

WORKING PAPER SERIES

**A REVIEW OF EVALUATIONS
OF UNICEF EDUCATION
ACTIVITIES (1994-2000)**

**A study jointly sponsored by the Evaluation Office and the
Education Section, UNICEF Headquarters, New York.**

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**Evaluation Office, UNICEF
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A Review of Evaluations of UNICEF Education Activities (1994-2000)

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A Review of Evaluations of UNICEF Education Activities (1994-2000)

Executive Summary

A. Overview

Objectives and scope of the evaluation: This desk review examined 185 evaluations of UNICEF education activities conducted between 1994-2000. The objectives of the review were to (1) identify the range of strategies used by UNICEF Country Offices to extend access and to strengthen the quality of education; (2) suggest the extent to which UNICEF supported activities (projects and programs) were successful in achieving their intended ends; (3) identify implications and lessons from these projects and programs in the context of strategic planning and programming of UNICEF education work until 2015; (4) provide an overview of challenges and key issues that remain and offer specific recommendations for the future; and, (5) assess the contribution of project and program evaluation in UNICEF education activities.

The evaluations examined in this review were completed over the last six years. The underlying education projects typically had been underway 2-4 years at the time of the evaluation. Initial design of these projects occurred in the 1-2 years preceding their start. Hence, the evaluations reviewed here reflect thinking from 5-10 years ago about what interventions and strategies represent effective education development. In the rapidly evolving world of UNICEF, that is an eon in time. Over the last 5-10 years, UNICEF thinking about the focus of its education work and its strategies for accomplishing this work has developed enormously. Little of the current thinking can be expected to show up in a review of evaluations of those earlier projects. Nonetheless, findings from the work undertaken during this period can inform future education and evaluation work within UNICEF.

This review was organized around the five key areas of UNICEF's current work: Early Child Care for Child Growth and Development; Reaching Excluded Children; Enhancing Girls' Education; Improvement of Education Quality; and Restoration of Education in Emergencies. The review took into account other dimensions of a human rights based programming approach and gave attention to the situation of children in need of special protection and more particularly those involved in child labor.

Sample: The evaluation studies included in this review were identified through the UNICEF Evaluation Database (1994-99) and listings in the Country Office Annual Reports (Annex II) and, in some cases, Mid-Term Reviews (1997-99). UNICEF education staff helped identify additional studies that might have been overlooked by these earlier document collection methods. Overall, 411 studies from 93 countries (or regional offices) were eventually collected in hard or electronic copy format and made available for this study. To be included in this review, each study had to meet two

criteria. First, there had to be a clear UNICEF involvement in the evaluated activity and/or in the evaluation itself. Second, the study had to be evaluative in nature and broadly comply with UNICEF's policies, procedures and methodologies. Studies that reported baseline data, situation analyses, and general descriptions of educational needs in a country were eliminated from further consideration. A preliminary screening of these studies identified 185 studies as meeting these criteria.

Methodology: The 185 studies included in this review were analyzed using a three-phase process. First, the findings of each study were summarized (see Appendix A). Content analysis was then used to categorize the studies on (a) the area of UNICEF education work that the study addressed (e.g., access, quality, etc.), (b) the substantive education issue addressed (e.g., teacher training, multi-grade classrooms, etc.), (c) the level of work being evaluated (e.g., individual activity, multi-activity, etc.) and (d) the role the evaluation was intended to play (e.g., needs assessment, assessing level of implementation, etc.). Finally, the findings from the content analysis were validated using two methods. (1) Interviews were conducted with specialists of the Education Section at UNICEF Headquarters and (2) findings were considered in light of relevant research and international experience reported in the international development literature.

Limitations: This study represents the broadest and most comprehensive review of evaluations of UNICEF education work conducted to date. Nonetheless, given sampling and methodological limitations, caution should be used in generalizing from the findings of this study. First, not all education projects over the last six years were evaluated. Good project work has occurred for which no evaluation was conducted. Second, based on the selection criteria, only about half of the evaluations identified by Country Offices were actually retained for the review. Finally, good project work can be masked by poorly conducted evaluations while some weak projects may have received particular attention because of exceptionally well written evaluation reports. A risk facing this study is over-attention to the projects for which there are rigorous, well executed evaluations, overlooking potentially important accomplishments that were not well represented in the sample or which were subjected to a less rigorous evaluation.

B. Findings

There is a wide range of views within UNICEF about how to best extend access, improve quality, and address the education needs of children. UNICEF's education activities, designed in the early and mid-90s, did not reflect a strong consensus about what interventions were most likely to promote wider education access or improve quality. In fact, an important strength of UNICEF's education work has been its ability and willingness to undertake such a variety of interventions, based in large part on the judgment of those in the field -- country staff, government officials, and local collaborators.

It should be noted that, given the experience of the last six years, a broader consensus about effective practice is now developing, a topic discussed more fully in the main body of the paper. Since the time frame in which the activities reviewed in this study were

designed and implemented, UNICEF has progressively developed more coherent goals and strategies for its support and advocacy work. This change has been consistent with the whole-child and rights-based approach to development and in line with the Convention on the Rights of the Child. UNICEF supported projects and programs in education still show a high degree of diversity in terms of strategies and implementation modalities on the ground which, in turn, reflect the different realities and choices across regions and countries. Diversity also results from the fact that UNICEF often attempts to innovate. However, it should be noted that, given the experience of the last six years, a broader consensus about effective practice is now developing.

Early Childhood Development: Findings suggest that early childhood education can make an important positive contribution in the lives of children, but that success is not guaranteed if projects are not properly designed or implemented. Success depends on effective implementation of activities and the support of key stakeholders, particularly parents, teachers, and government officials. The evaluations provide some evidence that children who participate in early childhood education activities demonstrate higher levels of learning in primary grades 1-4, but the differences in achievement tend to be small. Teacher and parent reactions to these activities were mixed, supportive in some countries, not supportive in others.

Excluded Children: Country Officers supported a wide variety of activities to reach excluded children reflecting the diverse contexts. Some approaches worked well, some did not.

- *Stipend programs* generally were effective in getting more children in school. One program that provided stipends to offset lost income to the family due to a child attending school instead of working was quite successful. Subsidies given directly to individual children in another country did not seem to improve school participation rates, but did appear to reduce absenteeism and lower dropout of students, once they were in school.
- Activities aimed at reaching *out-of-school youth* were generally regarded as successful. Sometimes, however, results were either mixed or hard to determine. In some countries, these activities encountered resistance from the community.
- Several of the projects were successful in raising *community awareness* about the value of enrolling children in school, the problems children face in gaining access to school, and the risks associated with child labor. However, increasing community awareness did not always translate into increased community action and, even when communities did participate more actively, initial increases in participation did not necessarily endure.
- Increased children's knowledge of risks (e.g., HIV/AIDS) does not always lead to the intended changes in behavior.

- The success and eventual impact of UNICEF supported activities depends as much on the quality of the implementation as it does on the initial project design. Even well-designed projects fail if poorly implemented. However, it appeared that monitoring and follow-through in ensuring effective implementation was sometimes weak.
- Seemingly well-designed projects encountered unanticipated difficulty when they misjudged local factors that worked as disincentives. Similarly, some activities encountered unanticipated negative cross-impacts, in which solving one problem created other problems, some more severe than the initial problem being addressed.

Girls' Education: Across the key areas of UNICEF education work, its activities to promote girls' education reflect the most consistent planning, the most uniform framework of action, and the most systematic evaluation efforts. UNICEF's multi-country *African Girls' Education Initiative (AGEI)* has provided a structure that has helped Country Offices clarify goals and objectives, select strategies, and monitor progress.

A recent desk review of UNICEF supported girls' education activities provides a useful review and analysis of UNICEF's work in girls' education. Among the main findings were the following:

- Community participation is recognized in most interventions as a key to ensuring relevance and acceptability of girls' education. However, lasting impact on girls' participation is limited where local initiatives are not accompanied by attention to national policies in education and related sectors.
- The physical accessibility and safety of the school, its sense of psychosocial security, and the quality and relevance of its pedagogy are fundamental elements in determining whether and how any child, and especially girls, will participate.
- Teachers' attitudes and behavior are central in promoting girls' participation in education.
- Lowering the financial and personal cost of attending school is a key factor in promoting education. Programs that reduce the direct costs of school attendance (e.g. elimination of school fees) or target subsidies to girls (scholarship programs) seem to be effective.

While the evaluation of girls' education activities is arguably the most systematic and cumulative area of UNICEF education work and girls' education activities appear to have considerable impact, evaluation findings are, nonetheless, mixed. The main findings of the present review were that:

- While raising community awareness of the importance of girls' education was an important component of many of the activities, changing attitudes and behavior was not easy and not always successful. The impact of some activities was limited by the

failure of the project designers to adequately anticipate and address the complexity of incentive systems that operate. For example, in one country efforts to increase the proportion of female teachers encountered unexpected difficulty when women, once trained, did not want to be separated from their families or be assigned to rural areas. Community participation activities in support of girls' education in another country encountered resistance when parents did not want to pay for children of other families.

- Efforts to improve girls' education sometimes had negative cross-impacts. For example, in one country where school fees were abolished girls' enrollment increased. However, school budgets declined when Government did not compensate schools for those lost fees. The loss of resources at these schools threatened the quality of instruction.
- In some countries, design and implementation of activities suffered from lack of coherence and poor communication among partners. Several evaluations highlighted the need for stronger coordination between UNICEF, government and NGOs.
- Effective interventions are not necessarily less expensive. Some activities found to be effective had higher unit costs than less effective alternatives. As long as the increase in outputs is disproportionately greater than the increase in cost, such activities should be encouraged.

Education Quality: There was substantial diversity in the strategies that were undertaken to improve the quality of education. While a broader consensus is now forming, the range of interventions pursued over the last six years provided a useful opportunity to test a wide array of strategies.

- *Teacher training* had a positive impact on changing teachers' pedagogical practices, raising student achievement, and improving enrollment, though those impacts were not automatic or assured.
- *Multi-grade teaching*, in which one teacher teaches several grade levels in the same classroom, was frequently effective in raising student achievement.
- *Student-centered teaching* was a relatively popular intervention but the impacts on teaching practice and on student learning were mixed. It was frequently too complicated for teachers to implement effectively.

Restoring Education in Emergency Situations: UNICEF's role in emergency situations has evolved from an emphasis on providing supplies to displaced persons to an emphasis on preserving and restoring basic structures of their formal education system and helping countries make the transition from emergency conditions to functional schools. Among the findings were that (1) UNICEF was generally effective in delivering intended inputs (supplies, materials), (2) UNICEF provided a longer-term continuity that was much-

needed during the emergency, but that (3) UNICEF was somewhat weaker on contingency planning and disaster preparedness.

Country-Wide, Multi-Country Studies: These evaluations were among the most useful for purposes of this review because they looked across wider sets of activities and emphasized synthesis. These studies found that stakeholders and participants usually held positive views of UNICEF activities, that the actual success of the activities in achieving their intended objectives was quite mixed, and that limited success in achieving those impacts often was due to factors external to activities themselves.

- In several countries UNICEF activities have clear goals but lacked well-defined objectives or criteria for success. The evaluations of these activities reflected the lack of clarity about what was intended to be accomplished. For example, in one case, the Mid-Term Review concluded that the success of programs could not be determined because of lack of clear criteria for success, lack of initial baseline data, inadequate indicators, and poor measurement. In another country, ambitious project goals were not well aligned with the limited resources available to the project. The goals were not translated into realistic objectives that might have been more easily addressed.
- The confusion between UNICEF and Government (or NGO) partners about roles and responsibilities was frequently cited as a limitation on the overall effectiveness of UNICEF work.

Policy Studies: Studies highlighted the effectiveness of school clusters and the need for UNICEF Country Offices to publicize their accomplishments more broadly within the countries.

C. Conclusions on UNICEF Supported Education Activities

Widespread positive regard for UNICEF work: One of the most consistent findings across activities was that the individuals and governments involved in delivering, receiving, and otherwise supporting UNICEF field work believed that UNICEF projects were doing good things for their country and for them. Participants, counterparts, and other stakeholders express widespread *positive regard* for projects. They like what UNICEF does, believe it is important, and support the effort. That positive regard is not always supported by evidence that the activities are meeting their intended objectives, but the positive regard serves as one indicator of organizational success.

Government-UNICEF linkages. Governmental partner agencies and project participants liked working with UNICEF and held UNICEF-supported education projects in high regard. However, where projects did encounter difficulties during implementation, it was often attributed to problems in coordination within UNICEF or between UNICEF and Government. This was not necessarily due to personalities. More often it was attributed to incompatibilities between personnel systems, accounting regulations, procurement procedures, and information flow.

Design features: Some of the UNICEF supported projects and programs showed weaknesses in their design. In particular, the components of some activities seemed scattered and of dubious importance. These components may each have been included in response to the pressure of some interest group during the design phase, but distract from the overall coherence of the activity during implementation. At the same time, outcomes are sometimes over-promised. Seemingly effective activities appear to fail when they can not deliver on over-stated promises. Activity designers may believe they need to promise over-stated outcomes to justify the requested investment. Actions taken to “sell” a project during the activities approval process may inadvertently raise the stakes higher than is reasonable, given actual project activities.

Undocumented design changes: During implementation, project staff may introduce alterations in project design and intended outcomes that they believe are necessary accommodations to get past unanticipated hurdles or design oversights. These changes are often the product of subtle negotiations among UNICEF and country partners and result in trade-offs that are often undocumented. One risk is that, in their attention to initial objectives, evaluators sometimes fail to evaluate the activity that was really implemented.

Roles and relationships: One of the threats to the success of UNICEF supported education projects was confusion that developed among project partners and key personnel about roles, relationships, lines of authority, and locus of responsibility. Projects failed when people in leadership positions did not do what they were supposed to do or did not do things other people thought they had agreed to do.

Differences in addressing access and quality: In general, activities to extend *access* have had more success than those aimed at improving educational *quality*. Extending access often involves changing structures (e.g., building schools in new locations, lowering school fees, providing textbooks) aimed at changing school-going behavior through the creation of incentives and the reduction of barriers. Changing school quality often focuses more on getting people to behave differently through training and persuasion. Changing individuals’ behavior through persuasion is generally the harder proposition.

Sustainability of results: Evaluations gave little attention to the issue of sustainability of effects resulting from UNICEF supported projects and programs. Some conclusions do, however, emerge from this review:

- Evaluations of community participation, teacher training, continuous assessment, and restoration of education in emergencies all observed that positive outcomes, once achieved, were difficult to sustain. This lack of sustainability often seemed to stem from inattention to incentives. Activities were generally designed to promote the best interest of the child without sufficient attention to the best interest of those who were expected to implement the activities.
- Findings suggest that more thought should be given to what design characteristics are most likely to promote sustainability. Some evaluations suggest that actions

undertaken to facilitate implementation in the short-term (anchoring a project in the community) may, in the long-run, work against sustainability. Sustainability comes from building project activities into a more durable infrastructure, such as the government bureaucracy.

Going to scale: The goal of most development projects is that once they demonstrate their success on a small scale, similar activities will be developed at a larger-scale, perhaps even at the national level. This move, from pilot to full-scale implementation, is described as “going-to-scale”. Although the evaluations reviewed in this study do not give much attention to this dimension, there is evidence that the dynamics of going to scale are more complicated than is widely realized. Pilot projects often operate under highly advantaged conditions that can never be replicated on a wider scale. When a project goes to wider implementation in settings that are less advantaged, participants tend to be more average in their professional abilities, incentives tend to be less attractive, materials tend to be less available, and supervision tends to get stretched.

D. Conclusions on the Conduct of Evaluation

Emphasis on evaluation for mid-course correction at the project and sectoral program level: UNICEF evaluation practice is mainly geared toward mid-course corrections at the individual activity or sectoral program levels. The evaluations that were reviewed seldom made any explicit reference to how they fit into the Integrated Monitoring and Implementation Plan (IMEP) or, in a broader sense, into the overall Country Program. Evaluations seldom indicated how they were intended to connect to the UNICEF’s Mid-Term Review or the Country Program Evaluation. It appears that evaluations, to a large extent, were designed and implemented in an ad-hoc manner and not as a tool for strategic Country Program management.

Confusion in selecting evaluation criteria: Weaknesses related to the design of projects and programs (see above) lead to a lack of clarity concerning evaluation criteria. A number of the evaluations expressed confusion over what criteria were to be used in judging the success of an activity. In other cases, program designers failed to specify the criteria of project success, leaving it to subsequent activity managers or evaluators who may not have had as clear an understanding about what the activity was intended to accomplish.

The dominance of affect as an indicator of project success. Of the evaluations reviewed, many were unable to document changes in behavior or performance. When that happened, there was a pervasive tendency to diminish the importance of those behavioral changes in favor of attitudinal data, typically showing that participants held favorable attitudes toward the activity. When evaluations did report attitude, the definition and measurement of attitude tended to be rather casual. Attitude measures in a number of the studies were little more than measures of generalized affect of questionable validity or meaning.

Undocumented design changes: During implementation, project staff may introduce alterations in project design, and intended outcomes that they believe are necessary accommodations to get past unanticipated hurdles or design oversights. These changes are often the product of subtle negotiations among UNICEF and country partners and result in trade-offs that are often undocumented. One risk is that, in their attention to initial objectives, evaluators sometimes fail to evaluate the activity that was really implemented.

Limited data on outcomes and impact: Attention to overall outcomes in terms of capacity building and impact of UNICEF supported education activities on the lives of children seem to be underrepresented in the evaluations reviewed in this study. Relatively few evaluations actually assess the extent to which education activities achieve their broader goals or objectives. A number of evaluations report disappointing or no discernable outcomes or impacts.

The attribution of impact to UNICEF supported activities is difficult and often impossible. Improved access and quality of education are often the result of a variety of factors that are not directly related to UNICEF support, including implementation decisions of local partners and the macro-economic and social environment in which the project operates. Factors such as economic growth, poverty reduction, monetary and fiscal policies, and government spending can have an enormous impact on access to and quality of education and provide a more or less favorable environment to individual project activities.

Issues not fully addressed in evaluations: With notable exceptions, little attention was given to issues of cost, efficiency, sustainability, or going to scale.

- *Cost:* Inadequate funding was cited in several cases as an important factor contributing to implementation problems. Beyond that level of observation, cost was seldom reported or discussed. Few evaluations reported aggregate cost, unit costs, or opportunity costs associated with the interventions being evaluated. Few of the studies included a cost-benefit analysis. In only 1-2 studies, was the distinction made or any attention given to the interplay between investment costs and capital costs. Research and international experience suggest that failure to attend to recurrent costs is a frequent reason that project are not sustained. External funds are invested in training systems, buildings, and initial production of materials without adequate regard for the recurrent costs associated with keeping the training going, the buildings clean, and the printing presses running after the external monies end.
- *Efficiency:* The efficiency of UNICEF sponsored education projects was virtually never discussed in the evaluations that were reviewed. This is probably due to the absence of cost data (a necessary component in the consideration of efficiency).
- *Sustainability:* While several of the activities had sustainability as a goal, it was seldom addressed in any of the evaluations. This is largely because (a) most of the evaluations were conducted early in the activity, when the evaluation questions were

concerned more with level of implementation and (b) a persisting confusion about what aspects of an intervention should be sustained (e.g., specific activities, organizational capacities, or positive impacts). One of the threats to sustainability was normal staff turnover within the Country Office and government ministries working with the activity. Finally, due to the frequent failure to clearly document (or even consider) recurrent costs, many projects lacked the necessary financial support needed to continue.

- *Going to scale:* Given the difficulty many seemingly successful pilot projects have in replicating their success on a wider scale, attention to ensuring the preconditions for going to scale is widely considered to be an important element in evaluation of projects that are intended for larger delivery. It was surprising, then, that going to scale was not widely addressed in the evaluations reviewed for this study.

Linking evaluation findings to future agendas: Many of the key development challenges of the next decade will be different from the past decade. Across the UNICEF activities reviewed in this study, there was little attention to emerging issues such as HIV/AIDS, the impact of new technologies, globalization, and the complex issues arising from decentralization. Widespread attention to these issues has arisen more recently.

E. Lessons Learned: Linking Evaluation Findings to New Agendas

Coping with new challenges: Over the last decade, there has been important elaboration of needs and issues, new focus, and shifts in the strategic thinking about UNICEF's role in education development. It is widely regarded as one of the most effective international agencies working in the area of education development. Still, as world conditions change, the struggle to remain relevant and effective continues.

Consolidation of achievements: UNICEF will need to balance its attention to new issues with its commitment to sustaining and consolidating the gains it has already made. Many of the education issues of the last decade will continue to be prominent in the next ten years. A critical issue over the next decade will be countering the risk of eroding the gains that have already been made in education access and quality, even as new issues are added to the agenda. It will be important to ensure that existing programs and systems are working before shifting investments to new agenda. This effort is particularly threatened by *issue fatigue* and the *backlash effect*. *Issue fatigue* occurs when the novelty of a problem wears off and attention shifts to new and more intriguing issues. The *backlash effect* occurs when some constituencies feel that certain issues are getting too much attention and that the concentration of concern for those issues is allowing inequities to emerge in other areas.

Design and implementation of education activities: UNICEF supported education projects and programs are usually well-considered by governments, NGOs and other partner organizations. There is sometimes room for improvement, however, in how projects and programs are designed and implemented. The role of each partner involved in these activities often needs to be clarified. Conditions for sustainability and possible

“scaling-up” need to be more critically assessed. Greater clarity is often required about expected outcomes, particularly with respect to national capacity building and impacts on the lives of children. Individual project and program activities should be clearly related to situation analyses and overall Country Programs in a human rights perspective and in terms of results based management.

Evaluation challenges for the future: There is a need to strengthen the role of evaluation in the Country Program cycle and in overall strategic planning and programming. The evaluation effort could be strengthened by more attention to outcomes, behavioral changes, cost, sustainability, and the conditions necessary for going-to-scale. Additionally, evaluation could benefit from a shift away from a focus on individual activities toward more of a focus at programmatic and policy levels.

UNICEF is to be commended for the attention evaluation received in the projects and programs represented in this study. However, the effort UNICEF expends on evaluating its education activities is useful only to the extent that the findings are used to inform future work. The task is to distill lessons from past practice that offer relevant guidance for future action. The challenge is not necessarily to do more evaluation, but to ensure that the evaluations that are done are strategic, planned from inception, conducted at an appropriate time, and that the findings are shared in effective ways. This review of UNICEF education evaluations conducted over the last six years provides one input in support of these goals.

Examen des évaluations des activités de l'UNICEF en matière d'éducation (1994-2000)

Résumé analytique

A. Aperçu général

Objectifs et ampleur de l'évaluation : cette étude documentaire examine 185 évaluations des activités de l'UNICEF dans le domaine de l'éducation organisées entre 1994 et 2000. Les objectifs de l'examen sont les suivants : (1) identifier les différentes stratégies utilisées par les Bureaux de pays de l'UNICEF dans le but d'accroître l'accès à l'éducation et d'améliorer sa qualité; (2) montrer dans quelle mesure les activités (projets et programmes) soutenues par l'UNICEF parviennent à atteindre les objectifs visés; (3) reconnaître les effets de ces projets et programmes et les leçons à en tirer dans le contexte d'une planification et d'une programmation stratégiques des travaux de l'UNICEF en matière d'éducation jusqu'en 2015; (4) donner un aperçu général des défis et des principaux problèmes qui subsistent et offrir des recommandations spécifiques pour l'avenir; et enfin (5) mesurer la contribution de l'évaluation des projets et des programmes aux activités de l'UNICEF liées à l'éducation.

Les évaluations qui font l'objet de cet examen ont été réalisées au cours des six dernières années. Les projets d'éducation concernés étaient généralement en cours d'exécution depuis 2 à 4 ans au moment de l'évaluation. La conception initiale de ces projets s'était produite un à deux ans avant leur mise en chantier. Par conséquent, les évaluations qui sont soumises à cet examen reflètent une démarche vieille de 5 à 10 ans concernant les interventions et les stratégies susceptibles d'assurer un développement efficace de l'éducation. Dans le monde en mutation permanente de l'UNICEF, cela représente une très longue période. Depuis 5 à 10 ans, la réflexion de l'UNICEF sur l'axe de ses activités et ses stratégies dans le domaine de l'éducation a énormément progressé. Un examen des évaluations de ces projets antérieurs ne reflétera que très partiellement les approches actuelles. Néanmoins, les résultats des travaux entrepris durant cette période peuvent être utiles pour les activités et évaluations que mènera l'UNICEF à l'avenir dans le domaine de l'éducation.

Cette étude est organisée autour de cinq secteurs clés des travaux actuels de l'UNICEF : assurer des soins à la petite enfance pour la croissance et le développement de l'enfant; atteindre les enfants exclus; améliorer l'éducation des filles; accroître la qualité de l'enseignement; et rétablir l'éducation dans les situations d'urgence. Cette étude a pris d'autres dimensions en compte, sur la base d'une démarche programmatique axée sur les droits de l'homme, et s'est intéressée en particulier à la situation des enfants nécessitant une protection spéciale et en particulier de ceux qui travaillent.

