, Netherlands, Belgium etc would contribute. Recently, however, this idea seems to have fallen out of favour, and funding will probably continue to be channelled through the individual donors.

Norwegian support to higher education is therefore at a crossroads. With the adoption of Tanzania's PRSP (Poverty Reduction Strategy Paper), Norway is particularly concerned to find out how its support to higher education in Tanzania can best serve the country's poverty reduction goals. For this reason Norway, together with its Tanzanian counterparts, is actively considering the size, scope, duration and content of its future support to higher education in Tanzania.

*More information: Michael Fergus, fergus@ncg.no*

### **Information about INEE**

The Inter-Agency Network for Education in Emergencies (INEE) is a global network promoting collaboration, coordination, and resource and information sharing to ensure the right to education for over 60 million children and youth out of school due to conflicts and natural disasters. Founded in 2000 after the World Education Forum, INEE's work is based on the principles of the Convention on the Rights of the Child, the Education For All (EFA) Dakar Framework and the Millennium Development Goals. INEE is an open network. Its 750 or more members include education professionals and practitioners, community members, government officials, non-governmental organizations (NGOs), UN staff, researchers and donors.

INEE shares and disseminates relevant and necessary resources and fosters important policy discussions. INEE's web site, [www.ineesite.org](http://www.ineesite.org), has a wide-range of Good Practice Guides and other current research and information. This web site, along with an active and moderated list-serve, is used to make INEE a flexible and responsive mechanism for sharing resources and experiences. Currently, INEE and its partners are leading a process to develop Minimum Standards for Education in Emergencies and Early Reconstruction (MSEE). Involving over 1000 stakeholders, the process aims to establish a minimum level of educational services to be attained during emergencies, protracted crises and early post-crisis situations. The MSEE will serve as a programming, monitoring and evaluation and advocacy tool.

In order to reinforce and strengthen the global push to ensure the right to education and the attainment of the EFA and MDG goals in countries in crisis and post-crisis, INEE and its governmental, NGO, and UN partners are hosting the Second Global Consultation on Education in Emergencies and Early Recovery on December 2-4 2004 in Cape Town, South Africa. The Consultation is open to all INEE members and interested parties, with representation ranging from members of NGOs, UN agencies, academics and researchers, individuals, donors, governments and communities. INEE will launch the Minimum Standards and engage high-level officials from governments, NGOs and UN agencies on policy and advocacy discussions on the first day of the meeting and lead technical and policy-development working groups on the 2nd day.

*For more information, please contact the INEE Network Coordinator at [coordinator@ineesite.org](mailto:coordinator@ineesite.org).*

### **Youth Education Pack – YEP!**

In order to meet education and training needs of adolescents affected by protracted conflicts, the Norwegian Refugee Council, NRC, has developed a generic "Youth Education Pack". It is a one-year non-formal programme, combining literacy, life skills and skills training.

A pilot year, using an adapted version of the YEP, has just been completed in Sierra Leone by 200 youth, selected among the most vulnerable, such as demobilized child soldiers, youth heading households, single mothers etc. Besides functional literacy, relevant life skills, HIV/AIDS awareness and cultural activities, each chose a skill that would hopefully contribute to the youth finding paid work.

The scheme is recognized by the Ministry of Education, which chairs a Steering Group, with NRC and Action Aid