Échantillon : les études d'évaluation intégrées à cet examen ont été identifiées grâce à la Base de données de l'UNICEF en matière d'évaluation (1994-99), des listes des Rapports annuels des Bureaux de pays (Annexe II) et, dans certains cas, des Examens à mi-parcours (1997-99). Le personnel de l'UNICEF chargé de l'éducation a contribué à identifier d'autres études qui auraient pu avoir été négligées par ces méthodes de collecte. Au total, 411 études de 93 pays (ou bureaux régionaux) ont finalement été recueillies en version papier ou en format électronique et mises à la disposition de cette étude. Chacune, pour pouvoir être intégrée à cet examen, devait répondre à deux critères. Premièrement, l'UNICEF devait être nettement engagé dans l'activité faisant l'objet d'une évaluation et/ou dans l'évaluation elle-même. Deuxièmement, l'étude devait avoir une visée explicitement évaluative, et être conforme, dans ses grandes lignes, aux politiques, aux procédures et aux méthodologies de l'UNICEF. Les études comportant des données de base, des analyses de situation et des descriptions générales des besoins en matière d'éducation dans un pays ont été éliminées de l'examen. Une première sélection a permis d'identifier 185 études qui répondaient à ces critères.

Méthodologie : les 185 études comprises dans cet examen ont été analysées en fonction d'un processus en trois étapes. Premièrement, les conclusions de chaque étude ont été résumées (voir Annexe A). L'analyse du contenu a ensuite servi à classer les études par catégories en fonction (a) du secteur de l'activité de l'UNICEF en matière d'éducation que l'étude a abordé (accès, qualité, etc.), (b) de la question de fond en matière d'éducation qui a été soulevée (formation des enseignants, classes à plusieurs divisions, etc.), (c) du niveau de l'activité soumise à une évaluation (activités individuelles, multiples, etc.) et (d) du rôle que l'évaluation était censée jouer (appréciation des besoins, du niveau d'exécution, etc.). Enfin, les résultats de l'analyse du contenu ont été validés en recourant à deux méthodes. (1) Des entrevues ont été réalisées avec des spécialistes de la Section de l'éducation au siège de l'UNICEF, et (2) les résultats ont été examinés à la lumière des recherches pertinentes et de l'expérience internationale présentées dans la documentation liée au développement international.

Limitations : cette étude représente l'examen le plus large et le plus détaillé des évaluations des travaux de l'UNICEF dans le domaine de l'éducation jamais mené. Néanmoins, au vu des limitations sur le plan de l'échantillonnage et de la méthodologie, il convient de faire preuve de prudence avant toute généralisation des conclusions de cette étude. Premièrement, l'évaluation n'a pas englobé la totalité des projets en matière d'éducation au cours des six dernières années. Certains de ceux-ci ont produit de bons résultats qui n'ont fait l'objet d'aucune évaluation. Deuxièmement, sur la base des critères de sélection, seule la moitié des évaluations identifiées par les Bureaux de pays a été retenue pour cet examen. Enfin, de bons projets peuvent être occultés en raison d'évaluations dirigées de manière médiocre, tandis que des projets faibles peuvent bénéficier d'une attention particulière, en raison de rapports d'évaluation exceptionnellement bien rédigés. Cette étude court le risque d'accorder une attention démesurée à des projets qui ont profité d'évaluations rigoureuses et bien exécutées, et de faire abstraction d'importantes réalisations mal représentées au sein de l'échantillon, ou soumises à une évaluation moins méticuleuse.

B. Résultats

Il existe un vaste éventail d'opinions au sein de l'UNICEF sur la meilleure manière d'élargir l'accès à l'éducation, d'en améliorer la qualité et de satisfaire les besoins des enfants dans ce secteur. Les activités de l'UNICEF, conçues entre le début et le milieu des années 1990, n'ont pas dégagé de vaste consensus sur les interventions qui avaient le plus de chances d'élargir l'accès à l'éducation ou d'en améliorer la qualité. En fait, un des points forts de la mission de l'UNICEF en matière d'éducation a été sa capacité et sa volonté d'entreprendre des interventions très diverses, en se basant largement sur le jugement de ceux qui se trouvaient sur le terrain – personnel du pays, responsables gouvernementaux et collaborateurs locaux.

Il faudrait noter qu'au vu de l'expérience des six dernières années, un consensus plus large apparaît autour des pratiques efficaces, consensus qui fera l'objet d'une discussion approfondie dans la section principale de cette étude. Depuis l'époque où les activités qui sont examinées dans cette étude ont été conçues et réalisées, l'UNICEF a progressivement mis au point des objectifs et des stratégies plus cohérents pour ses travaux d'appui et de plaidoyer. Ce changement est compatible avec la démarche consistant à percevoir l'enfant comme une personne à part entière, ainsi qu'avec l'approche axée sur les droits en matière de développement, et s'inscrit dans le cadre de la Convention relative aux droits de l'enfant. Le soutien accordé par l'UNICEF aux projets et aux programmes éducatifs révèle une grande diversité sur le plan des stratégies et des modalités d'application sur le terrain qui, à son tour, reflète les différentes réalités et les choix d'une région à une autre et d'un pays à un autre. La variété découle également du fait que l'UNICEF cherche souvent à innover. Il faudrait cependant noter, compte tenu de l'expérience de ces six dernières années, qu'un consensus plus large commence à se dessiner en matière de pratiques efficaces.

Développement de la petite enfance : les résultats portent à croire que l'éducation au cours de la petite enfance peut jouer un rôle positif important dans la vie des enfants, mais que le succès n'est pas assuré si les projets ne sont pas conçus ou exécutés de manière adéquate. Le succès est tributaire d'une mise en œuvre efficace des activités et du soutien des principales personnes concernées, notamment des parents, des enseignants et des responsables gouvernementaux. Les évaluations suggèrent que les enfants qui participent à des activités pédagogiques à un stade précoce manifestent des niveaux d'apprentissage plus élevés au cours des quatre premières années du cycle primaire, mais les écarts en matière de résultats demeurent faibles. Les réactions des enseignants et des parents à ces activités varient : ils leur apportent leur soutien dans certains pays, mais pas dans d'autres.

Enfants exclus : le personnel chargé des programmes a soutenu une vaste gamme d'activités visant à toucher les enfants exclus dans les contextes les plus divers. Certaines démarches ont été fructueuses, d'autres non.

- Les programmes d'*allocations* réussissent généralement à entraîner une plus grande scolarisation des enfants. Un programme d'allocations visant à dédommager les

familles pour la perte de revenus découlant du fait que leur enfant va à l'école au lieu de travailler, a été relativement fructueux. Dans un autre pays, des subventions directement accordées à certains enfants ne semblent pas améliorer les taux de participation scolaire, tout en réduisant l'absentéisme et l'abandon, une fois que les enfants se mettent à fréquenter l'école.

- Les activités visant à toucher les enfants *non scolarisés* ont été généralement considérées comme réussies. Mais les résultats sont parfois mitigés ou difficiles à évaluer. Dans quelques pays, ces activités se heurtent à une certaine résistance de la communauté.
- Plusieurs projets ont réussi à accroître la *sensibilisation de la communauté* à la valeur de la scolarisation des enfants, aux problèmes qu'ils doivent surmonter pour avoir accès à l'école, ainsi qu'aux risques associés au travail des enfants. Toutefois, cette sensibilisation accrue ne se traduit pas toujours par une action communautaire de plus grande envergure et, en cas de participation accrue de la part des collectivités, l'augmentation initiale de la participation de la communauté ne perdure pas forcément.
- Le fait que les enfants soient plus conscients des risques (VIH/SIDA par exemple) n'entraîne pas toujours de nettes modifications du comportement.
- Le succès et l'impact final des activités soutenues par l'UNICEF sont tout aussi tributaires de la qualité de l'exécution que de la conception du projet initial. Même les projets bien conçus sont voués à l'échec si la qualité de l'exécution laisse à désirer. Il apparaît cependant que la surveillance et le suivi nécessaires à une mise en œuvre efficace ne sont pas toujours à la hauteur.
- Des projets en apparence bien conçus rencontrent des difficultés imprévues en raison d'une mauvaise appréciation des facteurs locaux qui agissent comme un frein. De même, certaines activités ont des impacts réciproques négatifs imprévus, comme lorsque le fait de résoudre certains problèmes en crée de nouveaux, parfois plus graves que ceux qu'on avait tenté de résoudre initialement.

Éducation des filles : à tous les niveaux des secteurs stratégiques des travaux de l'UNICEF sur le plan de l'éducation, ses activités visant à promouvoir l'éducation des filles reflètent la planification la plus consistante, les cadres d'action les plus uniformes, ainsi que les efforts d'évaluation les plus systématiques. L'initiative pour l'éducation des filles africaines de l'UNICEF a installé une structure qui a aidé les Bureaux de pays à clarifier leurs buts et objectifs, à choisir des stratégies et à surveiller les progrès.

Une étude documentaire récente des activités de l'UNICEF en faveur de l'éducation des filles permet un examen et une analyse utiles des travaux du Fonds dans ce domaine. Parmi les principaux résultats :

- la plupart des interventions reconnaissent que la participation de la communauté est indispensable pour garantir que l'éducation des filles sera acceptée et adaptée. Toutefois, l'effet de la participation des filles sera limité si les initiatives locales ne prêtent aucune attention aux politiques éducatives nationales et aux secteurs connexes;
- l'accessibilité physique, la sécurité des écoles, le sentiment de sécurité psychologique, ainsi que la qualité et l'intérêt de leur pédagogie sont des éléments essentiels pour déterminer si un enfant, surtout une fille, sera en mesure de participer;
- par leur attitude et leur comportement, les enseignants ont un rôle clef à jouer pour favoriser la participation des filles à l'éducation;
- la baisse des coûts personnels et financiers de la scolarisation est un facteur capital pour encourager l'éducation. Les programmes réduisant les coûts directs de la scolarité (comme l'élimination des droits d'inscription), ainsi que les programmes de bourses ciblant les filles, semblent efficaces.

Quoique l'évaluation des activités des filles en matière d'éducation soit sans doute le secteur le plus systématique et le plus cumulatif de l'activité pédagogique de l'UNICEF, et que les travaux en matière d'éducation semblent avoir un effet considérable, les conclusions de l'évaluation sont mitigées. Voici les principaux résultats de l'étude présente :

- bien que l'accroissement de la sensibilisation de la communauté à l'importance de l'éducation des filles constitue une composante essentielle de nombre d'activités, la modification des attitudes et du comportement n'a pas toujours été aisée ou réussie. Les effets de certaines activités sont limités par l'incapacité des concepteurs de projets à anticiper de manière adéquate et à comprendre la complexité des systèmes d'incitations qui sont à l'œuvre. Dans un pays par exemple, les efforts visant à augmenter la proportion d'enseignantes se sont heurtés à des difficultés inattendues lorsque les femmes, après avoir reçu leur formation, ont refusé d'être séparées de leur famille ou mutées en milieu rural. Dans un autre pays, les activités de participation de la communauté en faveur de l'éducation des filles se sont heurtées à une certaine résistance lorsque les parents ont refusé de payer pour les enfants d'autres familles.
- Les efforts visant à améliorer l'éducation des filles ont parfois des répercussions négatives. Par exemple, dans un pays où les droits d'inscription ont été abolis, la scolarisation des filles a augmenté. En revanche, les budgets scolaires ont baissé lorsque les gouvernements n'ont pas compensé ce manque à gagner. Cette diminution des ressources a menacé la qualité de l'instruction.
- Dans certains pays, la conception et la réalisation d'activités souffrent d'une certaine incohérence et d'une mauvaise communication entre les partenaires. Plusieurs évaluations mettent l'accent sur la nécessité de renforcer la coordination entre l'UNICEF, le gouvernement et les ONG.

- Des interventions efficaces ne sont pas forcément moins onéreuses. Certaines activités qui s'avèrent hautement efficaces ont un coût unitaire plus élevé que des solutions de rechange moins probantes. Tant que l'augmentation du rendement est supérieure, de manière disproportionnée, à l'accroissement des coûts, il faudrait encourager de telles activités.

Qualité de l'éducation : il existe une grande diversité dans les stratégies adoptées pour améliorer la qualité de l'éducation. Bien qu'un consensus plus large se dessine aujourd'hui, la diversité des interventions qui se poursuivent depuis les six dernières années donne l'occasion de « tester » toutes sortes de stratégies.

- *La formation des enseignants* a une incidence positive sur la modification de leurs pratiques pédagogiques, débouchant sur de meilleurs résultats scolaires et un taux de scolarisation accru, bien que cet impact ne soit ni automatique ni garanti.
- *L'enseignement dans des classes à plusieurs divisions*, au cours duquel un enseignant s'occupe de plusieurs niveaux dans une même classe, est souvent efficace dans l'amélioration des résultats scolaires.
- *Un enseignement axé sur l'écopier* constitue une intervention relativement prisée, mais son effet sur les techniques d'enseignement et l'apprentissage des écoliers est mitigé, principalement en raison de sa trop grande complication pour une mise en œuvre efficace de la part des enseignants.

Rétablir l'éducation dans les situations d'urgence : le rôle de l'UNICEF dans les situations d'urgence, qui consistait à mettre l'accent sur l'acheminement des fournitures aux personnes déplacées, a évolué : le Fonds s'emploie désormais à préserver et à rétablir les structures de base du système scolaire, ainsi qu'à aider les pays à effectuer la transition d'une situation de crise à des écoles opérationnelles. Parmi les conclusions : (1) l'UNICEF est généralement efficace pour l'acheminement du matériel; (2) l'UNICEF assure une continuité à long terme qui se révèle fort utile durant les situations d'urgence; mais (3) l'UNICEF manifeste une certaine faiblesse pour ce qui est de la planification des mesures d'urgence et de la prévention des catastrophes.

Études à l'échelle d'un pays ou portant sur plusieurs pays : ces évaluations se sont avérées parmi les plus utiles pour les besoins de cet examen car elles ont couvert un ensemble plus large d'activités et ont permis une synthèse. Elles ont établi que les personnes concernées et les participants avaient généralement une opinion favorable des activités de l'UNICEF, que ces dernières n'avaient réussi que modérément à atteindre les objectifs visés, mais que ce succès limité pour obtenir un effet était souvent dû à des facteurs externes plutôt qu'aux activités elles-mêmes.

- Dans plusieurs pays, les activités de l'UNICEF n'ont pas d'objectifs précis et les critères de réussite n'ont pas été suffisamment définis. Les évaluations de ces activités reflètent un manque de clarté à propos des objectifs à atteindre. Par exemple,

dans un cas, l'Examen à mi-parcours a conclu que le succès des programmes ne pouvait être déterminé en raison de l'absence de critères nets mesurant le succès, de l'insuffisance des données de base initiales, de l'inadaptation des indicateurs, ainsi que d'une mauvaise appréciation des résultats. Dans un autre pays, des objectifs ambitieux cadraient mal avec les ressources limitées mises à la disposition du projet. Les buts n'avaient pas été exprimés sous forme d'objectifs réalistes qui auraient pu être plus facilement atteints.

- La confusion entre l'UNICEF et les partenaires gouvernementaux ou non gouvernementaux à propos des rôles et des responsabilités est fréquemment présentée comme un obstacle à l'efficacité globale des efforts de l'UNICEF.

Études de politique : des études relèvent l'efficacité des regroupements d'écoles ainsi que la nécessité pour les Bureaux de pays de l'UNICEF de médiatiser davantage leurs réalisations à l'intérieur des pays.

C. Conclusions relatives aux activités soutenues par l'UNICEF en matière d'éducation

La mission de l'UNICEF bénéficie de l'estime générale : un des résultats les plus consistants, dans tous les secteurs d'activités de l'UNICEF, est que les individus et les gouvernements qui soutiennent les efforts sur le terrain de l'UNICEF, ou qui en bénéficient, sont profondément convaincus que les projets du Fonds ont des résultats concrets, tant pour leur pays que pour eux. Les participants, les contreparties et autres personnes concernées expriment une *estime* générale envers ces projets. Ils apprécient le travail que l'UNICEF fait, pensent que c'est important et soutiennent ses efforts. Cette estime n'est pas toujours justifiée par des preuves indiquant que les activités remplissent les objectifs visés, mais elle est un indicateur du succès de l'organisation.

Liens entre les gouvernements et l'UNICEF : les partenaires gouvernementaux et les participants aux projets apprécient le fait de collaborer avec l'UNICEF et manifestent une profonde estime envers les projets soutenus par le Fonds dans le domaine de l'éducation. Cependant, quand ces projets rencontrent des difficultés durant leur phase d'exécution, ces dernières sont souvent attribuées à des problèmes de coordination au sein de l'UNICEF, ou entre ce dernier et les gouvernements. Cela n'était pas forcément dû à des problèmes de personne. Ces problèmes étaient fréquemment attribués à une incompatibilité entre les systèmes du personnel, les règlements en matière de comptabilité, les procédés de fournitures et le flux de l'information.

Particularités de conception : certains des projets et des programmes soutenus par l'UNICEF révèlent des faiblesses du point de vue de la conception. Les éléments constituant certaines activités, notamment, semblent dispersés et d'une importance contestable. Ils peuvent avoir été intégrés durant la phase de conception sous la pression de certains groupes d'intérêt, mais sont à même de détourner l'attention de la cohérence globale de l'activité durant la phase d'exécution. En même temps, les promesses de résultats sont parfois exagérées. Des activités en apparence efficaces semblent ne pas

aboutir, parce qu'elles ne sont pas en mesure de tenir des promesses surévaluées. Les concepteurs de l'activité se croient parfois obligés de promettre des résultats surévalués afin de justifier l'investissement nécessaire. Les actions entreprises pour « vendre » un projet durant le processus d'approbation des activités peuvent par mégarde faire monter les enchères plus qu'il n'est raisonnable, étant donné le contenu réel du projet.

Modifications dans la conception pour lesquelles il n'existe pas de document : durant la phase d'exécution, le personnel du projet peut introduire des changements dans la conception du projet et dans les résultats escomptés qui, selon lui, sont nécessaires pour aplanir des obstacles imprévus ou pour réparer des oublis. Ces changements sont souvent le fruit de négociations subtiles entre l'UNICEF et les partenaires de pays et entraînent des compromis qui souvent ne sont pas consignés par écrit. En consacrant trop d'attention aux objectifs initiaux, les évaluateurs courent le risque de mal mesurer l'activité telle qu'elle est réellement mise en œuvre.

Rôles et rapports : la confusion qui se développe entre les partenaires du projet et le personnel clé à propos des rôles, des rapports, de la voie hiérarchique et des domaines de responsabilité hypothèque le succès des projets soutenus par l'UNICEF dans le domaine de l'éducation. Les projets échouent quand les personnes qui sont dans des positions d'autorité ne font pas ce qu'elles sont censées faire, ou ce que d'autres personnes pensent qu'elles avaient accepté de faire.

Différences dans la manière d'aborder l'accès et la qualité : en général, les activités visant à développer l'accès recueillent plus de succès que celles destinées à améliorer la qualité de l'éducation. Elargir l'accès implique souvent un changement des structures (construction d'écoles en de nouveaux lieux, baisse des droits d'inscription, fourniture de manuels scolaires) destiné à modifier le comportement de ceux qui vont à l'école par le biais de la création d'incitations et de l'élimination des obstacles. Changer la qualité de l'école est souvent davantage axé sur le fait d'inciter les personnes à se comporter différemment, par la formation et la persuasion. Changer le comportement des individus par le biais de la persuasion est généralement plus difficile.

Durabilité des résultats : les évaluations consacrent peu d'attention à la question de la durabilité des résultats des projets et des programmes soutenus par l'UNICEF. Cependant, certaines conclusions se dégagent de cet examen :

- les évaluations de la participation de la communauté, de la formation des enseignants, de l'appréciation continue et du rétablissement de l'éducation dans les situations d'urgence relèvent toutes que ces résultats positifs, une fois obtenus, sont difficiles à maintenir. Cette absence de durabilité semble souvent provenir du manque d'attention consacré aux incitations. Les activités sont généralement destinées à promouvoir l'intérêt supérieur de l'enfant, sans accorder suffisamment d'importance aux intérêts de ceux qui devaient mettre ces activités en œuvre.
- les conclusions laissent entendre qu'il faudrait réfléchir davantage aux éléments de la conception qui sont les plus à même de renforcer la durabilité. Certaines évaluations

portent à croire que les actions entreprises pour faciliter une réalisation à court terme (ancrer un projet au sein de la communauté) peuvent, à long terme, entraver la durabilité. La durabilité est possible lorsqu'on mène des activités de projets au sein d'une infrastructure plus durable, telle que la bureaucratie gouvernementale par exemple.

Porter un projet pilote à grande échelle : la majeure partie des projets en matière de développement ont pour but, une fois qu'ils ont porté leurs fruits à petite échelle, de développer des activités semblables à plus grande échelle, voire à l'échelle nationale. Ce passage d'un projet pilote à une réalisation à grande échelle est décrit comme « la réalisation d'un projet pilote à grande échelle ». Bien que les évaluations qui sont examinées au cours de cette étude n'accordent guère d'importance à cette dimension, certaines indications prouvent que la dynamique de la réalisation d'un projet pilote à grande échelle est plus compliquée qu'on ne le pensait. Les projets pilotes opèrent souvent dans des conditions hautement avantageuses qui ne peuvent jamais être reproduites à grande échelle. Lorsqu'un projet est réalisé à grande échelle dans une situation moins avantageuse, les participants sont susceptibles d'être moins performants dans leurs capacités professionnelles, les incitations moins attrayantes, les matériaux moins disponibles et la supervision moins rigoureuse.

D. Conclusions de la conduite de l'évaluation

Accent sur une évaluation pour une rectification à mi-parcours au niveau du projet et du programme sectoriel : la pratique d'évaluation de l'UNICEF est principalement orientée vers les rectifications à mi-parcours aux niveaux de l'activité individuelle ou du programme sectoriel. Les évaluations qui ont été examinées évoquent rarement de manière explicite la façon dont elles s'inscrivent dans le Plan intégré de suivi et d'évaluation ou, plus largement, dans le Programme global de pays. Les évaluations indiquent rarement la façon dont elles sont censées se connecter à l'examen à mi-parcours de l'UNICEF ou à l'évaluation du Programme de pays. Il semble que les évaluations, dans une grande mesure, soient conçues et réalisées dans un but précis, et non pas en tant qu'outil de gestion du Programme stratégique par pays.

Confusion dans la sélection des critères d'évaluation : lorsque la conception de projets et de programmes est déficiente (voir ci-dessus), les critères d'appréciation manquent de clarté. Nombre d'évaluations reflètent une certaine confusion concernant les critères à utiliser pour juger le succès d'une activité. Dans d'autres cas, les concepteurs du programme n'ont pas réussi à e réussissent pas à spécifier les critères de réussite d'un projet et en confient le soin aux gestionnaires subséquents de l'activité ou aux évaluateurs qui n'ont peut-être pas une compréhension aussi claire de ce que l'activité est censée accomplir.

La domination de l'émotion en tant qu'indicateur de la réussite d'un projet : plusieurs des évaluations qui ont été étudiées n'ont pas été en mesure d'enregistrer les modifications du comportement ou de la prestation. Lorsque cela est le cas, on a tendance généralement à minimiser l'importance de ces modifications du comportement et

d'augmenter celle des données plus psychologiques, qui montrent souvent que les participants ont des attitudes favorables envers l'activité. Quand les évaluations s'intéressent à l'attitude, la définition et la mesure de cette attitude sont plutôt imprécises. Les mesures de l'attitude dans nombre d'études ne représentent guère davantage que des mesures de l'émotion, dont la validité ou la signification sont douteuses.

Modifications de conception non consignées par écrit : durant la phase d'exécution, le personnel du projet peut introduire des remaniements dans la conception du projet, ainsi que dans les résultats escomptés. Il s'agit là, pour le personnel, de compromis nécessaires pour aplanir des obstacles imprévus ou pour réparer des oublis. Ces changements sont souvent le produit de négociations subtiles entre l'UNICEF et les partenaires de pays et entraînent des compromis qui ne sont pas toujours consignés par écrit. Le risque existe qu'en accordant tant d'attention aux objectifs initiaux, les évaluateurs soient incapables d'apprécier les éléments du projet qui ont été effectivement réalisés.

Données limitées relatives aux résultats et à l'impact : l'attention consacrée aux conséquences globales, en termes des effets et du renforcement des capacités, que les activités en matière d'éducation soutenues par l'UNICEF ont eu sur la vie des enfants ne semble pas avoir été suffisante dans les évaluations qui font l'objet de cette étude. Relativement peu d'évaluations mesurent en fait à quel point ces activités dans le domaine de l'éducation atteignent leurs buts ou leurs objectifs plus généraux. Nombre d'évaluations font état de résultats ou d'effets décevants, voire imperceptibles.

La mesure de l'impact des activités soutenues par l'UNICEF est difficile, voire impossible. Une meilleure qualité de l'éducation, un accès élargi, sont souvent le résultat de nombre de facteurs qui ne sont pas directement liés à l'appui de l'UNICEF, notamment l'application des décisions des partenaires locaux, ainsi que l'environnement macroéconomique et social dans lequel le projet se déroule. Des facteurs tels que la croissance économique, l'allègement de la pauvreté, les politiques fiscales et monétaires et les dépenses gouvernementales peuvent avoir une incidence énorme sur l'accès à l'éducation et sur sa qualité, et créer un environnement plus ou moins favorable aux activités de projet individuelles.

Questions qui ne sont pas pleinement abordées au cours des évaluations : à quelques exceptions près, on s'est peu intéressé aux questions de coûts, d'efficacité, de durabilité ou à la réalisation de projets pilotes à grande échelle.

- *Coût* : l'insuffisance du financement est présentée dans plusieurs cas comme un facteur important qui a contribué aux problèmes d'exécution. Mais on va rarement au-delà et les questions de coût sont rarement rapportées ou évoquées. Peu d'évaluations mentionnent la totalité des coûts, des coûts unitaires ou des coûts de substitution associés aux interventions soumises à une évaluation. Peu d'études abordent les questions de rentabilité. Seule une ou deux établissent une distinction ou se penchent sur l'interaction entre les coûts d'investissement et de financement. La recherche et l'expérience internationale suggèrent qu'il arrive souvent que les projets s'essouffent parce que l'on a été incapable de financer les charges périodiques. Des

fonds externes sont investis dans des systèmes de formation, dans des bâtiments et dans la production initiale de matériaux, sans tenir suffisamment compte des charges périodiques associées au fait de continuer à assurer la formation, de nettoyer les bâtiments et de faire tourner les presses d'imprimerie même après le tarissement des fonds externes.

- *Efficienc*e : l'efficacité des projets éducatifs parrainés par l'UNICEF n'est pratiquement jamais évoquée au cours des évaluations faisant l'objet d'un examen. Cela est probablement dû à l'absence de données relatives aux coûts (une composante nécessaire à la considération du facteur efficacité).
- *Durabilité* : alors que l'objectif visé de plusieurs des activités est la durabilité, les évaluations ne le mentionnent que rarement. Ceci est largement dû au fait que (a) la plupart des évaluations sont menées à un stade précoce de l'activité, quand les questions se préoccupent surtout du niveau d'exécution, et (b) qu'une confusion persistante entoure les aspects de l'intervention à préserver (activités spécifiques, capacités organisationnelles ou incidences positives). La durabilité des acquis des projets est mise en danger par la rotation du personnel au sein du Bureau du pays et des ministères du gouvernement associés à cette activité. Enfin, en raison de l'incapacité fréquente de consigner clairement par écrit (voire de considérer) les charges périodiques, nombre de projets ne bénéficient pas du soutien financier nécessaire à leur poursuite.
- *Porter un projet pilote à grande échelle* : vu la difficulté que nombre de projets pilotes en apparence réussis ont à reproduire leur succès à grande échelle, le souci d'assurer les conditions requises pour porter le projet pilote à grande échelle est généralement considéré comme un élément important dans l'évaluation de projets destinés à une plus grande distribution. Il est par conséquent surprenant que les questions de réalisation à grande échelle ne soit pas largement abordée dans les évaluations faisant l'objet de cette étude.

Lier les conclusions de l'évaluation aux programmes futurs : une grande partie des problèmes importants en matière de développement au cours de la prochaine décennie seront distincts de ceux de la décennie passée. Au niveau de toutes les activités de l'UNICEF évaluées au cours de cette étude, on s'intéresse peu aux problèmes en train d'apparaître, tels que le VIH/SIDA, l'impact des nouvelles technologies, la mondialisation et les questions complexes découlant de la décentralisation. Depuis quelque temps, on se préoccupe quand même davantage de ces questions.

E. Leçons tirées : lier les conclusions de l'évaluation à de nouveaux programmes

Relever de nouveaux défis : au cours de la dernière décennie, des questions et des besoins importants ont été élaborés, de nouveaux objectifs ont été fixés et la réflexion stratégique à propos du rôle de l'UNICEF dans le développement de l'éducation a évolué. Le Fonds est généralement perçu comme un des organismes internationaux les plus efficaces dans le domaine du développement de l'éducation. Néanmoins, tandis que les

conditions dans le monde changent, le combat pour demeurer pertinent et efficace continue.

Consolidation des acquis : l'UNICEF devra trouver un équilibre entre les nouveaux problèmes et son engagement en faveur de la préservation et de la consolidation des résultats déjà obtenus. Nombre de questions en matière d'éducation continueront d'être très importantes au cours des dix prochaines années. Il faudra, problème majeur, éviter de perdre du terrain en ce qui concerne l'accès à l'éducation et sa qualité tout en s'efforçant de résoudre ces nouveaux problèmes. Il faudra s'assurer que les programmes et systèmes en place sont opérationnels avant d'investir des ressources pour ces nouveaux problèmes. Ces efforts sont particulièrement menacés par *la lassitude provoquée par les problèmes* ainsi que par l'*effet de « retour de bâton »*. Cette *lassitude* se produit lorsque la nouveauté d'un problème disparaît et que l'on s'intéresse alors à des questions nouvelles et plus intrigantes. L'*effet de « retour de bâton »* apparaît lorsque des collectivités ont le sentiment que certains problèmes accaparent trop d'attention et que le fait d'y accorder autant d'importance provoque de nouvelles inégalités dans d'autres secteurs.

Conception et réalisation des activités en matière d'éducation : les projets et les programmes d'éducation soutenus par l'UNICEF sont d'habitude perçus de manière favorable par les gouvernements, les ONG et les autres organisations partenaires. Néanmoins, il existe parfois une marge d'amélioration dans la manière dont les projets et les programmes sont conçus et réalisés. Le rôle de chaque partenaire impliqué dans ces activités a souvent besoin d'être défini. Les conditions pour la durabilité et la possible « réalisation d'un projet pilote à grande échelle » doivent être évaluées de façon plus critique. Une plus grande clarté à propos des résultats escomptés s'impose, surtout en ce qui concerne le renforcement des capacités et les effets sur la vie des enfants. Les projets individuels et les activités de programme devraient être clairement liés aux analyses de la situation et aux Programmes d'ensemble de pays en fonction d'une perspective des droits de l'homme ainsi que sur la base d'une gestion axée sur les résultats.

Défis en matière d'évaluation pour l'avenir : il faut renforcer le rôle de l'évaluation dans le cycle des Programmes de pays ainsi qu'au cours de la planification et de la programmation globale. L'effort d'évaluation pourrait être renforcé en prêtant une plus grande attention aux résultats, aux changements de comportement, aux coûts, à la durabilité et aux conditions nécessaires à la réalisation d'un projet pilote à grande échelle. En outre, l'évaluation serait meilleure si, au lieu de l'axer sur les activités individuelles, on l'orientait davantage sur les programmes et politiques.

L'UNICEF mérite d'être félicité pour l'attention que l'évaluation a reçue au cours des projets et des programmes cités dans cette étude. Cependant, les efforts que l'organisation déploie en matière d'évaluation de ses activités dans le domaine de l'éducation ne sont utiles que dans la mesure où les conclusions sont utilisées pour contribuer à de nouveaux travaux. La tâche consiste à disséminer les enseignements tirés de pratiques anciennes qui permettent de mieux orienter les projets futurs. Le défi n'est pas forcément de procéder à de nouvelles évaluations, mais de s'assurer qu'elles sont réalisées de manière stratégique, planifiées depuis le début, menées en temps utile, et que les conclusions sont

communiquées de manière efficace. Cet examen des évaluations en matière d'éducation de l'UNICEF organisées au cours des six dernières années représente un pas de plus vers ces objectifs.

Un análisis de las evaluaciones del UNICEF Actividades de educación (1994-2000)

Resumen Ejecutivo

A. Sinopsis

Objetivos y alcance de la evaluación: En este estudio se analizaron 185 evaluaciones sobre distintas actividades de educación del UNICEF realizadas entre 1994 y 2000. Los objetivos del análisis fueron (1) determinar la gama de estrategias utilizadas por las oficinas nacionales del UNICEF para ampliar el acceso a la educación y reforzar su calidad; (2) sugerir el alcance de la eficacia de las actividades que recibieron apoyo del UNICEF (proyectos y programas) para cumplir con sus fines establecidos; (3) determinar las implicaciones y las lecciones obtenidas por medio de estos proyectos y programas en el contexto de la planificación y la programación estratégica de las labores del UNICEF en materia de educación hasta el 2015; (4) presentar una sinopsis sobre los problemas y las cuestiones más importantes que quedan por realizar y ofrecer recomendaciones específicas para el futuro; y, (5) evaluar la contribución de la evaluación de los proyectos y los programas a las actividades de educación del UNICEF.

Las evaluaciones estudiadas en este análisis se realizaron a lo largo de los últimos seis años. Los proyectos de educación sobre los que se basa el análisis llevaban de 2 a 4 años en marcha cuando se realizó la evaluación. El diseño inicial de estos proyectos se realizó de 1 a 2 años antes de su puesta en vigor. Por tanto, las evaluaciones analizadas aquí reflejan ideas de hace 5 a 10 años sobre cuáles son las intervenciones y estrategias más eficaces para lograr un desarrollo en materia de educación. En el mundo del UNICEF, que evoluciona a una gran velocidad, esto se traduce en millones de años. Durante los últimos 5 a 10 años, las ideas del UNICEF sobre la orientación que deben seguir sus actividades en la esfera de la educación y sus estrategias para llevar a cabo estas tareas se han desarrollado con una enorme rapidez. Pocas de las ideas actuales aparecerán en un análisis de hace varios años sobre las evaluaciones de estos proyectos. Sin embargo, las conclusiones que se obtengan a partir del trabajo realizado durante este período pueden servir para ilustrar las labores futuras en materia de educación y evaluación en el UNICEF.

Este análisis fue organizado en torno a las cinco esferas principales en las que el UNICEF realiza actualmente sus actividades: cuidados en la primera infancia para la supervivencia y el desarrollo; llegar a los niños excluidos; mejoramiento de la educación de la niña; mejoramiento de la calidad de la educación; y restablecimiento de la educación en situaciones de emergencia. El análisis consideró otras dimensiones del enfoque de la programación basado en los derechos humanos y prestó atención a la situación de los niños que necesitan de una protección especial y más concretamente los que están sometidos al trabajo infantil.

Muestra: Los estudios de evaluación incluidos en este análisis se obtuvieron de la Base de Datos de Evaluación del UNICEF (1994-99) y de las listas de los Informes Anuales de las Oficinas de los Países (Anexo II) y, en algunos casos, de los exámenes de mitad de período (1997-99). El personal de educación del UNICEF contribuyó a determinar estudios adicionales que se hubieran podido pasar por alto siguiendo los primeros métodos de recopilación de documentos. En general, se recopilaron finalmente en papel o en soporte electrónico para este estudio un total de 411 estudios de 93 países (u oficinas regionales). Para poder incluirlos en este análisis, cada uno de los estudios tenía que cumplir con dos requisitos. En primer lugar, el UNICEF tenía que haber participado claramente en la actividad analizada o en la propia evaluación. En segundo lugar, la naturaleza del estudio debía tener un carácter de evaluación y ajustarse ampliamente a las políticas, procedimientos y metodologías del UNICEF. Se eliminaron los estudios cuya información se centraba en datos de referencia, análisis de situación y descripciones generales de las necesidades educativas de un país. Una preselección de estos estudios sirvió para determinar que 185 estudios cumplían con los requisitos.

Metodología: Los 185 estudios incluidos en este análisis fueron examinados siguiendo un proceso dividido en tres fases. En primer lugar, se resumieron las conclusiones de cada uno de los estudios (véase el apéndice A). El análisis del contenido se utilizó después para clasificar los estudios según (a) la esfera de la labor del UNICEF en materia de educación que se abordaba en el estudio (por ejemplo, acceso, calidad, etc.), (b) la principal cuestión educativa que se analizaba (por ejemplo, capacitación de maestros, aulas donde se enseñan simultáneamente varios grados, etc.), (c) el nivel de los trabajos evaluados (por ejemplo, actividad individual, actividades simultáneas, etc.) y (d) las funciones para las que se había concebido la evaluación (por ejemplo, evaluación de las necesidades, evaluación del nivel de aplicación, etc.). Finalmente, se convalidaron las conclusiones del análisis del contenido utilizando dos métodos. (1) Se realizaron entrevistas con especialistas de la Sección de Educación en la sede del UNICEF y (2) se consideraron las conclusiones a la luz de investigaciones pertinentes y la experiencia internacional registrada en varios materiales publicados sobre desarrollo internacional.

Limitaciones: Este estudio representa el análisis más amplio y variado de las evaluaciones de las tareas del UNICEF en la esfera de la educación realizado hasta la fecha. Sin embargo, debido a las limitaciones relativas a la muestra y la metodología, es preciso mostrar cautela si se quieren generalizar las conclusiones alcanzadas en el estudio. En primer lugar, no se evaluaron todos los proyectos de educación realizados en los últimos seis años. Ha habido buenos proyectos que no han sido evaluados. En segundo lugar, sobre la base de los requisitos de selección, solamente se utilizó en el análisis la mitad de las evaluaciones que habían sido indicadas por las oficinas de país. Finalmente, una buena labor en un proyecto puede quedar distorsionada por una evaluación realizada de manera defectuosa, mientras que algunos proyectos poco eficientes han podido recibir una atención especial debido a que los informes de evaluación estaban muy bien escritos. Una de las limitaciones de este estudio es un exceso de atención a aquellos proyectos de los que existen evaluaciones rigurosas y bien realizadas; este factor puede llevar a pasar por alto logros potencialmente importantes que no estaban bien representados en la muestra o fueron sometidos a una evaluación menos rigurosa.

B. Conclusiones

En el UNICEF hay una amplia gama de puntos de vista sobre cuál es la mejor manera de ampliar el acceso a la educación, mejorar su calidad y abordar las necesidades de los niños en este ámbito. Las actividades del UNICEF en el sector de la educación, que fueron concebidas a comienzos y mediados de los años 1990, no reflejan un consenso sólido sobre cuáles son las intervenciones con mayores posibilidades para promover un mayor acceso a la educación o mejorar su calidad. De hecho, una de las principales ventajas de las labores del UNICEF en el sector educativo ha sido su capacidad y voluntad para poner en práctica un abanico tan diverso de intervenciones, basadas en gran parte en la capacidad de decisión de las personas que trabajan sobre el terreno: los empleados de las oficinas de país, los funcionarios del gobierno y los colaboradores locales.

Es preciso señalar que, dada la experiencia de los últimos seis años, comienza a establecerse un consenso más amplio sobre las prácticas que resultan más efectivas, una cuestión que se analiza con mayor detalle en la parte principal del documento. Desde la época en que las actividades analizadas en este estudio fueron concebidas y puestas en práctica, el UNICEF ha formulado progresivamente metas y estrategias más coherentes para sus labores de apoyo y promoción. Este cambio guarda relación con una concepción integral del niño, el enfoque del desarrollo basado en los derechos, y la adopción de la Convención sobre los Derechos del Niño. Los proyectos y los programas del sector de la educación que han recibido apoyo del UNICEF muestran aún una considerable diversidad en lo que se refiere a las estrategias y a las modalidades de aplicación sobre el terreno que, a su vez, reflejan las realidades y opciones diferentes que se dan a lo largo de las regiones y los países. La diversidad es también una de las consecuencias del espíritu de innovación que impera en el UNICEF. Sin embargo, debe señalarse que, después de la experiencia de los últimos seis años, existe cada vez un mayor consenso sobre cuáles son las prácticas más efectivas.

Desarrollo en la primera infancia: Las conclusiones sugieren que la educación en la primera infancia puede ofrecer una contribución positiva importante en las vidas de los niños, pero que el éxito no está asegurado si los proyectos no se conciben y se ponen en práctica de manera apropiada. El éxito depende de una ejecución efectiva de las actividades y del apoyo de las principales personas e instituciones implicadas, especialmente los progenitores, los maestros y los funcionarios del gobierno. Las evaluaciones ofrecen algunas pruebas que indican que los niños que participaron en actividades de educación en la primera infancia mostraron un mayor nivel de aprendizaje en los grados primarios, del primero al cuarto, pero las diferencias en el rendimiento suelen ser reducidas. Las reacciones de los maestros y los progenitores ante estas actividades fueron de distinta índole y en algunos países recibieron apoyo y en otros no.

Niños excluidos: Los funcionarios de las oficinas en los países apoyaron una gama diversa de actividades para llegar a los niños excluidos que reflejan la diferencia entre los distintos contextos. Algunos enfoques dieron resultados y otros no.

- Los programas de *subsidio para estudios* fueron por lo general eficaces a la hora de aumentar el número de niños que acuden a la escuela. Un programa que proporcionaba subsidios para compensar a las familias por la pérdida de ingresos derivada de la asistencia del niño a la escuela en lugar de trabajar dio muy buenos resultados. En otro país, los subsidios entregados directamente a los niños no sirvieron al parecer para mejorar las tasas de participación escolar, pero sí redujeron la inasistencia y la deserción escolar entre los niños que ya estaban en la escuela.
- Por lo general, se consideró que las actividades concebidas para llegar a los *jóvenes que estaban fuera del sistema escolar* habían sido eficaces. A veces, sin embargo, los resultados fueron mixtos o difíciles de establecer. En algunos países, estas actividades tropezaron con la resistencia de la comunidad.
- Otros proyectos diversos tuvieron éxito en la tarea de *concienciar a la comunidad* sobre el valor de la matriculación de los niños, los problemas que los niños confrontan para acceder a la escuela y los peligros relacionados con el trabajo de menores. Sin embargo, incrementar la concienciación de la comunidad no siempre se traduce en mayores acciones de la comunidad e, incluso en los casos en que las comunidades participan más activamente, los aumentos iniciales en el nivel de participación no siempre se mantuvieron.
- Un mayor conocimiento de los riesgos por parte de los niños (por ejemplo, en el caso del VIH/SIDA) no siempre conduce a los cambios de conducta deseados.
- El éxito y las posibles repercusiones de las actividades que reciben apoyo del UNICEF dependen tanto de la calidad de la ejecución como de la concepción inicial del proyecto. Incluso los proyectos mejor concebidos fracasan si no se ejecutan de manera adecuada. Sin embargo, parece que la supervisión y el seguimiento necesarios para garantizar una ejecución efectiva son algunas veces limitados.
- Proyectos que parecían estar bien concebidos tropezaron con dificultades imprevistas cuando sus responsables interpretaron erróneamente factores locales que tuvieron un efecto disuasivo. De igual manera, algunas actividades tuvieron que enfrentar interacciones negativas imprevistas, es decir, situaciones en las que resolver un problema creaba otros problemas, algunos más graves que los problemas iniciales.

Educación de las niñas: De todas las esferas principales de la labor del UNICEF en materia de educación, las actividades dedicadas a promover la educación de la niña reflejan la planificación más coherente, los marcos de acción más uniformes y las medidas de evaluación más sistemáticas. La *Iniciativa para la Educación de las Niñas Africanas*, un proyecto que se lleva a cabo en varios países, ha establecido una estructura que ha servido a las oficinas de los países para aclarar metas y objetivos, seleccionar estrategias y supervisar los progresos.

Un estudio reciente acerca de las actividades para la educación de la niña que reciben apoyo del UNICEF presenta un examen y un análisis muy útiles sobre la labor del UNICEF en pro de la educación de la niña. Entre sus principales conclusiones se encuentran las siguientes:

- Se considera que, para asegurar la significación y el grado de aceptación de la educación de la niña, la participación de la comunidad resulta de fundamental importancia en la mayoría de las intervenciones. Sin embargo, las repercusiones duraderas de la participación de las niñas son limitadas en aquellos lugares donde las iniciativas locales no están acompañadas de una atención a las políticas nacionales sobre la educación y los sectores relacionados.
- El acceso material a la escuela y sus condiciones de seguridad, así como la sensación de seguridad psicosocial y la calidad y la idoneidad de su pedagogía son elementos fundamentales para establecer tanto la participación de los niños, y en especial de las niñas, como la manera en que van a participar.
- La actitud y el comportamiento de los maestros son fundamentales para promover la participación de la niña en la educación.
- Reducir los costos financieros y personales derivados de la asistencia a la escuela es un factor clave para promover la educación. Los programas que reducen los costos directos de la asistencia a la escuela (por ejemplo, eliminación de las tarifas escolares) o los subsidios en beneficio de las niñas (programas de becas) parecen resultar eficaces.

Aunque la evaluación de las actividades en pro de la educación de las niñas es sin duda la esfera más sistemática y acumulativa de la labor del UNICEF en la educación y las actividades de educación de las niñas tienen al parecer notables repercusiones, las conclusiones en materia de evaluación son, sin embargo, desiguales. Las principales conclusiones del presente análisis fueron que:

- Aunque crear una mayor conciencia en la comunidad sobre la importancia de la educación de las niñas es un elemento importante de muchas de las actividades, cambiar las actitudes y los comportamientos no resultó fácil y no siempre dio resultados. Los efectos de algunas actividades estuvieron limitados por la incapacidad de los creadores de los proyectos para anticipar y abordar de manera adecuada la complejidad de los sistemas de asignación de incentivos. Por ejemplo, las actividades realizadas en un país para incrementar la proporción de maestras se toparon con dificultades inesperadas cuando las mujeres, después de haber recibido capacitación, no querían separarse de las familias o que las destinaran a las zonas rurales. La participación de la comunidad en las actividades destinadas a apoyar la educación de las niñas en otro país encontró resistencias cuando los progenitores no quisieron contribuir con su dinero a la educación de los niños de otras familias.

- Las actividades para mejorar la educación de las niñas enfrentaron a veces interacciones negativas. Por ejemplo, en un país donde se abolieron las tarifas de ingreso en la escuela, aumentó la matriculación de las niñas. Sin embargo, los presupuestos escolares disminuyeron cuando el Gobierno no compensó a las escuelas por la pérdida de ingresos que representaba la eliminación de las tarifas. La escasez de recursos en estas escuelas puso en peligro la calidad de la instrucción.
- En algunos países, las actividades de diseño y ejecución sufrieron a causa de una falta de coherencia y de comunicación entre los aliados. Varias evaluaciones subrayaron la necesidad de mejorar la coordinación entre el UNICEF, los gobiernos y las ONG.
- Las intervenciones eficaces no cuestan menos necesariamente. Algunas actividades consideradas efectivas supusieron unos costos unitarios más elevados que otras alternativas menos efectivas. Siempre que la mejora en los resultados sea mayor que el aumento de los costos, es importante alentar estas actividades.

Calidad de la educación: Se registró una notable diversidad en las estrategias asumidas para mejorar la calidad de la educación. Aunque en la actualidad se está llegando a un amplio consenso, la gama de intervenciones realizadas durante los últimos seis años ofrece una oportunidad muy útil para poner a prueba un amplio abanico de estrategias.

- *La capacitación de maestros* ha tenido efectos positivos en el cambio de las prácticas pedagógicas de los docentes, ha elevado el rendimiento escolar y ha mejorado la matriculación, aunque estos efectos no fueron automáticos o asegurados.
- *La enseñanza simultánea de varios grados*, que consiste en que un maestro imparte lecciones a grados diferentes en el mismo aula, dio con frecuencia buenos resultados a la hora de aumentar el rendimiento de los estudiantes.
- *La enseñanza orientada hacia el estudiante* fue una intervención relativamente popular pero sus repercusiones sobre la práctica de la enseñanza y la capacidad de aprendizaje del alumno fueron desiguales. Resulta por lo general muy complicada para que los maestros la apliquen de manera efectiva.

Restablecer la educación en situaciones de emergencia: Las funciones del UNICEF en las situaciones de emergencia han evolucionado: mientras que antes se hacía hincapié en la provisión de suministros a las personas desplazadas, ahora esta actitud se ha transformado y el principal objetivo es el de preservar y restablecer las estructuras básicas del sistema estructurado de educación y ayudar a los países a realizar la transición desde unas condiciones de emergencia hacia la creación de escuelas funcionales. Entre las conclusiones se descubrió que (1) el UNICEF era por lo general efectivo en la distribución de los recursos previstos (suministros, materiales), (2) el UNICEF ofreció una continuidad a largo plazo muy necesaria durante la situación de emergencia, pero también que (3) el UNICEF era menos eficaz en materia de planificación y preparación para casos de desastre.

Estudios en el ámbito de un país y en varios países: Estas evaluaciones se encontraron entre las más útiles para los objetivos de este análisis debido a que se centraban sobre una amplia serie de actividades y su principal objetivo era la síntesis. Estos estudios descubrieron que las partes interesadas tenían por lo general una opinión positiva de las actividades del UNICEF, que el éxito real de las actividades a la hora de conseguir sus objetivos previstos era desigual y que los límites del éxito se debían a menudo a circunstancias externas a las propias actividades.

- En varios países, las actividades del UNICEF tienen metas claras pero carecen de objetivos bien definidos o de un criterio que avale su éxito. Las evaluaciones de estas actividades reflejaron una falta de claridad sobre lo que se pretendía conseguir. Por ejemplo, en un caso, el examen a mitad de período llegó a la conclusión de que el éxito de los programas no podía establecerse debido a la falta de un criterio claro para evaluar el éxito, a la ausencia de datos básicos al inicio, a la existencia de indicadores inadecuados y a un sistema de medición deficiente. En otro país, las metas ambiciosas de un proyecto no estaban en consonancia con los limitados recursos disponibles para el proyecto. Las metas no se tradujeron en objetivos realistas que hubieran facilitado su ejecución.
- La confusión entre el UNICEF y los aliados del gobierno (o las ONG) sobre funciones y responsabilidades fue considerada con frecuencia como una limitación para la eficacia general del trabajo del UNICEF.

Estudios de políticas: Los estudios subrayaron la efectividad de los grupos de escuelas y la necesidad de que las oficinas de país del UNICEF difundan sus logros de manera más amplia dentro de los países.

C. Conclusiones sobre las actividades de educación que recibieron apoyo del UNICEF

Una opinión positiva generalizada acerca de las labores del UNICEF: Una de las conclusiones más constantes en el análisis de las diferentes actividades fue que los individuos y los gobiernos que participan en la distribución, la recepción y en otro tipo de tareas de apoyo del trabajo del UNICEF sobre el terreno creían que los proyectos del UNICEF eran positivos para sus países y para ellos mismos. Participantes, homólogos y otras partes interesadas expresaron una *opinión positiva* generalizada sobre los proyectos. Les gusta lo que hace el UNICEF, creen que es importante y apoyan sus actividades. Esta opinión positiva no siempre está basada en conclusiones que indiquen que las actividades cumplen sus objetivos previstos, pero la opinión positiva sirve como indicador del éxito de la organización.

Vínculos entre los gobiernos y el UNICEF. A los miembros de los organismos gubernamentales aliados y a los participantes en los proyectos les complacía trabajar con el UNICEF y tenían una gran opinión de los proyectos de educación que reciben apoyo del UNICEF. Sin embargo, cuando los proyectos tropezaron con dificultades durante su puesta en práctica, esto se atribuyó a menudo a la existencia de problemas en la

coordinación dentro del UNICEF o entre el UNICEF y el Gobierno. Esto no se debía necesariamente a un conflicto de personalidades. Con frecuencia se atribuyó a incompatibilidades entre sistemas de personal, regulaciones de la contabilidad, procedimientos de adquisición y circulación de la información.

Elementos en el diseño de los proyectos: Algunos de los proyectos y programas que reciben apoyo del UNICEF mostraron deficiencias en su concepción. En particular, los componentes de algunas actividades parecían estar dispersos y carecer de demasiada importancia. Puede que estos componentes hayan sido incluidos en respuesta a las presiones de algunos grupos de interés durante la fase de diseño, pero llevan a que se pierda parte de la coherencia general de la actividad durante la fase de aplicación. Al mismo tiempo, algunos de los resultados pecaban de un exceso de expectativas. Actividades supuestamente efectivas daban la impresión de ser un fracaso cuando no lograban cumplir con las expectativas que habían creado. Las personas encargadas de la preparación de los proyectos pueden llegar a creer que tienen que prometer resultados exagerados para justificar la inversión solicitada. Las medidas que se toman para “vender” un proyecto durante el proceso de aprobación de las actividades pueden aumentar las expectativas más de lo que resulta razonable, dadas las actividades reales del proyecto.

Cambios en la formulación sin un registro documentado: Puede que, durante la fase de aplicación, el personal del proyecto introduzca cambios en la formulación del proyecto y en los resultados previstos, creyendo que estos ajustes son necesarios para superar obstáculos imprevistos o descuidos en la concepción. Estos cambios suelen ser el producto de negociaciones sutiles entre el UNICEF y los aliados en el país y tienen como consecuencia compensaciones que pocas veces parecen reflejadas en la documentación. Uno de los riesgos que se corre es que, al estar atentos a los objetivos iniciales, los evaluadores no consigan a veces analizar la actividad que se puso realmente en práctica.

Funciones y relaciones: Una de las amenazas al éxito de un proyecto de educación que recibe apoyo del UNICEF es la confusión que se crea entre los aliados del proyecto y el personal más importante sobre las funciones, relaciones, estructuras jerárquicas y el espacio de la responsabilidad. Los proyectos fracasaron cuando las personas en puestos de dirección no hicieron lo que debían hacer o no ejecutaron las medidas que otras personas creían que habían sido acordadas.

Diferencias a la hora de abordar el acceso y la calidad: En general, las actividades orientadas a ampliar el *acceso* han dado mejores resultados que aquellas dirigidas a mejorar la *calidad* de la educación. Ampliar el acceso exige a menudo cambiar estructuras (por ejemplo, construir escuelas en nuevos lugares, reducir los costos escolares, suministrar libros de texto) destinadas a cambiar el comportamiento con respecto a la asistencia a la escuela por medio de la creación de incentivos y la reducción de barreras. Cambiar la calidad de la enseñanza se concentra a menudo en la tarea de conseguir que la gente se comporte de un modo diferente mediante la capacitación y la persuasión. Cambiar el comportamiento de los individuos mediante la persuasión es por lo general la proposición más complicada.

Sostenibilidad de los resultados: Las evaluaciones prestaron muy poca atención a la cuestión de la sostenibilidad de los efectos derivados de los proyectos y programas que reciben apoyo del UNICEF. Sin embargo, en este análisis surgen algunas conclusiones:

- Las evaluaciones sobre la participación de la comunidad, la formación de maestros, la evaluación continua y el restablecimiento de la educación en situaciones de emergencia permitieron observar que los resultados positivos, una vez conseguidos, resultaban difíciles de sostener. Esta falta de sostenibilidad parecía deberse con frecuencia a una falta de atención sobre la cuestión de los incentivos. Por lo general, las actividades se diseñaron para promover el interés superior del niño sin prestar una atención suficiente a los intereses de las personas que debían poner en práctica las actividades.
- Las conclusiones sugieren que es preciso prestar una mayor atención a las características de diseño que tienen más posibilidades de promover la sostenibilidad. Algunas evaluaciones indican que las medidas adoptadas para facilitar la aplicación a corto plazo (enraizar un proyecto en la comunidad) pueden, a largo plazo, dificultar la sostenibilidad. Esta última se produce cuando las actividades de un proyecto se construyen para que se transforman en una infraestructura más duradera, como por ejemplo la burocracia del gobierno.

Adaptación a una escala mayor: La meta de la mayoría de los proyectos de desarrollo es conseguir establecerlos a una escala mayor, incluso en el plano nacional, una vez que han demostrado su éxito en una escala más reducida. Esta transición, desde un proyecto piloto hasta una puesta en práctica a plena escala, se conoce como “adaptación a una escala mayor”. Aunque las evaluaciones analizadas en este estudio no prestan demasiada atención a esta dimensión, existen pruebas que indican que la dinámica de una adaptación de este tipo es por lo general mucho más complicada de lo que se cree. Los proyectos piloto se despliegan a menudo bajo condiciones extremadamente favorables, que es imposible reproducir en una escala más amplia. Cuando un proyecto se pone en práctica a mayor escala en un entorno menos favorable, los participantes suelen tener una capacidad profesional más cerca del promedio, los incentivos suelen ser menos atractivos, hay una menor disponibilidad de materiales y la supervisión suele ser más espaciada.

D. Conclusiones sobre la conducción de la evaluación

Hincapié en la evaluación para una corrección a mitad de curso en el ámbito de proyecto y de programa sectorial: las prácticas de evaluación del UNICEF están principalmente orientadas hacia la realización de correcciones a mitad de curso en el ámbito de la actividad concreta o del programa sectorial. Las evaluaciones analizadas pocas veces hicieron una referencia explícita a la manera en que se adaptan al Plan Integrado de Vigilancia y Aplicación (IMEP) o, en un sentido más amplio, al programa general del país. En las evaluaciones pocas veces se señaló cómo se pretendía establecer vínculos con el análisis de mitad de período o la evaluación del programa del país. Parecería que las evaluaciones, en su mayoría, fueron diseñadas y puestas en práctica de

una forma específica y no como un instrumento para la gestión estratégica del programa del país.

Confusión al seleccionar el criterio de evaluación: Las deficiencias relacionadas con el diseño de proyectos y programas (véase más arriba) condujeron a una falta de claridad sobre los criterios de evaluación. En varias evaluaciones se expresa una cierta confusión sobre los criterios que se deberían utilizar para juzgar el éxito de un actividad. En otros casos, los creadores de los programas no llegaron a especificar los criterios para establecer el éxito del programa, dejando este apartado a los gestores de las actividades o a los evaluadores, quienes probablemente carecían de una noción apropiada acerca de los fines que perseguía la actividad.

La importancia del afecto como un indicador del éxito del proyecto. Entre las evaluaciones analizadas, muchas no consiguieron documentar cambios en el comportamiento o el rendimiento. Cuando esto ocurrió, se produjo una tendencia generalizada a relegar la importancia de estos cambios en el comportamiento en favor de otros datos sobre las actitudes, indicando típicamente que los participantes mostraban una actitud favorable hacia la actividad. Cuando las evaluaciones informaron sobre las actitudes, la definición y la medición de la actitud solían ser más bien superficiales. En varios estudios, la medida de las actitudes fue poco más que la medida de un afecto generalizado cuya validez o significado es cuando menos cuestionable.

Cambios de diseño no documentados: Durante la puesta en práctica del proyecto, puede que el personal introduzca cambios en el diseño y en los resultados previstos que consideran como ajustes necesarios para superar obstáculos no anticipados o descuidados en la etapa de diseño. Estos cambios suelen ser el producto de negociaciones sutiles entre el UNICEF y los aliados del país y muy a menudo ocurre que las compensaciones no se registran en la documentación. Uno de los riesgos de esta situación es que, al prestar una mayor atención a los objetivos iniciales, los evaluadores no consiguen a veces analizar la actividad que realmente se puso en práctica.

Datos insuficientes sobre los resultados y las consecuencias: En las evaluaciones analizadas en este estudio, parece haber una falta de atención ante los resultados generales de las actividades educativas que reciben apoyo del UNICEF con relación al fomento de la capacidad y sus repercusiones sobre la vida de los niños. Un número relativamente escaso de evaluaciones analizan si las actividades educativas han logrado sus metas u objetivos más amplios. Varias evaluaciones informaron sobre resultados o repercusiones desalentadores o cuyo valor apenas se podía distinguir.

Atribuir una repercusión concreta a las actividades que reciben apoyo del UNICEF resulta difícil y a menudo imposible. La mejora en el acceso y la calidad de la educación es a menudo el resultado de diversos factores que no están directamente relacionados con el apoyo del UNICEF, entre ellos la aplicación de decisiones de los aliados locales o el entorno macroeconómico y social en el que se desempeña el proyecto. Factores como el crecimiento económico, la reducción de la pobreza, las políticas monetarias y fiscales y el gasto público pueden tener consecuencias muy considerables sobre el acceso y la calidad

del educación y ofrecer un entorno más o menos favorable a las actividades de cada proyecto concreto.

Cuestiones que no se abordan plenamente en las evaluaciones: Con excepciones notables, se prestó muy poca atención a cuestiones como el costo, la eficiencia, la sostenibilidad o la adaptación a una escala mayor.

- *Costo:* En varios casos se consideró que una financiación inadecuada había sido un factor importante para explicar los problemas de aplicación. Más allá de este nivel de observación, pocas veces se informó sobre los costos o se analizó esta cuestión. Pocas evaluaciones registraron costos agregados, costos por unidad o costos de oportunidad relacionados con las intervenciones analizadas. Pocos estudios incluyeron un análisis de costo-beneficio. En solamente 1 o 2 estudios se estableció una diferencia o se prestó atención a la relación entre los costos de inversión y los costos de capital. Las investigaciones y la experiencia internacional indican que una de las razones más frecuentes de que un proyecto no consiga sostenerse es la incapacidad para resolver el problema de los costos de mantenimiento. Los fondos externos se invierten en sistemas de capacitación, en la construcción de edificios y en la producción inicial de materiales sin considerar de manera adecuada los costos de mantenimiento que se necesitan para seguir realizando tareas de capacitación, conservar los edificios limpios y seguir imprimiendo materiales después de que se acaben los fondos externos.
- *Eficiencia:* Prácticamente en ninguna de las evaluaciones analizadas se debatió la eficiencia de los proyectos de educación patrocinados por el UNICEF. Esto se debe probablemente a la ausencia de datos sobre el costo (un elemento necesario para considerar la eficiencia).
- *Sostenibilidad:* Aunque en varias de las actividades la sostenibilidad era uno de los objetivos, apenas se discutió esta cuestión en cualquiera de las evaluaciones. Esto se debe sobre todo a que (a) la mayor parte de las evaluaciones se realizaron al comienzo de la actividad, cuando las cuestiones analizadas se referían más su puesta en práctica y a que (b) existía una confusión persistente sobre qué aspectos de la intervención deberían sostenerse (por ejemplo, actividades específicas, capacidad de organización o repercusiones positivas). Una de las principales amenazas a la sostenibilidad era el cambio habitual de personal dentro de las oficinas de los países y de los ministerios gubernamentales que colaboraban en la actividad. Finalmente, debido a las dificultades generalizadas para documentar claramente (o incluso considerar) los costos de mantenimiento, muchos proyectos carecían del apoyo financiero necesario para continuar.
- *Adaptación a una escala mayor:* Debido a las dificultades que encuentran muchos proyectos piloto aparentemente exitosos para reproducir su éxito a una escala mayor, se considera que prestar atención a las condiciones necesarias para adaptar los proyectos a una escala mayor es un importante elemento en la evaluación de proyectos cuyo objetivo es ampliar su asistencia a un público más amplio. Por tanto,

resulta sorprendente que en las evaluaciones analizadas para este estudio no se abordara la cuestión de la adaptación a una escala mayor.

Vincular las conclusiones de la evaluación con programas futuros: Muchos de los problemas más importantes en materia de desarrollo del próximo decenio serán diferentes de los del decenio anterior. En las actividades del UNICEF analizadas en este estudio, se prestaba muy poca atención a cuestiones emergentes como el VIH/SIDA, las repercusiones de las nuevas tecnologías, la mundialización y las complejas cuestiones que se derivan de la descentralización. Ultimamente se ha prestado una mayor atención a estas cuestiones.

E. Lecciones aprendidas: vincular las conclusiones de la evaluación con los nuevos programas

Hacer frente a los nuevos problemas: Durante el decenio pasado se ha llevado a cabo un análisis minucioso de necesidades y cuestiones, nuevas orientaciones y varios cambios en el pensamiento estratégico en torno a la función que debe desempeñar el UNICEF en el desarrollo de la educación. El UNICEF está considerado como uno de los organismos internacionales más eficaces en la esfera de la educación. Y sin embargo, a medida que las condiciones del mundo cambian, continúa la lucha por seguir siendo oportuno y mantener la eficacia.

Consolidación de los logros: El UNICEF tendrá que equilibrar su atención a las nuevas cuestiones con su compromiso para mantener y consolidar los avances conseguidos hasta la fecha. Muchas de las cuestiones relacionadas con la educación que surgieron durante el decenio pasado seguirán teniendo una gran importancia en los próximos diez años. Uno de los temas más importantes para el próximo decenio es el de contrarrestar el riesgo de que se disipen los avances alcanzados en el acceso y la calidad de la educación, incluso cuando se incorporan al temario nuevas cuestiones. Resultará de gran importancia asegurar el funcionamiento adecuado de los programas y sistemas existentes antes de desviar las inversiones hacia nuevos programas. Uno de los factores que más amenazas presenta para estos esfuerzos es la *fatiga sobre los temas* y el *efecto contragolpe*. La *fatiga sobre los temas* se produce cuando un problema deja de ser una novedad y la atención se dirige hacia cuestiones nuevas y más interesantes. El *efecto contragolpe* se produce cuando algunas partes interesadas consideran que algunas cuestiones reciben demasiada atención y que la excesiva preocupación por estas cuestiones lleva a que surjan desigualdades en otras esferas.

Diseño y aplicación de las actividades de educación: Los proyectos y programas de educación que reciben asistencia del UNICEF son considerados de una forma positiva por los gobiernos, las ONG y otras organizaciones aliadas. A veces puede mejorarse, sin embargo, la manera en que se diseñan y ponen en práctica los proyectos y los programas. A veces resulta necesario clarificar las funciones que debe desempeñar cada uno de los aliados que participan en estas actividades. Las condiciones de sostenibilidad y una posible aplicación a mayor escala tienen que evaluarse con un mayor sentido crítico. A menudo es necesario expresarse con una mayor claridad sobre los resultados previstos,

sobre todo con respecto al fomento de la capacidad nacional y las repercusiones sobre las vidas de los niños. Las actividades individuales de los proyectos y los programas deben estar claramente relacionados con los análisis de situación y los programas generales de los países dentro de una perspectiva basada en los derechos humanos y en función de una gestión basada en los resultados.

Evaluación de los problemas en el futuro: Existe la necesidad de fortalecer la función de la evaluación en el ciclo de los programas de país y en la planificación y programación estratégicas en general. Es posible fortalecer las actividades de evaluación prestando una mayor atención a los resultados, los cambios de comportamiento, los costos, la sostenibilidad y las condiciones necesarias para adaptarlas a una escala mayor. Además, la evaluación puede beneficiarse de un alejamiento de las actividades individuales y un acercamiento a una orientación basada en los planos programáticos y de política.

Es preciso elogiar al UNICEF por la atención que se ha prestado a la evaluación en los proyectos y programas representados en este estudio. Sin embargo, el esfuerzo que el UNICEF despliega para evaluar sus actividades en materia de educación es útil sólo en la medida en que las conclusiones se empleen para moldear los trabajos futuros. La tarea consiste en aprender las lecciones obtenidas de pasadas experiencias, que ofrecen una orientación pertinente para las actividades futuras. El desafío no consiste necesariamente en realizar más evaluaciones, sino en asegurar que las evaluaciones que se realizan son estratégicas, planificadas desde su inicio, realizadas en un momento oportuno y que sus conclusiones se comparten de manera efectiva. Este análisis de las evaluaciones del UNICEF en materia de educación, realizado durante los últimos seis años, ofrece su aporte en apoyo de estos objetivos.

Desk Review: Evaluations of UNICEF Education Projects

I. Introduction

A. Objectives and Purpose of the Review

The desk review of evaluations related to UNICEF supported projects and programs was commissioned by the Evaluation Office and the Education Section at UNICEF Headquarters. The objective of the review was to identify effective strategies and their contexts in relation to the goals and targets set in 1990 and those proposed in UNICEF's future priorities in education as outlined in the Global Agenda for Children and the Dakar Framework for Action

This desk review examined 185 UNICEF education project and program evaluations conducted between 1994-2000. The purposes of the review were to (1) identify the range of strategies used by UNICEF Country Offices to extend access and strengthen the quality of education; (2) suggest the extent to which these projects were successful in achieving their intended ends; (3) identify implications and lessons from these activities that might guide UNICEF education work in the new decade; (4) provide an overview of challenges and key issues that remain and offer specific recommendations for the future; and, (5) assess the contribution of program and project evaluation in UNICEF education activities.

B. Audience

This review is particularly targeted to four audiences: (1) The Education Section of UNICEF/HQ seeks information about the range and impact of UNICEF-supported work in education. A review and synthesis of evaluation findings over the last six years provide one gauge of the organization's success in its education work and also provide an opportunity to generate lessons learned. (2) This information is of particular interest to the education staff across UNICEF Country and Regional Offices who want to understand how their work fits with and compares to the education work underway in other locations and how they can commission and oversee more relevant and useful evaluation studies. (3) Additionally, this review contributes to the Medium Term Strategic Plan, 2002-2005, now being developed by UNICEF. (4) Finally, it provides input into the Secretary General's Report on the End-Decade Review.

In 2001, the United Nations General Assembly will hold a Special Session on Children (UNSSOC) to review the extent to which the goals of the World Summit for Children (1990) have been achieved. UNICEF acts as secretariat for the UNSSOC and is responsible for preparing the Secretary General's report on the End-Decade Review. The End-Decade Review will comprise an overall assessment of progress, including lessons learned, an analysis of factors that have inhibited or enabled progress for children, and an overview of the remaining challenges and key issues, followed by specific recommendations for the future.

As part of this effort, UNICEF has been encouraged to enrich and refine its own analyses and recommendations and to promote them as central points of reference in the policy discussions taking place at the national and regional levels and in the additional Preparatory Committee

The curiosity of a desk review is that it looks backwards in order to look ahead. Virtually all readers recognize that the external circumstances facing the developing world are rapidly changing. The future of many children is already being shaped by forces that were of relatively minor consequence over the last two decades. Do not be misled. This review argues that the UNICEF's experience of the last 20 years offers important lessons for its future, and that the evaluation studies conducted over this time are among the best sources for identifying those lessons.

meetings that are expected to take place in 2001. This review of evaluation findings over the last six years provides one input into this larger planning process

C. Organization of Review

This review of evaluation studies is organized around the five key areas of UNICEF's current work: Early Child Care for Child Growth and Development; Reaching Excluded Children; Enhancing Girls' Education; Improving Education Quality; and Restoring Education in Emergencies. However, the review took into account other dimensions of a human rights based programming approach and gave attention to the situation of children in need of special protection and more particularly those involved in child labor.

II. Scope of this Review

A. Methodology and Sample

The present study reviewed existing evaluative material on UNICEF supported activities from around the world. The evaluation studies included in this review were identified through three methods: (1) the UNICEF Evaluation Database (1994-99); (2) listings in the Country Office Annual Reports (Annex II) and, in some cases, Mid-Term Reviews (1997-99 -- information on evaluations became mandatory as from 1997); and, (3) support from education staff to identify additional studies that might have been overlooked by these earlier document collection methods. As a result of this process, 411 documents were identified from 93 countries. Of these 411 studies, approximately 225 were eventually collected in hard or electronic copy format and made available for this study.

To be included in this review, each study had to meet two criteria. First, the study had to be an evaluation of a UNICEF-sponsored project, a UNICEF-sponsored study of some other sponsor's project, where UNICEF paid for the study, or a policy study commissioned by UNICEF. Second, the study had to be evaluative in nature and broadly comply with UNICEF's policies, procedures and methodologies (laid down in the UNICEF Guide on Evaluation of 1990 and Program Policy and Procedure Manuals). It could justify or question the need for an education activity; assess its effectiveness, efficiency and impact; or examine sustainability of outcomes and results. It could also be a policy study addressing sector wide and/or country-wide dimensions. However, studies that reported baseline data, situation analyses, and general descriptions of educational needs in a country were eliminated from further consideration unless they had a discernable link to an evaluation effort. A preliminary screening of these 225 studies identified 185 studies as meeting these criteria.

The studies included in this review were analyzed using a three-phase process. First, the findings of each study were summarized (see Appendix A). Content analysis was then used to categorize the studies on (a) the area of UNICEF education work that the study addressed (e.g., access, quality, etc.), (b) the substantive education issue addressed (e.g., teacher training, multi-grade classrooms, etc.), (c) the level of work being evaluated (e.g., individual activity, multi-activity, etc.) and (d) the role the evaluation was intended to play (e.g., needs assessment, assessing level of implementation, etc.). Finally, the findings from the content analysis were validated using two methods. (1) Interviews were conducted with specialists of the Education Section at UNICEF Headquarters and (2) findings were considered in light of relevant research and international experience reported in the international development literature. **Table 1** shows the final number of evaluations included in this review

B. Limits of the Review

This study represents the broadest and most comprehensive review of evaluations of UNICEF education work conducted to date. The study provides a preponderance of evidence about how UNICEF promotes educational development, what interventions appear most promising, and the continuing challenges that face the organization. Nonetheless, given sampling and

methodological limitations, caution should be used in generalizing from the findings of this study. Four limitations must be kept in mind:

- Not all education projects over the last six years were evaluated. Good project work has occurred for which no evaluation report is available.
- Not all of the studies that were conducted over the last six years were included. Based on the criteria described earlier, only about half of the studies identified by Country Offices were actually retained for the review.
- Project and program evaluations were sometimes undertaken within a local context that limits their generalizability. It is therefore sometimes problematic to derive more comprehensive conclusions from these limited studies.

Table 1

Number of Evaluations, 1994-2000, Included in This Review

Key areas of UNICEF work	Total
Early childhood education	8
Excluded children	53
Girls' education	26
Education quality	75
Education in emergencies	7
Multi-project/multi-country	11
Policy studies	5
TOTAL	185

- Good project work can be (and undoubtedly was) masked by some poorly conducted evaluations while some weak projects may have received particular attention because of exceptionally well written evaluation reports.

In summary, a risk facing this study is over-attention to the projects for which there are rigorous, well executed evaluations, overlooking potentially important accomplishments that were not well represented in the sample or which were subjected to a less rigorous evaluation. Since not all education activities over the last six years were evaluated, this review does not provide a comprehensive overview of UNICEF supported education activities.

III. Context

A. Defining Characteristics of UNICEF's Work

1. *Unity and Diversity: The Global Agenda and Partnership at Country, Regional and Global Levels*

The mandate entrusted to UNICEF by the United Nations General Assembly is to advocate for the protection of children's rights, to help them meet their basic needs and to expand their opportunities to reach their full potential. The almost universally ratified Convention on the Rights of the Child (CRC) of 1989 provides general guidance to UNICEF's work (cf. UNICEF Mission Statement). The other important underpinning of the organization's mandate and mission is the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) of 1979.

UNICEF's governing body, the Executive Board, sets policies, reviews programs and approves budgets. With headquarters in New York, the organization carries out its work through eight regional offices and 130 country offices. UNICEF cooperates with national governments, non-governmental organizations and United Nations agencies in 161 countries and territories. UNICEF's Innocenti Research Center is located in Florence. UNICEF also has an office in Tokyo, and a Supply Division based in Copenhagen. As many as 86 per cent of the almost 5,600 UNICEF staff work in the field.

UNICEF has traditionally operated as a highly decentralized system, in which country programs have to a large extent been shaped in partnership between UNICEF and governmental and non-governmental organizations. While UNICEF pursues a global mandate, there is also a high degree of diversity among its country-specific (and among regional) programs, due to the differences in social, economic and cultural conditions and needs across countries.

2. *Emphasis on Support, Innovation and Capacity Building*

Partnership with governmental and non-governmental partners implies that the "ownership" for activities and results supported by UNICEF ultimately lies with stakeholders as well as national, regional and global institutions and not with UNICEF. UNICEF sees its role as the driving force to promote children's rights. The organization uses its authority, knowledge and know-how as well as influence to promote action, to inspire solutions, to build alliances and to achieve results. UNICEF thus sees itself more in the role of advocate, mobilizer and innovator than in that of funding or implementing agency. This dimension is important to understand the evaluation function in the organization that intends to serve learning processes not only of the organization itself, but also those of partners.

Learning is part of the more comprehensive concept of capacity building that was defined as one of the key strategies for UNICEF following the 1992 Multi-Donor Evaluation. It has also increasingly become an important cornerstone of the United Nations Development Framework (UNDAF) in which UNICEF is an active partner. There has been growing awareness that

UNICEF MISSION STATEMENT

UNICEF is mandated by the United Nations General Assembly to advocate for the protection of children's rights, to help meet their basic needs and to expand their opportunities to reach their full potential.

UNICEF is guided by the Convention on the Rights of the Child and strives to establish children's rights as enduring ethical principles and international standards of behavior towards children.

UNICEF insists that the survival, protection and development of children are universal development imperatives that are integral to human progress.

UNICEF mobilizes political will and material resources to help countries, particularly developing countries, ensure a "first call for children" and to build their capacity to form appropriate policies and deliver services for children and their families.

UNICEF is committed to ensuring special protection for the most disadvantaged children – victims of war, disasters, extreme poverty, all forms of violence and exploitation and those with disabilities.

UNICEF responds in emergencies to protect the rights of children. In coordination with United Nations partners and humanitarian agencies, UNICEF makes its unique facilities for rapid response available to its partners to relieve the suffering of children and those who provide their care.

UNICEF is non-partisan and its cooperation is free of discrimination. In everything it does, the most disadvantaged children and the countries in greatest need have priority.

UNICEF aims, through its country programs, to promote the equal rights of women and girls and to support their full participation in the political, social, and economic development of their communities.

UNICEF works with all its partners towards the attainment of the sustainable human development goals adopted by the world community and the realization of the vision of peace and social progress enshrined in the Charter of the United Nations.

achievements are not sustainable where no attempt is made to strengthen *national* capacities. Furthermore, programs that do not build on existing national capacities run a great risk of undermining them.

Capacity building is by no means restricted to the strengthening of technical knowledge and skills among national partners. There is growing consensus in the literature that capacity building involves more far-reaching dimensions, e.g. clarity concerning mission and mandate of policies and programs, leadership, attitudes and values of those in charge, availability of financial, technical and information resources. Each of these dimensions may require different focused interventions, in which UNICEF and other UN partners may wish to engage in as part of their overall work.

3. *The Whole-Child and Rights-Based Approach*

UNICEF pursues a *whole child* rather than mere sectoral approach. The concept is based on the principle that a child's rights are multiple, indivisible and interdependent at all stages of its development. Sectoral interventions, e.g. in health and education, have to take into account the overall welfare of the child and its best interests under all circumstances. The approach emphasizes the importance of a caring environment provided by families and communities as much as the extent and quality of services provided by health or education delivery systems. It has also led to a broad discussion about what is meant by the quality of service delivery.

Since 1995, UNICEF has increased its attention to the human rights dimension as the basic underpinning of its programming approach. The principles of human rights, confirmed and strengthened by CEDAW and CRC, guide the development work: the equality of each individual as a human being, the inherent dignity of each person, the rights to self-determination, peace and security. Children have the right to the highest attainable standard of health, to education, to protection from abuse and neglect. A rights-based programming approach considers children and women as *subjects* of rights, *rights holders*, not as objects of charity. This change in attitude allows for a process, in which children, within the context of their evolving capacities, *participate* in the processes and decisions that concern them and affect their lives. It also implies that there are shared interests between rights holders and those who work to help realize these rights. The state and its institutions hold the legal and moral obligation and accountability to meet the basic needs of its people and to defend their human rights (cf. UNICEF Guidelines for Human Rights Based Programming Approach 1998).

B. What Has UNICEF Sought to Accomplish in Education During the 1990s?

To interpret the lessons from the past requires an attempt to understanding of the context in which that work was undertaken and the extent to which that context is changing. This section briefly summarizes the evolving focus and defining characteristics of UNICEF's work in education. An understanding of the historical context is important since a central question of this review concerns the extent that UNICEF's education work in the past can inform its work in the future. At the same time, the lessons to be derived from a review of evaluations must be forward looking.

UNICEF's approach to education was shaped by five major events: (1) World Conference on Education for All, held in Jomtien, Thailand in 1990; (2) World Summit for Children (1999) which resulted in a set of global goals for education; (3) the Mid-Decade Review, of which UNICEF was one of the convening partners; (4) the human rights-based programming approach adopted by UNICEF in 1997; and (5) policies and strategies announced around EFA Dakar (2000). The influence of these events on UNICEF thinking is summarized below

Much of UNICEF's pre-1990 work in education was concentrated on *supply-oriented projects* (textbook distribution, school feeding, in-service teacher training, etc.). By the mid-1980s, most major international agencies had come to realize sustainable development depended as much on Governments implementing and enforcing good education *policy* as it did on the direct provision of supplies or training. It was against this backdrop that UNICEF became a strong and prominent supporter of the 1990 *World Conference on Education For All*, held in Jomtien, Thailand. The "Jomtien Conference" as it is often called, was co-sponsored by UNDP, UNESCO, UNICEF, and the World Bank. The conference presented a global consensus on an expanded vision of basic education and highlighted the importance of policy level interventions in educational reform.

Previously, education had been assessed in terms of gross enrollment rates at primary, secondary, and tertiary levels. The expanded vision of education arising from the Jomtien Conference included emphasis on early childhood development, basic education, and learning through adolescence into adulthood. Among other things, the conference established girls' education is a priority. Overall, Jomtien helped move education back to the center of the international development agenda.

The Jomtien conference called for universal quality education, with particular focus on the world's poorest citizens. The conference marked a significant shift in the world's collective approach to education, broadening the notion of quality basic education and expanding the understanding for how that education might be implemented. Jomtien marked the emergence of an international consensus that education is the single most vital element in combating poverty, empowering women, promoting human rights and democracy, protecting the environment, and controlling population growth (UNICEF, 1990).

UNICEF's prominence in advocating for education at the conference was an important milestone for the organization. Dr. James Grant, head of UNICEF at the time, was a highly visible and enthusiastic promoter of the conference and, more importantly, of education. His role in the conference raised the visibility of UNICEF in education and, in turn, created an unspoken mandate for UNICEF to deliver on the expectations created by their role in the conference (see UNICEF, 1992; Salova, Martin and Haregot, 1997, Chapman, 1998). The number of education staff increased (from 70 professionals in 1989 to 140 by 1998) and UNICEF's education program around the world grew rapidly.

Later that same year (1990), the *World Summit on Children*, attended by 159 countries, agreed on a series of goals for education, including universal access to basic education and completion of primary education by at least 80% of primary school age children by the year 2000. The Summit resulted in the *World Declaration on the Survival, Protection and Development of*

Children and a detailed *Plan of Action*. These documents laid out a vision and formed the basis of the program that rapidly evolved over the last 10 years. Also during 1990, the *Convention on the Rights of the Child* entered into force, codifying the right to education for all children into international law

The *Mid-Decade Meeting of the International Consultative Forum on Education for All* was held in Amman, Jordan in 1996. This meeting provided the international community an opportunity to assess progress toward the year 2000 goals set at the 1990 World Conference on Education for All. The general consensus was that progress towards Education For All goal of Jomtien had been slower than those at the Jomtien conference had hoped. Although there was some progress, there was a sense that the central priority of Jomtien (girls' education) and the conference's integrated vision of basic education had been overshadowed by the drive to get all the world's children into primary school by the year 2000. The mid-decade review examined reasons for that delay. One outcome of this review was that, in 1996, donor countries committed themselves to the task of helping developing countries insure universal primary education by the year 2015.

Arising from the mid-decade review was a consensus concerning why the objectives of education for all have been so hard to achieve. Educational planning, whether for an entire society or single school, must start with children's rights and be based on the best interest of the child. This led, in the mid-1990s, to UNICEF's adoption of a *human rights-based programming approach*. Emphasis within this approach is on the creation of a child-friendly school, characterized by an environment "which is inclusive of children, effective with children, healthy and protective of children, sensitive to gender, and involved with children, parents, and the community." A child-friendly school is one free of violence, that fosters democracy and acceptance that is gender sensitive, and that teaches skills which equip students for lives as responsible citizens (UNICEF, 1999).

At the end of the decade (April, 2000), over 1500 representatives from 182 countries again met with UNICEF and other international organizations at the *World Education Forum in Dakar*, Senegal to examine progress toward achieving Education For All. This meeting reaffirmed the international commitment to seek universal basic education, emphasized child rights programming (a position strongly advocated by UNICEF), placed special emphasis on girls' education, and advocated debt forgiveness. The Dakar meeting reset the target of quality basic education for all children to the year 2015 and called for a target for an end to disparities between girls and boys in school by 2005. UNICEF's goal in education continues to be to enable children to exercise their right to go to school, stay in school, complete the basic education, and attain an established standard of achievement. Thus, it promotes basic education of quality that is learner-centered, without gender bias, inclusive of both girls and boys and of children of the most marginalized and high-risk groups.

C. The Dynamic Evolution of Education Work in UNICEF

The evaluations examined in this review were completed over the last six years. The underlying education projects typically had been underway 2-4 years at the time of the evaluation. Initial design of these projects occurred in the 1-2 years preceding their start. Hence, the evaluations

reviewed here reflect thinking from 5-10 years ago about what interventions and strategies represent effective education development. In the rapidly evolving world of UNICEF, that is an eon in time. Over the last 5-10 years, UNICEF thinking about the focus of its education work and its strategies for accomplishing this work has developed enormously.

Specifically, the UNICEF Education Section has simultaneously worked to focus its education work in five theme areas while extending and elaborating the scope and priorities of its work in each of those areas. This “focus but elaborate” approach is in response both to new thinking about how to best serve the needs of children and to changing global needs. UNICEF’s education work is currently organized around five themes: Early Childhood Development; Reaching Excluded Children; Enhancing Girls’ Education; Improving Education Quality; and Educating Children in Emergencies and Responding to HIV/AIDS.

The evolution of thinking in each of these theme areas is discussed below. In order to interpret evaluation findings from projects already completed and understand their message for the future, it is important to understand these shifts in thinking.

Understanding the rapid evolution in UNICEF thinking about its education agenda is a crucial element in interpreting the lessons from evaluations of education projects from earlier times.

1. Early Childhood Development (ECD): Concern for young children traditionally has been a UNICEF priority in health and nutrition (e.g., early immunization and breastfeeding) and the organizational commitment has always been on the development of the whole child. It was a natural and easy transition for UNICEF’s education agenda to strengthen early childhood development (for children 0-3) as a priority area. Moreover, there is ample empirical data showing that children who attend pre-school appear to have a substantial academic and developmental advantage in elementary school.

Over the last decade, however, UNICEF progressively expanded the definition of the issue and the range of potential strategies for the education of pre-school children. *First*, the definition has been clarified: ECD programming is concerned with the continuity and quality of experiences for the child prenatally through age eight. *Second*, the range of issues being addressed within this domain has grown. Early concerns centered on promoting access to pre-school and developing pre-school curriculum. By the end of the 1990s, the agenda had broadened to include parent education programs, community mobilization initiatives, and assistance in formulating national child care policies.

2. Excluded Children: Initially UNICEF defined excluded children largely in demographic terms -- those denied access to schooling due to poverty, ethnicity, gender, disability, or location of residence (urban/rural). It was widely recognized that exclusion was greatest among children caught in the convergence of disadvantages; for example, girls in rural areas from low income

homes had several times less chance of attending school than boys from middle-class families in urban areas.

But access is only meaningful if students, once they enter school, are able to remain in the system and learn. Some countries experience 50 percent dropout in first three years of schooling, raising serious questions about the meaningfulness of initial access. In other countries, children are excluded from learning opportunities, even within the school. This happens, for example, when an inadequate supply of textbooks is distributed in a way that favors boys over girls or when teachers teach in a language many children do not understand. Failure to address high dropout, high failure rates, or equitable participation in the learning activities of the classroom belies the initial success of getting students into school in the first place. Recognizing this, UNICEF, over the last ten years, broadened its definition to include retention and progression through the educational process.

Current events in many parts of the world are converging in ways that are making it harder to keep children in school. HIV/AIDS is creating hundreds of thousands of sick children and millions of orphans; the uneven introduction of technology is creating new disparities in the quality of education available across countries; and, regional and sub-regional conflicts across parts of Africa, Asia, and the Balkans have created disruptions, dislocations, and trauma that will take decades to resolve. As a direct consequence, UNICEF has further expanded the range of exclusions with which it deals.

Even while responding to the needs of children excluded for new reasons, not all children denied access on the basis of previously recognized reason for exclusion (e.g., poverty, ethnic background, gender) are yet in school. The old battles have not been totally won. While many countries have made considerable progress in extending education access to children excluded for demographic reasons, that very progress brings new problems in reaching those still excluded. When only the most difficult-to-reach remain excluded, the marginal cost of reaching those still not in the system increases. Given the competing demands on resources, reaching the most difficult-to-reach may require new (or at least different) strategies. Relying on previously successful strategies may not be enough.

A special area of attention within UNICEF's concern about excluded children has been child labor. One consequence of the economic and social plight of many families is that children are sold into prostitution or bonded labor as a means of reducing the financial demands on the family, or are expected to work and contribute to family income, no matter how little the amount. In some parts of the world, this has led to large numbers of children being denied the opportunity of education and made to work in exploitative, often dangerous, employment in such areas as prostitution, football stitching, garment manufacture, and rug weaving.

UNICEF has worked to address the problem in several ways. First, it has helped to more clearly define, elaborate, and introduce more perspectives to the problem. For example, while export manufacturing has been at the center of much of the attention, the use of children in agriculture and domestic labor (in the home) is actually a much larger facet of the problem. Second, UNICEF has encouraged the search for sensible ways of combining child labor and schooling in ways that address the underlying economic problem that led to the child labor while still

protecting the child's right to an education. The link between child labor and schooling is not as straightforward as is sometimes portrayed. Efforts to reduce child labor do not necessarily result in students entering school and schooling often does not address the financial needs of children and families.

The evolution of UNICEF thinking continues. Recent discussions within UNICEF have centered on the appropriateness and utility of an even broader notion of access (Bernard, 2000). Bernard (2000) suggests extending the traditional understanding of exclusion from physical exclusion (non-enrollment, dropout, absenteeism) to include a variety of other actions that marginalize and exclude children from the learning process within the school. She argues that education bureaucracies exclude children through their failing to recognize the diversity of learners within their purview, in tracking students in ways that marginalizes academically weaker students, and by not taking families into account.

3. Girls' Education: While girls' education is a subset of excluded children, UNICEF has assigned such importance to the topic that the Education Section treats it as a separate focus area of work. The positive impacts of educating girls on family health, nutrition, family size, family financial management, women's participation in civic and community activities, their participation in entrepreneurial activities, likelihood their own children will attend school, and, in some countries, even land use (where women do much of the agricultural work) are well documented in the research literature. Indeed, girls' education is widely considered to be the single most potent intervention to improve economic and social development in the developing world.

UNICEF's initial focus during the last decade was on encouraging access to schooling, either through supply-side interventions (e.g., building schools in locations closer to students; construction of latrines; provision of more female teachers) or demand-side interventions (e.g., scholarships for girls, cash incentives for parents to send their female children to school). By the end of the decade, many countries had made dramatic gains in female enrollment (ADB, 1998). Though access continues to be a concern in some countries in Africa and Southeast Asia, the UNICEF agenda in girls' education has broadened, particularly during the five years, to give more attention to female retention, achievement, gender sensitive pedagogical practices. UNICEF's experience also has shown that sustainable strategies to expand access need to include attention to quality. Additionally, girls' education has addressed HIV/AIDS, in which girls (and the women they become) will need a strong education in order to play an important role in addressing the problem.

4. Education Quality: At the beginning of the 1990s, improving educational quality was widely understood to mean raising student achievement levels, generally as measured by national test scores. A quality school was one in which students learned more and could demonstrate that learning in objectively verifiable ways. Over the last five years, however, the notion of education quality has been expanded to include an emphasis on greater decentralization of authority and responsibility for management of local schools, promotion of greater community participation, and attention to a wider range of pedagogical practices aimed at supporting student learning. While UNICEF does not have a particular prescription for improving school quality, it does have clear conception of what quality education looks like and a general strategy for

improving quality that still retains the flexibility necessary in adapting it to local contexts and needs. UNICEF identified five dimensions on which the quality of education should be considered: the learner, the content, the educational process, the learning environment, and the learning outcomes. UNICEF's goal is that all children, from birth through adolescence, will learn what they need to learn in rights-based, child-friendly, effective, healthy, inclusive, protective, and gender-sensitive environments.

5. Education for Children in Emergencies: A decade ago, the idea that education was a necessary part of an initial response to an emergency situation was met with considerable skepticism. Education was seen as a long-term intervention -- inappropriate in situations requiring a rapid and, hopefully, short-term response. The idea of including education as part of an initial response also sparked political opposition. Governments did not want to create incentives for becoming or remaining a refugee. Consequently, to the extent that education was viewed as having any role in emergency situations, it was to provide instructional materials that could keep children and young adults busy and out of trouble in crowded refugee settlements. This strategy was dubbed "school-in-a-box" -- boxes of learning materials that could be quickly assembled and distributed.

This perspective has given way to a new recognition of the role education can play in an emergency. Establishing a stable education system as part of a country's reconstruction process following an emergency is widely seen as a crucial element of regaining normalcy. This can only be accomplished quickly if the essential infrastructure of the educational process survives the emergency. This fueled new thinking about the role of education in emergencies. International emergency response now recognizes that sustaining the capacity of the education system is a key element in the post-emergency transition to more normal conditions and UNICEF is now seen as playing a key role in sustaining that capacity. At an operational level, this might involve making sure that children continue to go to and stay in school, despite surrounding conflict. It might involve creating safe areas for children where all sides of a conflict agree to allow education to go forward unhindered.

The emphasis is now on ensuring backward and forward linkages are built into the emergency responses undertaken by Country Offices. To this end, UNICEF emphasizes a three-part strategy in which Country Offices have an emergency preparedness plan, a capacity for rapid action, and a way of linking activities undertaken during the emergency to larger, on-going development issues when the emergency is over.

The range of emergencies has also expanded. One of the most prominent is the AIDS epidemic. AIDS is now understood to be more than just a health issue. It has already created over eight million orphans (UNICEF, 1999) who will need care and schooling. At the same time, it has decimated the teaching force in some countries at a rate faster than new teachers can be trained and deployed. It will change the way mothers care for children, given the risks of transmission through breast feeding. It has created a new urgency for sex education and is changing the relationship between men and women. It is now viewed by many countries as a national security issue, as depletion of large percentages of the young adult population in some countries changes the military and economic balance of power within regions.

What strategies does UNICEF believe best promote education access and quality? In the still largely decentralized environment of UNICEF, Country Offices and their government (or NGO) partners have the major responsibility for conducting situation analyses and needs assessments and identifying the most promising opportunities for improving education. These

The implication of the preceding discussion of evolving priorities to the present review is that current thinking has moved a long way from the thinking reflected in projects designed 5-10 years ago. Little of the current thinking can be expected to show up in a review of evaluations of those earlier projects.

efforts result in a wide variety of strategic choices about what investments are most likely to improve access, promote quality, and protect children's rights, choices that are not always documented at the central headquarters level. One purpose of this review is to describe the range of interventions that have been used over the last six years. This is the topic of the next section.

IV. FINDINGS

A. A Profile of Interventions Included in this Review

The decentralization of the identification and design of education activities to Country Offices serves UNICEF well, as Country staff have the flexibility to pursue interventions that are relevant to the particular context of their country. One consequence of so much happening at the country level is that the central level of UNICEF may not be fully familiar with the range of interventions that 130 different Country Offices believe are most appropriate and effective for improving education in their setting. **Figure 1** provides an overview of what types of interventions were undertaken over a six-year period, 1995-2000, based on the studies that were submitted for this review. Further details about the findings of each of the studies included in this review are presented in **Appendix A**.

B. What do the Evaluations of These Interventions Tell Us? Lessons from the Field

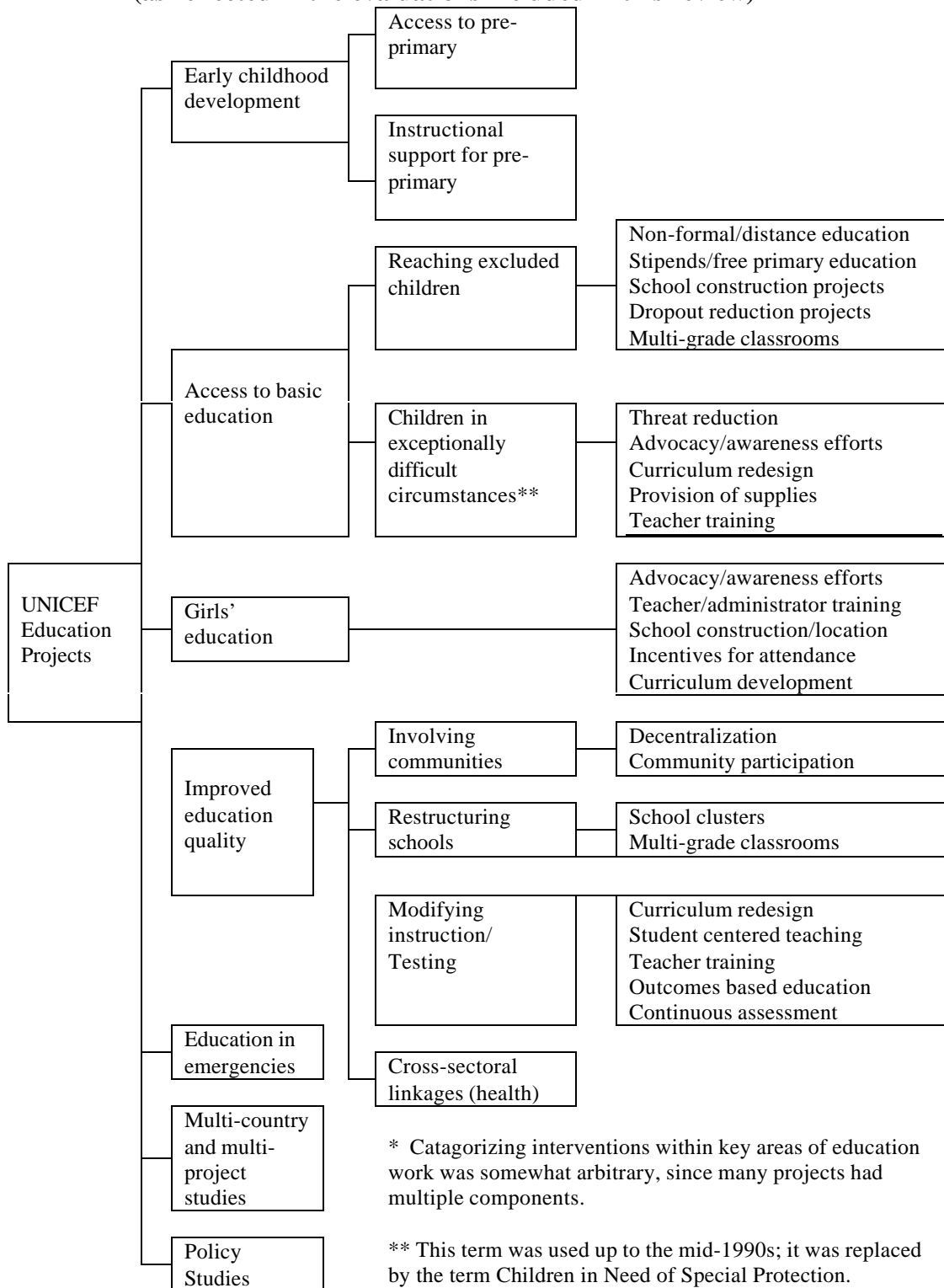
A widely recognized, but perplexing, aspect of educational reform is that many individual components of the educational process each appear to make a small change in the overall outcomes of education. Efforts to link student learning to specific teacher practices, curricular formats, daily schedules, textbook design, or school arrangements often yield positive but small results. The clearest message from research and international experience of the last 30 years is that there is no magic bullet, no simple solution that, once implemented, has enormous impact.

In the absence of definitive outcomes, efforts to improve education have tended to go in many different directions. There is no particular agreement on what types of interventions are most promising. Depending on one's sympathies, this is described as either "casting a wide net" or "shotgunning." Both notions convey the sense of utilizing many strategies in an effort to find something that works. This characteristic can give education reform efforts the appearance of going in all directions. If done within a context of careful evaluation, however, this variety provides a much-needed laboratory to examine what interventions have the greatest potential to foster desired development.

The findings of this review reflect a wide range of views within UNICEF about the best strategies to extend access, improve quality, and address the education needs of children. UNICEF's education projects do not yet reflect a strong consensus about what interventions are most likely to promote wider education access or improve quality. In fact, a central strength of UNICEF's education work is its ability and willingness to undertake such a variety of interventions that are based, in large part, on the judgment of those in the field -- country staff, government officials, and local collaborators -- about what interventions are most appropriate for their contexts.

Figure 1

**Examples of UNICEF Supported Activities in Education*
(as reflected in the evaluations included in this review)**



This section is organized in two parts. Part One summarizes the findings from the impact and implementation studies that were reviewed within each of the key areas of UNICEF work as currently defined (a more detailed summary of each study is presented in Appendix A). Part Two offers a series of cross-cutting generalizations that might be reasonably drawn from these findings.

1. What did the evaluations find?

a. Early Childhood Development: Four implementation and impact studies of early childhood activities were available for inclusion in this review. They were split between activities to extend access to early childhood education and those aimed at improving the curriculum and the training of teachers working in these activities. One study, conducted in **Malaysia**, provides some evidence that children who participate in early childhood education programs demonstrate higher levels of learning in primary grades 1-4, but notes that the differences in achievement tend to be small. None of the other studies examined the longer-term impacts on the children. Teacher reactions to these programs were mixed. In **Guyana**, the most recent study in this group, teachers were positive about the program but parents were not as supportive. The evaluation of the early childhood activity in **Kirbati** found that a confusion of roles and responsibilities between day care providers and government limited effectiveness of the activity. Overall, it appears that early childhood education can make an important positive contribution in the lives of children, but that success is not guaranteed. Achieving positive outcomes depends on effective implementation of activities and the support of key stakeholders, particularly parents and government officials.

b. Excluded Children: Country Offices undertook a rich variety of activities in their effort to extend education to excluded children. This variety reflects the creativity of the UNICEF-country partnerships in tailoring interventions to the circumstances of the country. At the same time, it suggests that there has been little consensus about what strategies are most effective in extending access to education. Based on the evaluations included in this review, these strategies included:

- Non-formal education (Bhutan, Bangladesh, Tanzania, Uganda, Guinea)
- School construction (Cambodia, Tunisia, Cape Verde, Kosovo)
- Education programs for out-of-school youth (Bhutan)
- Teacher training using videotapes and print materials (China)
- Scholarship/stipend programs (Brazil)
- Distance education (China)
- Education for nomads, children of migrating families (Sudan, China)
- Free primary education (Malawi)
- Provision of school supplies (Vietnam)
- Reduction of dropout, repetition (Nicaragua)
- Restarted defunct schools (Pakistan)
- School access for street children and at-risk children (Vietnam, Philippines, Brazil, Tunisia)
- Land mine education (Mozambique, Croatia)
- AIDS awareness/knowledge (Malawi)
- Multi-grade teaching (Philippines)

- Legal advocacy for children (Brazil)
- Workshops to build capacity to combat child labor (UNICEF/HQ)
- Impact of government-industry agreements (Bangladesh)
- Community based organizations working with working children (Egypt)

Evaluations of activities to reach excluded children, while yielding mixed results, provided some useful insights about interventions that were generally successful and why other, seemingly good interventions, met with less success.

- Stipend programs generally were effective in getting more children in school. For example, a program in **Brazil** provided stipends to poor families in which the parents committed to enrolling and keeping their child in school. The stipend was intended to offset lost income to the family due to the child attending school instead of working. The evaluation concluded that this strategy was largely successful. In the **Philippines**, subsidies directly to individual children did not seem to improve school enrollment rates, but did appear to reduce absenteeism and lower dropout of students, once they were in school.
- Activities aimed at reaching out-of-school youth were generally regarded as successful. One of the more clearly successful was a non-formal activity in **Bhutan** aimed at raising literacy. Sometimes, however, results were either mixed or hard to determine. The Complementary Opportunities for Primary Education Program (COPE) in **Uganda** (1997), designed to reach out-of-school children, age 8 to 14, is widely held in high regard. The activity provided teacher training, school materials and supplies, and community mobilization. While the instructional materials seemed to be of good quality, teacher-centered instructional practices continued to be dominant. More importantly, the activity ran into some resistance from the community. The evaluation found that the community mobilization had been poorly done and, as a result, community members lacked knowledge of the activity and demonstrated a poor acceptance of it.

Similarly, a **Bangladesh** (1998) project to eradicate illiteracy through non-formal education found that participants were quite positive about the program. However, while the evaluation reports attendance, dropout, and student test scores, it does not compare these indicators between project and non-project schools, so impact is difficult to determine. A further illustration is the Alternative Basic Education Program in **Vietnam** (1998), aimed at reintegrating children in exceptionally difficult circumstances into mainstream formal education programs. The activity provided out-of-school children with a 100 week curriculum in mathematics, Vietnamese, natural and social sciences to provide them with the academic base needed to resume regular schooling. However, the objectives were generally not met. Children's basic literacy increased, but the project did not result in much reintegration into formal schooling due, among other things, to dropout, weak teacher capacity, and teachers' inability to cover the full curriculum during this training program.

- Several of the projects were successful in raising community awareness about the value of enrolling children in school, the problems children face in gaining access to school, and the risks associated with child labor. However, several of these evaluations also found that increased community awareness did not always translate into increased community action

and that, even when communities did participate more actively, initial increases in participation did not necessarily endure. For example, in **Guinea** (1997) community members were invited to participate in the construction and management of non-formal education centers. While the centers were successful initially, community participation died out very quickly. The evaluation concluded that the non-formal centers relied too heavily on parents' support at the beginning of the activity, and rather quickly produced parent burn-out.

- Similarly, increased knowledge does not always lead to the intended changes in behavior. An AIDS awareness project in **Malawi** (1996) was successful in increasing youths' knowledge about AIDS but, at the same time, concern about getting AIDS and condom use declined in the target schools. Moreover, the intervention had little impact on the openness among youth in discussing sexual matters and little impact on improving youths' (in particular, girls') reasoning regarding the role of sex in the relationship. The evaluation found that youth knew more about AIDS as a result of the UNICEF activity but did not personalize the risks.
- The success and eventual impact of UNICEF supported activities depends as much on the quality of the implementation as it does on the initial project design. Even well-designed projects fail if poorly implemented. For example, in **Vietnam** (1998), an activity to increase access by lowering school costs through the provision of school supplies was widely regarded as positive by teachers, but the project had limited effectiveness because of social pressure to distribute materials equally across schools rather than to schools most in need. In **China**, school construction did not always focus on the intended targets; construction intended for classrooms was sometimes diverted to administrative offices and libraries, despite over-crowded classrooms.
- In several cases, seemingly well-designed projects encountered unanticipated difficulty when they misjudged local incentive systems. For example, a land mine education and awareness activity in **Mozambique** assumed that local villagers would assist mine clearance teams in locating unexploded mines which would then be removed, thus returning the land to return to productive use. However, villagers expected to be paid for their information, an item not provided for in the activity budget. The return of the land to productive use was not a sufficient incentive to ensure local cooperation.
- Similarly, some activities encountered unanticipated negative cross-impacts, in which solving one problem only created other problems, some more severe than the initial problem being addressed. For example, in **Malawi**, an activity to provide free primary education by eliminating school fees led to such sharp increases in school enrollments that 20,000 additional teachers were required in a shorter period of time than teachers could be recruited or trained. This resulted in the infusion of large numbers of untrained teachers that, in turn, seriously eroded the quality of primary education throughout the country.

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- The impacts of several projects were difficult to interpret due to design weaknesses in the evaluation itself. For example, the lack of baseline data for teacher training in **China** using videotapes and print material made it impossible to determine if teacher performance differed between the beginning and end of the activity. Similarly, the lack of comparisons between project and non-project sites, such as the evaluation of instructional materials and learning achievement in **Tanzania** (2000) made it difficult to determine if observed changes in student learning were due to the UNICEF-supported activity or if they would have occurred anyway.
- One limitation encountered in several evaluations was the difficulty of tracking and collecting performance data. For example, the evaluation of an activity to develop alternative schools for students who are at risk or who have already failed school in **Tunisia** (1999) observed there was no system to track and monitor performance of students in this program. One outcome of the evaluation was a call for better training at the local level to improve the documentation of student progress.

c. Girls' Education: Across all the key areas of UNICEF education work, its activities to promote girls' education reflect the most consistent planning, the most uniform framework of action, and the most systematic evaluation efforts. The multi-country *African Girls' Education Initiative (AGEI)*, funded initially by CIDA and followed by Norway (and other countries), has provided a structure in which Country Offices received help in clarifying goals and objectives, selecting strategies, and monitoring progress.

AGEI activities have been being guided by a single, consistent, multi-country framework, entitled *The Girls Education Framework: A Framework for Action*. This document identifies, among other things, seven key strategies for promoting girls education and provides comparative data on key indicators for each country in the region. While this initiative is concentrated in Africa, countries outside of AGEI have benefited from the considerable thinking and documentation developed by AGEI.

Three recent documents describe and synthesize the UNICEF working in girls' education: UNICEF (2000). *Second Consolidated Report to the Government of Norway on the UNICEF-African Girls' Initiative* (Program Division, Education Section, New York: UNICEF); Bernard, A. (2000). *Lessons and implications from Girls' Education Activities: A synthesis from Evaluations* (New York: UNICEF); and, Hyde, K et. al, *African Girls' Education Initiative -- Multi-Country Programming: Potential and Challenges, Mid-Term Review Final Report*, New York: UNICEF and Government of Norway, June, 1999. Readers are encouraged to refer directly to these sources for greater detail on UNICEF's work in girls' education and the results of evaluation work in this area. A separate review of the paper by Bernard is particularly important because she reviewed more evaluations of girls' education activities than were available for review in this study.

While UNICEF-supported activities in girls' education reflect the most systematic cross-national planning and consolidated thinking, Country Offices and their local partners still employed a wide variety of interventions to promote girls' education. Based on the evaluations included in this review, these strategies included:

- Administrator training (Cameroon)
- Advocacy and social mobilization (Cameroon)
- Boarding schools for girls (Zimbabwe)
- Community participation (Benin, Cameroon)
- Community schools (Egypt)
- Curriculum development (Cameroon)
- Disaggregation of data by gender (Zambia)
- District level planning (Zambia)
- Early childhood education (Zimbabwe)
- Health and education linkage (Chad, Brazil)
- Literacy training/literacy camps (Niger, Zimbabwe)
- Policies that allow pregnant girls to stay in school (Zambia)
- Provision of school supplies (Guinea, Morocco)
- Scholarships for girls (Zimbabwe)
- School construction/school location (Pakistan, Yemen)
- Sensitization of school staff to gender issues (Zambia, Zimbabwe)
- Single sex classes/schools (Guinea, Pakistan, Zambia)
- Teacher training/Improve teacher training colleges (Cameroon, Niger, Chad, Zambia)
- Training more women teachers (Yemen, Zambia)

The finding of Bernard's review of 23 evaluations of girls' education activities reinforced the importance of the following elements:

- Girls' access to education needs to be made easier. Effective strategies for promoting access for girls needs to include bridging strategies that allow girls who drop out of school, or never attend, to come back and be part of a recognized national programs.
- Community participation is recognized in most interventions as a key to ensuring relevance and acceptability of girls' education. Families and communities are being more often included as core players in action to bring girls to school. At the same time, Bernard cautions that the drive of central governments toward localizing responsibility for education is obligating increasing numbers of vulnerable communities to assume responsibilities beyond their capacity.
- The physical accessibility and safety of the school, its sense of psychosocial security, and the quality and relevance of its pedagogy are fundamental elements in determining whether and how any child, and especially girls, will participate.

- Adequate water and sanitation and a secure personal environment are important factors in girls' participation. Attention to these dimensions is seen as a necessary condition for securing girls' attendance, although not a defining one.
- When instruction is delivered in a language other than their mother tongue, girls tend to be at a particular disadvantage since they often have less exposure to a social environment beyond their immediate families. This results in less exposure (than boys) to other languages and less self confidence in dealing with the unfamiliar.
- Teachers' attitudes and behavior are central in promoting girls' participation in education.
- To be effective, strategies for expanding access need to also consider education quality.
- Lowering the financial and personal cost of attending school is a key factor in promoting education. Programs that reduce the direct costs of school attendance (e.g. elimination of school fees) or target subsidies to girls (scholarship programs) seem to be effective.
- Effective, coherent systems for monitoring and evaluation are important mechanisms for introducing data on gender inequities in education into public policy debate.
- There is a need to balance actions at the level of national policy and bureaucracy with more comprehensive and sustained action at the school, community, and family levels. Lasting impact on girls' participation is limited where local initiatives are not accompanied by attention to national policies in education itself and in related sectors.

Bernard (2000) found that, while there has been progress in extending girls' access, persistence and success in school, it is difficult to determine how lasting the progress is likely to be. Uncertainties remain as to what a "gender-sensitive approach" means in practice, particularly in different cultures.

The studies examined for this review largely confirm and, to some degree, extend the findings of Bernard. While the evaluation of girls' education activities is arguably the most systematic and cumulative, and girls' education activities appear to have considerable impact, evaluation findings are, nonetheless, mixed. The main findings of the present review were that:

- While raising community awareness of the importance of girls' education was an important component of many of the activities, changing attitudes and behaviors was not easy and not always successful. For example, community awareness activities in **Cameroon** encountered resistance, as parents did not want pay for children of other families. Similarly, an evaluation in **Morocco** found that men in key positions of influence within government were aware of the gender inequalities in education and the international debate on gender but still tended to see the debate as a concern only for women. Affirmative-action was widely, but wrongly, viewed by men as preferential treatment for women and girls with lower abilities. The study concluded that, in many respects, policymakers are still at the stage of articulating the problems without formulating solutions. Gender is still equated with women's issues and is seen primarily as a the woman's struggle

- The impact of some activities was limited by the failure of the project designers to adequately anticipate and address the complexity of incentive systems that operate. For example, **Zambia**'s effort to increase the proportion of female teachers encountered unexpected difficulty when women, once trained, did not want to be separated from their families or be assigned to rural areas. Community participation activities in **Cameroon** encountered resistance, as parents did not want pay for children of other families.
- Efforts to improve girls' education sometimes have negative cross-impacts. When school fees were abolished in **Benin**, for example, girls' enrollment increased. However, school budgets declined when Government did not compensate schools for those lost fees. The loss of resources at these schools threatened the quality of instruction. Similarly, the reduction of qualifications allowed recruitment of more female teachers in **Pakistan** but this, in turn, was accompanied by a decrease in education quality.
- Even when there is clear and accessible guidance from central and regional levels of UNICEF, actual design and implementation of country level activities sometimes suffered from lack of coherence and poor communication among partners. For example, the evaluation of girls' education activities in **Cameroon** concluded that, while activities were well-intentioned, implementation was too scattered and impact was not evident. This was attributed, in part, to a lack of coordination among partners. In **Chad**, the evaluation offered a similar observation, citing a lack of well-elaborated strategies.
- Parents, community members, and government officials generally expressed high regard for UNICEF's girls' education activities. This was well documented in both **Brazil** and **Yemen**. Likewise, there were several countries in which the girls' education activities appeared to be making a positive impact, such as in **Egypt**. However, in some countries, it could not be determined if UNICEF-supported activities were having an impact on girls' school attendance, persistence, or academic achievement because the evidence of impact was not clear (as in the evaluation of girls' education activities in **Niger**).
- Not all projects were successful. Serious commitment and a worthy cause did not necessarily guarantee an activity would be effective. For example, in **Zimbabwe**, the creation of girls' boarding schools and the use of direct scholarships to promote girls' attendance yielded generally negative results. Girls receiving benefits through this activity were not selected from the neediest families; the activity had a positive impact on girls' attitudes but not necessarily their achievement; and, parents' attitudes did not change. While the overall impact of project remains unclear, indications from the evaluation were generally negative
- Several evaluations highlighted the need for stronger coordination between UNICEF, government and other NGOs. For example, in **Yemen**, activities would have benefited from stronger coordination between UNICEF and the ministry of education. In some cases, the lack of coordination is within the project itself. For example, girls' education activities in **Zambia** were stalled by haphazard implementation

- Girls' education activities tend to be organized as supply-oriented interventions (e.g., building schools, placing schools closer to communities, training more female teachers,) and demand-oriented interventions (e.g., providing scholarships, eliminating school fees). Finding from **Yemen** suggest that a combination of both is necessary. A supply-oriented approach, by itself, may not be sustainable.
- The wide range of interventions used to promote girls' education is generally a strength but, on some occasions, it may also reflect a lack of clarity about what interventions are most effective. This was illustrated in the evaluation the Social Action Project Program (SAPP I) in **Pakistan**. The evaluation concluded that some activities were based on wishful thinking rather than realistic planning; several reform efforts seemed to be introduced on trial-by-doing basis instead of careful analysis.
- Several activities appear to have some success, but may not be sustainable. For example, in **Zimbabwe**, activities appeared to have a positive impact on girls' attitudes, but girls' did not get more time to study and their parents' attitudes (about the value of educating girls) did not change. The evaluation concluded that sustainability would be difficult to achieve. Similarly, community schools in **Pakistan** appeared to have considerable success, but the evaluation concluded that parents would be unable to sustain the community contribution on which the schools depended.
- Effective interventions are not necessarily less expensive. The unit cost for students in the community schools in **Egypt** is 25% higher than for students in government schools. Despite the higher cost, the community schools may be the more efficient alternative, given the evidence of higher quality instruction and improved student flow in the community schools.

d. Education Quality: Across the sample of evaluation studies included in this review, the activities undertaken to improve education quality included:

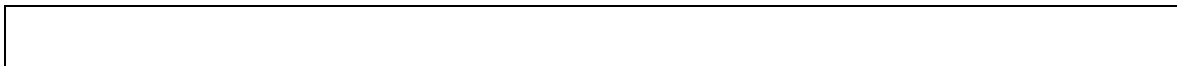
- Teacher training (Bhutan, Sudan, Yemen, China, Bangladesh, Myanmar)
- Community participation/Community schools (Ghana, Tanzania, Bangladesh, Namibia, South Africa)
- Multi-grade classrooms (Colombia, Guinea, Nicaragua, Philippines, Vietnam)
- Curriculum redesign (Palestine, Honduras, Cambodia, Nicaragua)
- Student centered teaching/active student learning (Croatia, India, Macedonia, Syria, India)
- Cost effectiveness (Cambodia, Uganda, Rwanda, Mali, Yemen)
- Continuous assessment (China, Bangladesh Myanmar)
- Outcomes based education (South Africa)
- School mapping (Tanzania)
- More years of education (Cape Verde)
- Schools Cluster (Cambodia)
- Educational planning (Uganda, Niger)
- Bilingual education/literacy (Guatemala, Bolivia)
- Integrating education and health (Marshall Islands, Senegal)
- Collaboration with religious schools (Sudan)

As with evaluations of activities to reach excluded children, evaluations of activities to increase education quality yielded mixed results. This occurred, in part, because these activities were often undertaken within multi-faceted and generally complex initiatives in which the entire activity was only as successful as its weakest part. Nonetheless, this review identified components offering greater promise and several that need to be carefully reexamined before further resources are spent on them.

- Perhaps the most important observations concern the apparent lack of consensus over the last several years across Country Offices and collaborating governments about what interventions are most likely to improve the quality of education. The remarkable variety of activities that Country Offices and their government (or NGO) partners pursued to improve the quality of education suggests that either (a) no particular set of interventions stood out as effective, (b) Country staff and local collaborators did not know which strategies were likely to be effective, (c) country situations differed so dramatically that experience in one country could not inform educational planning in another country, (d) program interventions were not designed in the context of an overall conceptual framework of quality (which has now been developed by UNICEF), or (e) some combination of these possibilities.

Evidence from this review and from international experience can help narrow this list. Specifically, international experience does suggest that some interventions can be effective in raising school quality and that, while country setting certainly vary in important ways, the essential problems facing education systems tend to be similar. While it might be argued the wide range of interventions is driven by the need to tailor interventions to the unique circumstances of each country, that argument is weakened by the frequency of projects failing to accomplish their intended objectives. Results of this review suggest the most likely explanations are that Country staff and local collaborators were not always aware of what interventions have been successful in other settings, that educational planning were often influenced by factors that went beyond the merit of the intervention, and that activities sometimes failed, not because of poor initial design, but because of weak implementation.

- Evaluations suggest that teacher training can have a positive impact on changing teachers' pedagogical practices, raising student achievement, and improving enrollment, though those impacts are not automatic or assured. Moreover, teachers across several of the teacher training activities (**Bangladesh, Myanmar**) held positive opinions about the training they had received and its impact on their instructional practice. Nonetheless, the success of teacher training depends not only on the design of the activity, but on how well the new program is implemented and the extent of follow-through available to teachers, once the training ends. Observation of teachers' classroom practices in a primary school improvement project in **Myanmar** found that training was successful in promoting initial changes, but sustaining those changes was more illusive. Teachers reinterpreted what they had learned to fit the overall climate of rote learning instead of creating a climate of more student-centered instruction.



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- *Multi-grade teaching* was frequently effective in raising student achievement. An evaluation in **Colombia** found that students in this multi-grade, rural education program attained higher achievement scores than students in traditional schools at a 5-10% increase in unit cost. Nonetheless, the evaluation also found that individual background factors still mattered in student achievement levels. Achievement was related to access to electricity, amount of teachers' pre-service education, and number of books in the students' home.
- *Student-centered teaching* was a relatively popular intervention. The evaluations indicated that students and teachers generally held favorable attitudes toward these activities. These studies found that training teachers in student-centered teaching led to positive, but very small, changes in teaching practices. However, there was almost no examination of learning outcomes associated with implementing student-centered teaching practices. Where learning outcomes were examined, results were mixed. Moreover, student-centered teaching appeared to have little or no impact on enrollment, retention, or attrition.

Across the evaluations, three reasons seemed to explain the limited effectiveness. *First*, student-centered teaching requires makes greater management demands on the teacher than does conventional teacher-center teaching. It works best with small classes. However, in several country cases, such as **Mauritius** (1999), the new pedagogy was introduced without concomitant reductions in class size. Teachers complained that student centered teaching was difficult to implement in overcrowded, high-enrollment classrooms. In those situations, teachers tended to revert to conventional instructional practices. For example, the evaluation in Mauritius found that the same frontal teaching methods continued to be used with pupils sitting in groups rather than in rows. This same point was highlighted in the evaluation of *The Global Education Initiative: Syria's Flying Carpet* (**Syria**, no date) which observed that the student-centered intervention made heavier demands on teachers and created more work than conventional methods.

Second, teachers did not get enough training or practice in the new method to fully comprehend the concept. The evaluation of the Joyful Learning Program in Karnataka, **India** (1998) noted that one third of the teachers had not received training in the intervention, often because they were appointed after the training had ended. A separate evaluation of the Joyful Learning Program in Orissa (**India**, 1998) found teachers had a low

awareness of key program components; 12% of the teachers in the *participating schools* did not know about intervention.

Third, implementation of these activities was sometimes weak. The *Evaluation Of Joyful Learning Program in Maharashtra (India, 1998)*, found that teachers, once trained, did not have sufficient teaching materials in their classrooms (teaching aids were actually more available in *control* schools than in treatment schools), that teachers did not make much use of teaching aids even when they were available, and that monitoring and supervision were neglected. In the end the evaluation concluded that the activity did not change teaching practice (teachers tended to continue using traditional teaching methods) or student learning. An evaluation of the same basic activity (Joyful Learning) in other regions of India largely echoed these findings (*India, 1998: Evaluation of Joyful Learning Program in Karnataka; India, 1998: Evaluation of Joyful Learning Program in Orissa: Final Report*).

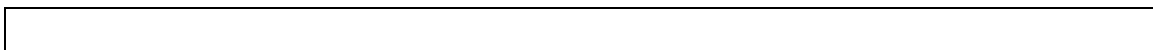
- *Curriculum development* was a frequent component of efforts to improve education quality, but it was typically combined with other elements within a larger activity, making its success contingent on factors that go beyond characteristics of the curriculum itself. An activity in **Honduras** (1996) patterned after the Escuela Nuevas project in Colombia appeared to be the most successful, and suggests such interventions hold promise. However, changing the curriculum is only effective if teachers understand how to teach the new curriculum. This is well illustrated in an evaluation of the recent effort to develop and implement a global education program in **Palestine** (2000) which concluded that teachers generally did not feel comfortable with the activity, and expressed the need for more training. Sometimes the problem is less one of training than of the curriculum itself. The evaluation of a curriculum activity in **Senegal** (1997) found that schools did not reach their goal because, among other things, the curriculum was too vague and theoretical and schools did not make use of local resources (an element emphasized in the new curriculum).
- Activities aimed at holding teachers and students more clearly accountable for outcomes of the learning process are packaged under a variety of names, such as *outcomes based education, core competencies, minimum competencies, and basic competencies*. The general approach is to specify more clearly the learning outcomes students are expected to achieve in the expectation that (a) teachers will be clearer about the knowledge and skills they should teach, (b) areas of inadequate learning can be more clearly identified and remediated, and (c) it will be easier to monitor teacher performance. In general, teachers liked the approach. For example, in **India** (1997), three quarters of the teachers thought that the Minimal Level of Learning initiative, implemented in 1024 schools, made a positive change in the teaching-learning process. However, evaluations in other countries suggest that teachers did not always understand how to implement these strategies in the classroom and that these interventions did not change teaching styles of teachers. The evaluation of the activity in **South Africa** (1999) attributed the lack of impact to low school resources.
- Activities that include a *continuous assessment* component have been implemented in several countries on the premise that, if teachers have a more frequent indication of how each student is doing, they can identify and re-teach concepts that students are not understanding, target special instruction to assist those students who are falling behind, and provide students with

more frequent feedback on their performance. Its use in **Bangladesh** (1996) yielded disappointing results. Bangladeshi educators thought it was an effective method for promoting better learning and reducing dropout, but that implementation was not practical in current school setting. But even their optimism was overstated. A review of achievement data indicated that continuous assessment did not result in increased achievement, largely because it was not being exploited fully by primary school teachers. Data suggest that teachers did not have a clear understanding of the objectives of continuous assessment and that they continued to use more subjective means for assessing the progress of their pupils. A contributing factor in the Bangladesh setting was that class size remained large (above 50 students per classroom) and absenteeism was high (30%). Teachers indicated they would support continuation of continuous assessment only if class size was reduced.

Experience with continuous assessment in **Myanmar** (1998) was marginally more successful. The larger activity, of which continuous assessment was a key part, appeared to improve persistence in lower primary grades; and project schools had somewhat higher enrollment and completion rates compared to the same schools before the project began. Classroom observation showed teachers did implement different teaching methods and that there were more materials and supplies in the schools. Nonetheless, the evaluation notes that sustaining new practices in existing schools has been a problem.

- Activities to promote *bilingual education* and *literacy* were one of the more successful categories of UNICEF supported activities to improve the quality of education, though they were often implemented in combination with other interventions. The evaluations were not able (nor did they try) to disaggregate the effects of the multiple components. This was the case in **Guatemala** (1996); the overall activity was judged a success, but the specific impact of the literacy component could not be determined. Similarly, in **Bolivia** (1997), literacy training was part of a larger activity that also included components addressing nutrition, water, sanitation, hygiene, empowerment of women, agriculture, and animal husbandry. The evaluation found that both men's and women's literacy levels have improved, but men's literacy levels have improved more rapidly.
- *School cost* in relation to family poverty is one of the most widely cited constraints to children's participation in schooling. Evaluations found that governments often are not providing enough resources for schools to operate without the infusion of local community contributions. But families and communities sometimes are being expected to contribute at unrealistically high levels. For example, an evaluation in **Rwanda** (1999) found that current government funding levels were sufficient to cover only 55% of the cost associated with educating primary school students. However, the Rwanda study concluded that the heavy community subsidies that maintain the current education system are not sustainable.

The tension between the need for community contribution and the difficulty families have in providing it is also evident in other countries. *The Study on Costs and Cost-Effective*



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Approaches To Primary Education In Uganda, Final Report (1994) found that government contributes about 65 percent of teacher salary (parents about 35 percent), but parents contribute more than government to non-salary expenditures and to the building fund. The inability to pay school fees was a major reason for non-enrollment and dropout. To increase enrollment and reduce dropout, the study recommended, among other things, that fees be eliminated or that parents be allowed to pay school fees in-kind.

One of the most impressive cost studies was published as an IIEP monograph, based on UNICEF sponsored work in **Cambodia** (1999). This study, by Mark Bray, found high rates of private contribution in an ostensibly free education system. While cost was a serious constraint on children's participation in schooling and community contribution sometimes led to inequities and unequal access to schooling, the study also found that, without family contribution, teachers would not have enough to live on.

- Cost is an important consideration in UNICEF sponsored activities in ways that go beyond family economics. At the level of the UNICEF-Government (or NGO) partnership, *cost-effectiveness* is one of the most widely used criteria in judging the feasibility of interventions proposed to improve education quality. The central concern is that the cost of an activity be justified in terms of the benefits from that activity. It is surprising, then, that the evaluations of *most* UNICEF supported activities *did not* collect or report data on unit cost to participants or the overall cost-effectiveness of the intervention being evaluated, an issue that is discussed in more detail later.
- *Cross-sector activities* refer to activities designed to link education and health (or some other societal function) as a means of improving the relevance of instruction to the needs of the society. The effort to do this in the **Marshall Islands** (Micronesia)(1995) integrated into the curriculum health activities that children would do at home with parents and broader community support activities, such as community gardening and sanitation projects. The evaluation concluded that children in participating schools did not show gains in knowledge that would reasonably be expected to occur, in part because of problems with the instructional materials. The community projects yielded generally disappointing results and were judged a failure; for example, only one of the eight gardens started as part of this activity was being maintained. A cross-sector project in **Senegal** (1997) was too recent to have useful evaluation findings.

- Some UNICEF supported activities have sought ways to promote formal education through closer partnerships between the education system and other social, cultural and religious institutions in the country. One evaluation in this review addressed this area of work. UNICEF supported a project in **Sudan** to incorporate practical-oriented curricular material into the curriculum of Koranic schools. While the evaluation suggested this strategy showed promise, the pilot effort was not particularly successful. Though parents supported the strategy, the activity encountered problems due to inadequate teacher training, shortage of qualified teachers, and availability of funds.

e. Education for Children in Emergencies: Over the last decade, UNICEF's role in emergency situations has evolved from an emphasis on providing supplies to displaced persons to an emphasis on preserving and restoring basic structures of their formal education system and helping countries make the transition from emergency conditions to functional schools. This evolution is reflected in the types of activities evaluated over the last six years.

- Evaluations conducted in the **Sudan** during 1995 and 1996 concentrated on documenting level of inputs delivered (e.g., amount of training material distribution, provision of seeds for school gardens). The evaluation found that the intended inputs were delivered and identified issues in the distribution of those materials. Specifically, these evaluations found that teachers' conditions of service were important in sustainability of basic education in emergency situations. School meals were found to be the most important incentive for enrollment and student retention in emergency situations.
- The evaluation of UNICEF's work in **Kosovo** (2000) found that the organization played a positive and important role in responding to the refugee situation and that the quality and commitment of UNICEF staff had been exceptional. UNICEF provided a longer-term continuity that was much-needed during the emergency. However, it also concluded that UNICEF was somewhat weaker on contingency planning and preparedness. While effective people were deployed, human resources management was sometimes slow and erratic and the emergency supply logistics chain was not sufficiently rapid or reliable for the scale of this emergency. Uniform tracking, monitoring, and evaluation systems were not applied during the emergency and operations planning was weak.
- A regional study of UNICEF's education response to emergencies in **Rwanda, Somalia, Sudan, and Uganda** (2000) found that, except for Somalia, programs were not guided by a well-defined program strategy, monitoring of delivery of supplies was generally weak, and education activities encountered problems with the availability of funds for emergency response in all four countries. The evaluation noted a tendency within UNICEF to pay too much attention to side activities (posters, psychosocial modules, carpentry projects, gardening). These activities are not always well integrated into the main education system activities in the future, into curriculum, or into teacher training. These activities tend to be ineffective and unsustainable. Finally, the study questioned the emphasis sometimes placed on community participation. The study found that, while community involvement is important, when government breaks down not all communities know how to engage productively to support education

f. Country-Wide, Multi-Country Studies: These evaluations were among the most useful for purposes of this review because they looked across wider sets of activities and emphasized synthesis. Since the UNICEF activities included in these studies were largely completed, these studies were somewhat more oriented toward an examination of impacts.

- In general terms, these studies found that stakeholders and participants usually held positive views of UNICEF activities, the actual success of the activities in achieving their intended objectives was quite mixed, and that limited success in achieving those impacts often was due to factors external to activities themselves. These points are expanded in the discussions below.
- Multi-activity evaluations are particularly useful for identifying larger generalizations about what interventions work (than can typically be supported in activity specific studies) For example, an evaluation in the **Philippines** (2000), reviewing all aspects of UNICEF program from 1994–1998, offers three findings that may have wider applicability. First, it observed that, despite training in how to teach in multi-grade classrooms, trained teachers had difficulty in applying what they had learned. Second, it found that in-service teacher training was not particularly effective for capacity building and recommended that UNICEF should avoid mass teacher training efforts. Third, it warned that UNICEF should be careful that, in the process of nurturing capacities at the local level, it does not alienate its partners at the national and regional levels.
- One of the more troubling findings was that UNICEF programs lacked clear goals or criteria for success. For example, the evaluation of the UNICEF Basic Education Program in **Lebanon** (1999) consisted of developing a global education curriculum, an information management system, and a video based parent education program. The evaluation found that two of the videos were of low quality and impact of this component was judged to be low; objectives for the parent education program were too ambitious for the available resources, and that the information system was not sustainable. The evaluation concluded that the program lacked continuity and appeared full of contradictions, and that there was a poor fit between program objectives and program actions. In the end, the program became too overburdened with goals and players. Similarly, evaluations of UNICEF work in **Mexico** (1998) concluded that participants and counterparts were happy with the UNICEF program but that, otherwise, the program's success could not be determined because of lack of clear criteria for success, lack of initial baseline data, inadequate indicators, and poor measurement. Again in **Cambodia** (1995), an evaluation of UNICEF work found a need for greater coordination and integrations of UNICEF projects across early childhood, basic education, parent education, and community mobilization activities.
- The confusion of roles and responsibilities was frequently cited as a limitation on the overall effectiveness of UNICEF work. For example, the evaluation of the UNICEF work in the **Comoros** (1998) found that the material conditions of teachers had improved but that the partnership between government and UNICEF was fragile because the government was not fulfilling its management responsibilities. It further concluded that the allocation of management roles and responsibilities was confused. UNICEF work in the **Ivory Coast** (1998) also encountered problems of miscommunication between government and UNICEF.

The lack of clear roles and responsibilities was identified as a hindrance to project implementation.

Similarly, the evaluation of UNICEF's program of work in **Kenya** (2000) found that program achievements mostly were disappointing. Where achievements were realized, they were mainly at the national level. Community participation made a positive contribution to promoting local ownership and sustainability of early childhood projects. Likewise, capacity development of departments and institutions helped promote non-formal education, girls education, and early childhood education. The limited effectiveness of the program resulted from both factors internal and external to the effort. Within the program, goals, project outputs, and process indicators were not well-documented, making it difficult to gauge the level of program performance; clarity of roles and responsibilities between UNICEF and government partners was frequently unclear; and, coordination across activities being implemented by different departments and ministries was weak. Finally, horizontal linkages between UNICEF technical units were weak and a lack of coordination across UNICEF initiatives hindered progress. External to the project, the major reason for the disappointing results was government corruption and mismanagement, which caused suspension of the program in 1995-1996.

g. Policy Studies: Several of the studies undertaken by UNICEF over the last six years were not directly evaluating specific interventions but rather were assessing the effectiveness of policies useful in promoting education.

- Another good example is a study entitled *Student Repetition in Cambodia: Causes, Consequences, and Its Relationship to Learning* (2000). The study questions the impact of international technical assistance funds, suggesting that these funds do not always have the impacts they are assumed to have. In particular, it found that schools receiving international technical assistance are better managed but they also have higher repetition rates. There is a strong possibility that the allocation of technical assistance to Cambodian schools has most benefited children with the lowest risk of repeating. That is, technical assistance seems to have exacerbated the differences between high and low risk groups. Additionally, decisions about student promotion were found to be highly variable. Teachers employed a mix of both creative and arbitrary approaches. Official criteria for promotion (such as attendance and behavior) often were ignored by teachers, who were the primary promotion decision makers in the schools. Students with passing marks are sometimes repeated and those with failing marks sometimes promoted. Finally, the study observed that parents, teachers, and school directors tended to attribute the primary cause of repetition to family's lack of monetary resources and their failure to value education; only a noticeable minority of teachers (22%) acknowledged the overriding primacy of poor attendance as a leading cause of repetition.
- A similarly broad-focused study in **Cambodia** (1998) provides excellent review of cluster school implementation. It concluded that the use of school clusters was generally effective in supporting individual schools but that schools sometimes suffer from a lack of a functioning follow-up support system. The lack of follow-through strategies to help teachers translate what they learned into classroom practice was seen as a major weakness of the current cluster

system. The study observed that coordination between UNICEF's cluster program and UNICEF's community action for social development program was lacking

- A study in **Cape Verde** (1999) used in-depth case studies of 36 students to examine student quality of life issues in relationship to scholastic performance. The findings are at the broad level of educational research and were intended to form the basis for policy discussions. In essence, the study concluded that educational improvement needed to be more visible; schools were too disassociated from home life; and, teachers' attitudes toward children tended to be prejudiced and marginalizing.

2. Conclusions on UNICEF-Supported Activities in Education

The findings of this review support a set of wider generalizations that cut across the key areas of UNICEF supported education work. Readers are encouraged to review the summaries of the individual evaluation studies presented in **Appendix A** for further elaboration of these claims and to draw their own conclusions about the weight of the evidence.

a. Widespread positive regard for UNICEF work: UNICEF has experimented with a wide variety of interventions to improve education. The rich array of strategies it has pursued in extending access and improving education quality has provided one of the best naturally occurring experiments in the world for identifying effective means of promoting education development.

Across the vast majority of countries represented in this review, UNICEF is credited with having established and sustained good working relationships with governments and communities. Even while pursuing a wide variety of strategies, UNICEF has gained an enormous amount of respect and positive regard from participants, collaborators, and participating governments. One of the most consistent findings across activities was that the individuals and governments involved in delivering, receiving, and otherwise supporting UNICEF field work believed that UNICEF projects were doing good things for their country and for them personally. Participants, counterparts, and other stakeholders express widespread, *positive regard* for projects. They like what UNICEF does, believe it is important, and support the effort. That positive regard is not always accompanied by evidence that the activities are meeting their intended objectives, but the positive regard serves as one indicator of organizational success.

b. Confusion in roles and relationships : Participants, collaborators, and government officials liked working with UNICEF. Nonetheless, when projects did encounter difficulties during implementation they were often attributed to confusion that developed among project partners and key personnel about roles, relationships, lines of authority, and locus of responsibility. Projects failed when people in leadership positions did not do what they were supposed to do or did not do things other people thought they had agreed to do. This was clearly identified as a major problem that confronted UNICEF work in Kenya (2000), Zambia (1997), Kirabi, Guyana, and Namibia (1996) (see, for example: Kenya, 2000: Final Report: Summative Evaluation of the 1994-1998 GOE/UNICEF program, p. 75; Namibia, 1996: Parents' Participation in the Management of Schools).

Confusion about roles seemed to occur especially often in projects promoting community participation. In **Namibia**, for example, even though parents were included on School Management Committees, the project evaluation found that parents knew little about how school funds were used, who set the amount to be paid, how many pupils paid, and what additional funds had been raised, or how far their responsibilities and powers extended. (Namibia, 1996: Parents' Participation in the Management of Schools Namibia, p. 7-8)

Given the amount of time and attention to project planning, why do so many evaluations cite confusion about goals and roles as constraints on project success? This lack of clarity arises from at least two sources. In some cases, roles and responsibilities seemed to be intentionally left vague during project planning from a concern that, if key groups really understood what they were agreeing to, they would withdraw their support for the project. The assumption seemed to be that once a project is underway, project staff can work with those key individuals most supportive of the project and "work things out." In practice, those ambiguities can resurface during implementation in ways that undercut project success. In other cases, roles and responsibilities appear to have been appropriately clarified during project design, only to have personnel change in government, in UNICEF, or both. Due to turnover, those who understood and had agreed to the distribution of responsibilities were gone and new personnel either had different ideas about the allocation of responsibilities or had not given the matter much consideration.

A third, more subtle, factor is probably the most frequent dynamic. Clear agreements are established during the planning phase and all parties agree to the division of responsibilities. During implementation, individual officials whose on-going support is crucial to implementation delay or withhold needed approvals and support, using it as leverage to secure concessions that favor their office, their friends, or themselves personally. An unplanned vehicle for their office, a friend hired as a counterpart, a school located in a village they favor are all presented, most subtly, as *quid pro quo* for the signature or other approvals the project staff need to keep implementation on schedule. Project managers make accommodations and concessions in pursuit of the larger goal of keeping implementation on track. Over time, the accumulation of many, albeit small, modifications results in the project as implemented looking very different from the project as planned.

Typically, these changes in project design are not documented or recorded. No formal design modifications are sought. Individually, the changes are too small to warrant such paperwork and trying to justify the informal changes through formal means would embarrass those who have the most to gain from the back-channel changes. Two consequences follow. As the project implementation drifts away from its initial design, clarity of roles and relationships shift in undocumented ways and often erode, as the informal system takes precedence over formal agreements. Second, the project shows poorly in external evaluations, because evaluators arrive expecting the project to be following the initial design. The subsequent evaluation holds the project to the wrong set of criteria (see the example of **Zambia**, 1997)

Government-UNICEF-Other Partner linkages: Several evaluations reported that the main confusion in roles and responsibilities was in the coordination within UNICEF or between UNICEF and Government. This was not necessarily due to personalities. More often it was

attributed to incompatibilities between personnel systems, accounting regulations, procurement procedures, and information flow.

For example, the evaluation of UNICEF's overall program in **Kenya** (2000) observed that horizontal linkages between UNICEF technical units were weak at points of project implementation (Kenya, 2000, p 57). The main constraint on efficient implementation of joint Government-UNICEF projects was the lack of compatibility between Kenya government procedures and those of UNICEF in financial management systems (Kenya, 2000: Final Report: Summative Evaluation of the 1994-1998 GOE/UNICEF program, p 64).

These stresses are sometimes a by-product of the very nature of the education projects that UNICEF supports. For example, in supporting decentralization efforts, UNICEF is often caught between wanting to directly support activities underway at lower levels of the education system, while still needing to work at the central level. This tension was well illustrated in a review of UNICEF work in the **Philippines** which observed that UNICEF should ensure that it follows central bureaucracy protocol even as it continues to support and implement field-based and decentralized education projects (Philippines: Fourth Country Program for Children: End of Program Cycle Review, 2000, p.22).

The challenge of coordination within large development initiatives is not always between UNICEF and Government. Several evaluations found the greatest challenge was within UNICEF itself. Within UNICEF, projects in different sectors tend to operate separately, with little interconnectedness. This is a function of projects working with different ministries, different offices within the same ministry, and with oversight from different UNICEF project officers. Close coordination would add an unwelcome level of complexity to project management. Yet, when project work overlaps, this separateness can be a problem. For example, the review of UNICEF education programs in **Cambodia** (1995) recommended greater coordination of UNICEF projects across early childhood, basic education, parent education, and mobilization (Cambodia, 1995: Assessment of the Education Program Supported by UNICEF Cambodia).

c. Coherence of project design: The components of some activities seemed scattered and of dubious importance. These elements may each have been included in response to the pressure of some interest group during the design phase, but distract from the overall coherence of the activity during implementation.

d. Undocumented design changes: Often, the project that the evaluator is evaluating is not the project that was implemented. The evaluator often works from initial design documents that specify project components and intended outcomes. While a seemingly reasonable approach, this strategy often misses subtle, but important, adjustments in project design or intended outcomes that were inserted in response to the subtle negotiations that often go on during implementation.

It is not uncommon for project directors to encounter quiet resistance from key ministry or community personnel whose support is essential to implementation. Subtle negotiations often occurred during implementation that lead to trade-offs essential to getting the project moving,

but which steer the project in unanticipated directions. Project staff may see these alterations as necessary accommodations, needed if the project is to have any chance of success. The risk is that evaluators, coming in later in the project cycle, do not see these changes at all.

For example, key government officials, whose support for implementation is essential, may initially withhold and eventually barter that support for concessions in the way a project is undertaken. For example, they may want construction projects to be located in particular villages, certain staff members or friends selected as counterparts, unanticipated per diem payments for their contributions to the project, a vehicle for their office, or other benefits. Project directors, concerned about success of the larger project, may make these modifications in an effort to get the project activities moving, but fail (or choose not) to document the changes. As these modifications accrue, they can distort the project and affect its movement toward initial goals. Project staff and evaluators may all be operating in good faith, trying to do what they believed was their charge, yet be operating from very different notions about the nature of the project and the justification for why it deviated from the initial plan.

Even if project staff are fully aware of the misalignment between initial project design and current project activities (and they usually are), they may be very limited in what they can do about it. Changes introduced through political negotiations are not easily altered by project staff. Evaluators need to operate with wisdom in discerning between (a) inappropriate drift from initial project intentions and (b) unwelcome but necessary changes undertaken to save a project from political gridlock.

e. Importance of implementation strategy: The importance of initial activity design may be overrated as a critical element in activity success. Activity success rests heavily on the wisdom, perseverance, and overall quality of project implementation. Even the best design activities fail if implementation is haphazard. Weak activities sometimes succeed when they are undertaken with enthusiasm and excitement. Good activity design is still important. However, concentrating on the replication of good designs as a strategy for extending good work may be doomed without sufficient attention to implementation.

f. Emphasis on evaluation for mid-course corrections: UNICEF is remarkable in the extent of its commitment to using evaluation to identify the need for mid-course corrections. Country staff frequently pay considerable attention to implementation issues and actively seek information needed for mid-course corrections. While this is a fundamental of good activity management, it is often overlooked in international development efforts. The extensive attention UNICEF gives to evaluation for mid-course correction is a major strength of the organization and should not be compromised in the growing (and important) interest in assessing impacts.

Three factors contributed to this focus on mid-course correction focus. **First**, most of the activities being evaluated were not scheduled to be extended or repeated in their current form. The purpose of the evaluations undertaken by the Country Offices was seldom to inform future rounds of the same activity. Hence, there was little audience for summative (or impact) information within Country Offices. **Second**, many of the desired impacts of the education activities that were undertaken could only be expected to emerge over the long term; these impacts could not reasonably be expected to emerge until long after the activity funding had

ended. By then, Country Offices were engaged in their next activities and had no reason and no budget for revisiting prior activities. Where evaluations to examine longer-term outcomes were undertaken, they were usually initiated by the UNICEF regional offices. **Third**, education activities were undertaken as a partnership of government (or NGOs) and UNICEF. In important respects, the extent to which intended outcomes were achieved was outside the effective control of Country Staff, resting instead on the commitment and follow-through of government counterparts. Consequently, while presumably providing useful information for mid-course corrections, these studies are of little help in clarifying the interventions that best support education development.

Country officers appear to use this mid-course evaluation as a management strategy for keeping activities moving well. Given the UNICEF-Government (or NGOs) mode of partnership, Government or NGOs typically have the main responsibility for day-to-day implementation of activities. Evaluation for mid-course direction tends to be commissioned at moments when UNICEF program officers have concerns about how activities are going and want a mechanism for mobilizing attention and energy to resolving the situation. This was a reasonable strategy, given the demands on UNICEF field staff. Country education officers have responsibility for many activities and may not have had detailed knowledge of day-to-day progress of any particular activity.

The use of an external consultant is also a useful strategy. The arrival of an external evaluator provides a motivation that is hard to create through other means. Equally important, the evaluator can serve as a buffer between the Country Office and the activity staff. It is easier for external consultants to take the blame that sometimes accompanies criticism.

g. Outcomes are sometimes over-promised: Seemingly effective activities appear to fail when they cannot deliver on over-stated promises. Activity designers may believe they need to promise over-stated outcomes to justify the requested investment. Actions taken to “sell” a project during the activities approval process may inadvertently raise the stakes higher than is reasonable, given actual project activities. Several activities seemed to make meaningful contributions to the school environment, but did not lead to anticipated changes in, for example, enrollment, repetition, attrition, or end-of-year academic achievement.

h. Confusion in selecting evaluation criteria: A number of the evaluations expressed confusion over what criteria were to be used in judging the success of an activity. For example, the evaluation of the Childscope project in **Ghana** (1998) observed that goals, project outputs, and process indicators were not well enough documented to gauge the level of program performance and of objective attainment (p. 69). When that happened, it often seemed to be left up to the evaluator to select outcome indicators of importance. As discussed above, when behavioral data were not available or were too expensive to collect, evaluators shifted their attention to more affective criteria for judging program success. Frequent criteria were positive attitude of participants, participant enthusiasm for the program, and capacity building of local staff. As interest grows across funders and within UNICEF to examine the actual impacts of UNICEF activities on the lives of children, clearer criteria of success will need to be specified and data better aligned with those criteria will need to be collected.

At the same time, evaluators need to expand their understanding of appropriate criteria of success. Sometimes avoiding deterioration in the education system, that is, just being able to maintain the status quo, represents a substantial success. The goal of avoiding deterioration is particularly seen in efforts to restore and sustain the delivery of education in emergency situations but is also seen in more routine settings. For example, this sentiment was captured in the evaluation of the PROANDES activity in **Bolivia** (1997): "In summarizing, the region subject to this evaluation is extremely poor and one could say that it is 'the region of structural poverty,' especially in the north of Potasi. While huge efforts produced little impact (relatively) they avoided a grave deterioration in the standard of living of this population, for whom even greater efforts should be made." (p.39).

i. Limited impact data: A central interest of UNICEF in commissioning this review was to identify lessons that could be used to improve the design and implementation of future education activities. However, as noted, many of the evaluations reviewed for this study concentrated on monitoring implementation and, to a lesser extent, identifying needed mid-course corrections. Relatively little attention was given to assessing the impact of these education activities on student learning or development (even 69 of the 185 studies reviewed were described by their authors as impact or outcome studies).

Attention to overall impacts of UNICEF supported education activities on the lives of children seem to be under-represented in the evaluations reviewed in this study. Relatively few evaluations actually assessed the extent to which education activities achieved their objectives. Where they did, quite a few evaluations reported disappointing or no discernable impact. The frequent failure to identify discernible impacts on student flow (e.g., enrollment, attrition, repetition) or achievement may be due to poor evaluation design or to lack of valid and reliable data rather than project failure. It is hard to separate disappointing results from weak evaluation design. Secondly, implementation studies and evaluations aimed at mid-course correction, by design, tend to emphasize problems that need fixing over components that are working well. There may be a bias toward reporting negative findings. Nonetheless, the findings of this review suggest either that UNICEF has been poorly served by its evaluation efforts or that UNICEF supported education activities have had far less impact than was anticipated at the activity planning stage. This observation is similar to the finding of a MENA regional study (1996) which, in synthesizing 16 studies to assess the adequacy of evaluations conducted by UNICEF, found that the recommendations offered were, for the most part, too general and fragmented to have any real value and that the evaluations were mainly useful in providing information for monitoring.

It is not a criticism of the Country Offices that so few of the studies examined the impact of the activities that were undertaken or of UNICEF headquarters (particularly the Education Section) for wanting to know what activities have the greatest impact on improving the lives of children. Rather, the difference of interests is consistent with what education planners already know: Stakeholders at different levels of an organization often differ in the program characteristics and outcomes they most value. The evaluation questions of greatest interest to headquarters staff are different from those of most immediate concern to Country Office staff. The implication is this: Evaluations should be assessed in terms of what those studies were commissioned to accomplish. The needs assessments and evaluations for mid-course correction included in this review served

legitimate needs of country staff and often occurred before issues of impact or sustainability were relevant considerations. Such concerns would only be expected to emerge toward the end of a project.

j. The dominance of affect as an indicator of project success: Of the evaluations reviewed, many were unable to document changes in behavior or performance. When that happened, there was a pervasive tendency to diminish the importance of those behavioral changes in favor of attitudinal data, typically showing the key participants (and/or audiences) hold favorable attitudes toward the project. This pattern raises two concerns. First, positive affect can be a function of self-interest. It is not surprising that most beneficiaries hold positive attitudes toward the project that yielded the benefits. Second, there is growing evidence that projects can have a loyal following and still fail to induce sustainable change. There were many examples in which development projects went according to plan, yet offered few, if any, lasting results.

For both of these reasons, there has been an intensified interest, over the last five years, among international development organizations in conducting *results-oriented* evaluations. This interest arose as a reaction (a) to evaluations that tended to favor input and process-oriented evaluations and (b) to pressure from donor sources that wanted more evidence their funds were being used in ways that led to measurable impacts on the lives of the intended beneficiaries.

Most of the evaluations in this review gave considerable importance to participants (and other stakeholders) holding positive opinions of the activity in which they were involved, seemingly for several reasons. First, many of the evaluations predate the emphasis on results. Demonstrating that promised inputs had been delivered and that intended activities were underway was considered a sufficient justification for a project; positive opinion of the project was used as an outcome measure and, often, a proxy for sustainability. Second, inducing behavioral changes in such things as teacher practices, student attendance, and community contributions to schooling have proven more difficult than many project managers had anticipated, leading them to reach for other indicators of success.

When evaluations did report attitude, the definition and measurement of attitude tended to be rather casual. Attitude measures in a number of the studies were little more than measures of generalized affect of questionable validity or meaning. This represents a serious misunderstanding of the meaning and the measurement of attitude.

Attitude measures, if designed carefully, can be a useful intermediate indicator of eventual impacts. An attitude is a predisposition to behave in a certain way. Measures of attitude are constructed by clearly identifying the target behavior and then formulating items that are predictive of that behavior. The more casual measures of attitude used in some of the UNICEF evaluations are probably detecting only more generalized positive regard for the UNICEF project. Such measures typically lack a strong connection to particular respondent behaviors and, consequently, it is unclear how such generalized measures are helpful in predicting future actions. As such, casual measures of affect provide little useful information about UNICEF



One of the most consistent findings across activities was that the individuals and governments involved in delivering activities supported by UNICEF believe that UNICEF projects were doing good things for their country and for them personally. Partners like what UNICEF does, believe it is important, and support the effort, even when there is no firm evidence of positive outcomes or impacts.

project work. It is better that people have a positive regard for UNICEF (than a negative regard) for UNICEF work, but such measures may not be valid indicators of more tangible impacts on student learning, future support on the part of the respondent, or project sustainability. Moreover, projects that report positive attitude but no progress toward target behavior should be carefully reviewed.

k. Interventions showing promise: Based on the impact data that were available, four categories of work stand out as having had particularly promising results or having been particularly well received: activities promoting *early childhood education*, *stipend programs* aimed at reaching out-of-school youth, *bilingual education* programs, and *school clusters* as a means of improving school quality. Activities aimed at raising *community awareness* were generally successful in doing so. Raising awareness, however, did not always translate into constructive community action. Community awareness is necessary but seldom sufficient to precipitate community action. Activities may be well advised not to focus exclusively on increasing awareness as their central output.

Teacher training has a mixed history of changing classroom practice or learning outcomes of students. When problems occurred, they were not necessarily in the quality of the training, but more likely in the lack of follow-through and continued support to teachers as they attempted to implement their training in their workplace. Within teacher training, *cascade training* is popular for its seeming low cost and rapid spread effect. Unfortunately, there were few (if any) examples of it being effective. What appears to be a low-cost strategy may actually be expensive, when few if any impacts follow from the investment

l. Relative impacts on access and quality: In general, activities to extend *access* have had more success than those aimed at improving educational *quality*. Extending access often involves changing structures (e.g., building schools in new locations, lowering school fees, providing textbooks) aimed at changing school-going behavior through the creation of incentives and the reduction of barriers. Changing school quality often focuses more on getting people (usually teachers) to behave differently through training (which assumes they do not have the skills to change) or persuasion (which assumes they do not have the motivation to change). Changing individuals' behavior through training and persuasion is generally the harder proposition. Schools have been described as "sticky institutions," -- there are many forces within the school and community (e.g., parent, student, and headmaster expectations) that act like glue in holding behavior patterns in place (Fuller and Snyder, 1992). Subtle (and not-so-subtle)

incentives reinforce existing practices. For individual teachers to persevere in using new curricula, instructional practices, or student assessment schemes can require enormous conviction and courage.

m. Unanticipated cross-impacts: One of the more common dilemmas confronting international development efforts is that efforts to solve one problem have often led to other problems, some worse than the one they were designed to alleviate. This problem reflects the interwoven nature of many development activities and the difficulty of correctly analyzing the systems nature of the problem that the development project is trying to address.

At the same time, one of the most useful outcomes of looking across evaluations was the identification of unanticipated factors affecting project implementation and impacts. These elements typically were not identified during project planning, yet significantly shaped the outcomes of UNICEF's work. If patterns could be discerned, they may provide a way to improve the impact of many implementation efforts. Indeed, it may be more important to correctly anticipate and address likely cross-impacts at the beginning of projects than to concentrate on identifying only those projects that demonstrate the highest overall success. That information may have higher utility in future project planning.

An example of an unanticipated cross-impact was the project in **Malawi** to provide free primary education. Unanticipated impacts came from two directions. While eliminating school fees seemed to be promoting the goal of education for all, implementing the policy required an additional 20,000 teachers that had to be hired faster than they could be trained. The infusion of so many untrained teachers undercut the quality of education. Access was achieved, but at the expense of quality. At the same time, a seemingly positive effort fostered unexpected reaction of parents -- some parents did not want to send children to primary school because there were few options for students to continue to secondary school. They saw it as a dead end. Another example emerges from efforts to continue the delivery of education during emergencies. In the **Sudan**, the failure of government to pay teacher salaries on time undercut the potential advantages of teacher training (Sec El-Sanousi, Evaluation of Emergency Education Projects, 1996, p12).

n. Issues not fully addressed in UNICEF evaluations: With notable exceptions, little attention was given to issues of cost, efficiency, sustainability, or going to scale.

Cost: Inadequate funding was cited in several cases as an important factor contributing to implementation problems and several evaluations mentioned the cost of the intervention as a barrier to sustainability (as Government or communities are unable to continue sustain the funding when UNICEF leaves). Beyond that level of observation, cost was seldom reported or discussed. Few evaluations reported aggregate cost, unit costs, or opportunity costs associated with the interventions being evaluated. None of the studies included a cost-benefit analysis.

The few evaluations in which cost is mentioned (even if not fully discussed) offer some insight into why it is often missing. First, cost data are not well documented in many projects. One reason is weak accounting systems, but another is that the needed data are widely dispersed across the ministries and agencies collaborating in the implementation. Third, some projects

involve significant in-kind contributions from communities or partner agencies that are not well documented and, even if documented, are hard to cost. A fourth reason is that the evaluators themselves may not have sufficient background or experience to be able to conduct an appropriate cost analysis. Finally, country partners may not want cost information made public, even if they have the needed information.

Conducting a cost study is tricky business. Cost has to be considered in context. Many worthy innovations to improve education have high start-up costs, even though long-term costs may be considerably lower than conventional alternatives. To judge project costs too early may misrepresent the true (but longer-term) cost implications. One solution is to examine cost later in the life-cycle of the innovation, perhaps at specific intervals. The risk is that if a project actually results in higher unit costs without concomitant increases in learning, this information would not be clearly known until the innovation was already underway.

The increased costs often associated with project start-up, while mentioned in several evaluations, tend not to be fully treated. The issue remains largely unexplored. Implications are not discussed, beyond warning that higher unit costs and adequacy of funding are issues that influence sustainability. Quite a few evaluations draw attention to projects' need for more money, but virtually never present or attempt to justify those claims in terms of project outputs. The few cost studies that went beyond this level of attention were notable and frequently quite good. Evaluations that included serious efforts to analyze and report costs include the analysis of the cost of school clusters in **Cambodia** (1998), of teacher training in **Yemen** (2000), girls' education in **Benin**, programs for out-of-school youth in Uganda (2000), and the evaluation of the UNICEF program in **Guatemala** (1996).

Efficiency: The efficiency of UNICEF sponsored education projects was virtually never discussed in the evaluations that were reviewed. This is probably due to the absence of cost data. However, a subtler issue may also operate -- program managers and evaluators both may regard the consideration of efficiency to be dangerous turf. Many interventions to improve education have a higher unit cost than conventional education activities that the new program is intending to replace; and, several evaluators appeared to equate efficiency with lowering costs. They may fear that clearly reporting those cost differences would harm the project. To the extent this is true, it reflects a serious misconception about the meaning of efficiency.

Efficiency is understood as the relationship of cost and effectiveness. A project is *effective* if it yields the intended (or at least desirable) results. It is *efficient* when those results are achieved in a way that minimizes cost. Efficiency can be increased either by increasing effectiveness relative to cost, or, by lowering cost while maintaining effectiveness. A common mistake is to equate efficiency with low cost (Windham and Chapman, 1990). A project may have higher costs and *still be judged efficient*, if those higher costs result in disproportionately higher levels of effectiveness (e.g., higher levels of the desired output, such as student learning). Conversely, if cutting costs disproportionately reduces quality, the cost reductions have reduced the efficiency of the program, rather than increasing it. In short, raising costs should not be viewed as a problem if the increased costs result in a disproportionate increase in effectiveness.

Sustainability: In the eyes of most funders, the sustainability of UNICEF-supported efforts is one of the most highly valued outcomes. The whole point of international development is that the progress made in individual activity persists and accumulates. Nonetheless, while several of the activities being evaluated had sustainability as a goal, it was seldom addressed in any of the evaluations. This is largely because most of the evaluations were conducted early in the activity, when the evaluation questions were concerned more with level of implementation. Another reason contributing to the relative lack of attention to sustainability is persisting confusion about what aspects of an intervention should be sustained. Authors of UNICEF evaluations seem unclear about whether it is the specific activities, the positive impacts, or the organizational capacities that should persevere. If sustainability is an important criteria of UNICEF in judging the success of its education projects, then the meaning of sustainability needs to be clarified.

Where sustainability was mentioned, it was usually to highlight a difficulty. For example, evaluations of community participation, teacher training, continuous assessment, and restoration of education in emergencies all observed that positive outcomes, once achieved, were difficult to sustain. This lack of sustainability often seemed to stem from inattention to incentives. Activities were generally designed to promote the best interest of the child without sufficient attention to the best interest of those who were expected to implement project activities. Broader attention during the planning process to the distribution of the costs and benefits for individual participants may be warranted. Nonetheless, the evaluations, overall, gave little attention to the issue.

The real test of the sustainability of an activity is what aspects persist after external funding ends. However, since funding for the activity usually ends when the activity ends, money to support post-activity studies of sustainability is often hard to find. For this reason, evaluations of the sustainability of UNICEF activities are probably best accomplished through special studies commissioned at a regional level.

Results from this review suggest that Country staff need to give more thought to what design characteristics are most likely to promote sustainability. For example, a number of projects were designed to stay outside existing government structures. Program planners variously argued that anchoring their project in the community would attract more participants, generate more local financial support, or otherwise provide better conditions for success. Yet some of the evaluations that *do* consider sustainability acknowledge that (a) long-term sustainability may depend on embedding the project in a long-term infrastructure and (b) government infrastructure is often the most durable. In essence, actions undertaken to facilitate implementation in the short-term (anchoring a project in the community) may, in the long-run, work against sustainability. Sustainability comes from building project activities into a more durable infrastructure, such as the government bureaucracy.

This tension (between working within or outside of government) was reflected in several of the evaluations. Evaluators of the COPE project in Uganda commented on the tension between using private individuals to get good quality work versus working within government to ensure sustainability (COPE, Uganda, p. 27). Similarly, evaluators of the UNICEF country program in the Philippines observed that “UNICEF should be careful that, in the process of nurturing

capacities of the local level, it does not alienate its partners at the national and regional levels (Philippines, 2000: Fourth Country Program for Children: End of Program Cycle Review, p 20).

Sometimes, however, the greatest threat to sustainability is normal staff turnover within the project itself. If a project lacks clear documentation about staff roles and responsibilities and new staff miss initial training, newcomers may not fully understand the effort they have joined. For example, in Colombo, principals and teachers who joined the schools later in the project were found to be completely ignorant of the new approaches they were required to follow. No written guidelines for the new activities were available in the schools (Evaluation of the UNICEF Assisted Small School Project, 1997, Colombo, p.49).

Going to scale: The goal of most development projects is that once they demonstrate their success on a small scale, they will be moved to larger-scale, perhaps even national, implementation. This move, from pilot to full-scale implementation is described “going-to-scale.” The dynamics of going to scale are more complicated than is widely realized. Pilot projects often operate under highly advantaged conditions that can never be replicated on a wider scale. It is not atypical for teachers chosen to participate in a pilot project to be among the most skilled and widely respected. The pilot teachers often receive some incentive for their participation, have access to needed materials and supplies, and receive supervision. When a project goes to wider implementation in settings that are less advantaged, participants tend to be more average in their professional abilities, incentives tend to be less attractive, materials tend to be less available, and supervision tends to get stretched. Moreover, the novelty of being the first through the program tarnishes as the program takes on the semblance of the routine.

Moreover, pilot projects often benefit from hidden public subsidies that result in the appearance of a unit cost far lower than is actually the case. This happens, for example, when government or an NGO provides the pilot effort with free or low-than-market cost classroom (or other) space, pays for the electricity and water, or when management and supervision costs are subsumed in some larger project structure. As a project moves to a larger scale, government or NGOs may not be able or willing to extend their subsidy, resulting in higher activity costs that were unanticipated and not adequately budgeted.

Seemingly effective activities appear to fail when they cannot deliver on over-stated promises. “Overselling” a project during the approval process may inadvertently raise the stakes higher than is reasonable, given the actual scope of the project.

Given the difficulty many seemingly successful pilot projects have in replicating their success on a wider scale, attention to ensuring the preconditions for going to scale are widely considered to

be an important element in evaluation of projects that are intended for larger delivery. It was surprising, then, that going to scale was not widely addressed in the evaluations reviewed for this study. One exception in which going-to-scale was given clear attention was in the evaluation of school cluster in **Cambodia** (p.51).

3. The Conduct of Education Evaluations within UNICEF

The preceding discussion has focused on the types of education interventions UNICEF has sponsored, the activities that seemed to have the greatest promise for improving the lives of children, and the ways that implementation of education activities might be improved. This section discusses methodological issues in how UNICEF conducts project and program evaluations. The main strengths and weaknesses of UNICEF-sponsored evaluations generally are well-known to senior UNICEF education staff. The following observations are offered largely as confirmation of what is already understood. Findings from this review support seven observations about on the conduct of evaluation in UNICEF projects:

a. Design considerations. In a typical UNICEF project evaluation, a team of 2-3 evaluators, usually a combination of international and local experts, interview members of key constituencies associated with an ongoing project and read available project reports. Their eventual report details their overall terms of reference, briefly reiterates the project goals and the main components of project activity. It then summarizes the main themes and conclusions that emerged from across the interviews. Seldom are interviews summarized through a formal content analysis (e.g., frequency of responses to specific items). The focus of their report tends to be on issues associated with implementation, particularly progress in delivering pre-determined inputs. These observations are used as the basis for a set of conclusions and, usually, recommendations. Most evaluations find that implementation is uneven; that some project components are working better than others, and that participants like the project.

In a few cases, evaluators employed partial comparative designs, typically either (a) pre-post comparisons on selected indicators in project schools only or (b) comparisons between project and non-project schools using a post-only design. These designs tend to be weak, lacking attention to internal and external validity of design. In some cases, desired changes in project schools occur over time but cannot be attributed to the project. In other cases, desired differences are observed between project and non-project schools but cannot be clearly attributed to project effects.

Some evaluations reported only the status of project accomplishments (e.g., student attainment, the number of textbooks distributed), without the comparisons to either pre-project status or comparison group performance. For example, the *Evaluation of the MLL (Minimum Level of Learning project) in Gujarat* (India) presents end-of year student attainment data on very carefully constructed and administered tests, but provides no comparison group or pre-course attainment data. Knowing students level of performance provides no idea of the effectiveness or impact of the program in increasing student learning.

b. Role of description. Nearly all of the evaluation reports provided some description of the main characteristics of the project being evaluated; few of the studies provided much description. In short, evaluations were generally thin on description. Presumably, this occurred because (1) the main audiences for the evaluations were local and already understood the project activities and (2) UNICEF staff tended to encourage short, get-to-the-point reports in the belief (probably correct) that such reports are more likely to be read. Nonetheless, the lack of rich description undercuts the value of many of these evaluations in informing future practice, where the readers *are* interested in replication but do not have first-hand experience with the original project. There is little value in knowing that a project was successful if the characteristics of that project are not described sufficiently for others to be able to replicate it.

c. Sorting out inputs, outputs, impacts and achievements: Many of the evaluation studies, particularly those commissioned by Country Offices, confused means with ends. That is, there was a tendency to focus on inputs as if delivery of those inputs was the goal of the project, rather than assessing the educational consequences of those inputs, once delivered. For instance, this occurs when delivering the promised amount of teacher training is treated as goal attainment, rather than recognizing it only as a means to the goal of improving teachers' classroom performance. In some cases, even evaluations that were represented as impact studies tended to focus on inputs (such as the Philippines (1997, p.53) *Assessment of Educational Interventions for CEDC*).

This approach provided good information about the extent that projects delivered intended inputs, but very little information about whether those projects made any difference in the educational experience of children and, in short, whether they were worth doing. This pattern may arise from the formative nature of many of the studies, where the central evaluation questions necessarily focused on the extent of problems encountered during implementation.

Closely related to the confusion of inputs and outputs was the frequent confusion between accomplishments and impacts. Implementation is an accomplishment, but not an impact. Again, this confusion is an outgrowth of the orientation of most of the evaluations toward mid-course correction.

d. Participatory evaluation: The idea of doing participatory evaluation has received considerable attention in the evaluation literature and is a strategy advocated in several UNICEF documents. The basic approach is to involve representatives of constituent groups in designing, shaping, and eventually conducting the evaluation of the program in which they are involved. The approach is championed as a means of giving voice to those most directly affected by a project and as a way of building grassroots ownership of evaluation findings. Indeed, some argue that participatory evaluation may be quite impactful even if it is not especially well done, because it fosters local ownership of results.

Despite the seeming popularity of the idea, no participatory evaluations were identified in this review. While most evaluation studies captured the judgments and attitudes of key stakeholder groups through interviews, focus groups, and surveys, none of the studies involved an explicit effort to involve participants in the design or conduct of the study.

e. Discovering the obvious: A substantial number of studies draw conclusions that seem remarkably obvious. For example, evaluations conclude that projects work best when they are well funded, receive senior level support, are well designed, and staffed by competent people. What appears obvious from a distance, however, may serve an important purpose for the Country Office. In many cases, the statements were intended as a diplomatic way of indicating such basic conditions were lacking in the project under review. The audience for such seemingly apparent conclusions was the immediate group of collaborators responsible for implementation. However, read from a distance, these observations appear to rediscover the obvious.

f. Crafting the evaluation report: The accuracy of executive summary was sometimes marginal. In several cases executive summaries overstated the positive aspects of the findings. In other cases, the executive summary focused on project defects, and failed to note areas in which the project had been successful. An example of overstating the positive was **Zambia** (1998) girls' education activity. The executive summary was quite positive; the full report was more subdued in its claims.

Some evaluation reports were prepared in such an informal way that key abbreviations were not defined, the nature of the project was not described, pages were not numbered, or the date of the publication was not provided. While the report probably made great sense to the Country Office staff who were familiar with these details, such reports provide little or no meaningful information to more distant readers. The lessons learned from these evaluations are largely lost on wider audiences seeking to understand what had occurred in the project (see, for example, the *Preliminary Report on the University of Zambia (PAGE) Project*, Zambia, 1997). This observation should not distract from the fine presentation offered in many of the studies, for example, *the Evaluation of the UNICEF Assisted Small School Project*, 1997, Colombo.

g. Defining the audience: The audience for UNICEF evaluations often was vague. Few of the impact studies were undertaken in the belief they would lead to any specific future project or activity. Rather, they were initiated either to support the continuation of the existing activity or in response to a requirement that a project be evaluated. Even across the evaluations undertaken for mid-course correction, it appeared many were conducted because they were required. Most came too late to provide useful information for mid-course correction. Even when they were timely, it was not clear that project staff had the authority or resources to act on the recommendations. Without a clear audience in mind, authors of evaluation reports did not necessarily know how to frame their findings in ways that would travel well.

V. Lessons Learned: Linking Evaluation Findings to Future Agendas

Is looking back a useful basis for looking ahead? Much of the thinking within UNICEF about priorities and strategies already has changed from that which guided the activities described in this review. What can evaluations of past projects tell us about the future, given the rapid evolution of thinking within UNICEF about the appropriate focus and scope of its education work and the rapid change in the external conditions that are shaping UNICEF's education agenda? While, over the last ten years, UNICEF has both extended the scope and sharpened the focus of its education work, its education activities in the future will not necessarily look like those of the past. Its agenda for action will be shaped by economic uncertainties, regional conflicts, epidemics, and a swelling number of refugees.

A. Coping with new challenges

Many of the issues of the last decade will continue to be prominent in the next ten years. One critical issue will be countering the risk of eroding the gains that have already been made in education access and quality, even as new issues are added to the agenda. It will be important to ensure that existing programs and systems are working before shifting investments to new agenda.

Education development is not a static process; finishing what has already been started must remain a centerpiece of UNICEF work. This effort is particularly threatened by two forces -- "*issue fatigue*" and the "*backlash effect*." *Issue fatigue* occurs when the novelty of a problem wears off and attention shifts to new and more intriguing issues. Governments and agencies that fund and/or collaborate in UNICEF activities may want to be seen as being on the front edge of solving new problems as a way of sustaining their own public support and financial contributions. These groups may find it more appealing to move to a new issue rather than hold a steady course in addressing "old" issues. The *backlash effect* occurs when some constituencies feel that certain issues are getting too much attention and that the concentration of concern for those issues is allowing inequities to emerge in other areas. Those fueling a backlash effect are typically individuals who disagree with the policies associated with the priority issue and are creating a backlash to divert attention or are those who feel particularly passionately about a different issue and want to re-channel organizational interest to focus on their concerns.

New issues are emerging that will compete for attention and resources. For example, across the UNICEF activities reviewed in this study, there was little attention to the wider-reaching impacts of HIV/AIDS, the use of technology in education, the effectiveness of public/private partnerships, the subtler impacts of decentralization (most evaluations looked at *whether* it was accomplished, not *what* was accomplished), or the implications of globalization. For the most part, this inattention accurately reflected the era in which the projects were undertaken. These issues are of more recent vintage. They are the issues of the next decade, not the last.

HIV/AIDS: HIV/AIDS has already become the single greatest challenge of the next decade. Once considered primarily a health issue, it has now expanded into an educational, economic,

and national security issue. The loss of life from AIDS infections has spawned over a million new orphans. Hard-hit countries (Malawi, Botswana, Zambia) are losing their trained teaching forces faster than they can replace them. The epidemic is changing the way mothers care for children, sometimes in ways that contradict “best practice” of the last decade (e.g., the move away from breast feeding). It is changing how women relate to men. It is changing the demographics of the workforce in ways that already threaten economic and political stability of some regions, particularly in Africa.

Though AIDS has been a major theme since 1992/93, relatively few education projects specifically address the pandemic. Nonetheless, even projects that did not address HIV/AIDS may offer insights relevant in addressing the problems now being spawned, e.g., maintaining education systems in the face of a massive loss of teachers and resources, rapid training for replacement teachers, actions that can shore up the quality of instruction, and the integration of health issues into the school curriculum. Similarly, the proliferation of ill and orphaned children exacerbates the issues of how to reach the unreached.

Technology: Unequal access to technology, the *technological divide*, is creating additional disparities and additional excluded groups. Disparities across countries in teachers’ and students’ access to information are already evolving into meaningful discrepancies in educational quality. These discrepancies, if left unattended, have the potential to further marginalize those with the least access to quality schooling

At the same time, the new technology opens some important opportunities for cross-national sharing of lesson plans, instructional materials, and learning aids, in ways that offer new hope to excluded groups. As electronic communications cuts across national borders, countries will be challenged to find new ways to collaborate in the design and delivery of education.

Decentralization of Education Systems: Decentralization is raising a new set of issues around which UNICEF is well positioned to make a significant contribution (Hannaway, 1995; Hannaway and Carnoy, 1993; Chapman, 1998, 2000; UNICEF, n.d.; Bray, 1996). UNICEF (1998) argues forcefully that Government is responsible for ensuring the provision of education for all children. At the same time, it argues the importance of involving communities in meaningful ways in the management and support of their schools. While these goals can be compatible, many countries are searching for an appropriate balance. If not done carefully, decentralization can be an inadvertent abdication of Governments’ responsibility to ensure children’s right to an education. UNICEF has an important role to play in assisting central government in building their capacity to manage decentralization and to support communities as they take on more local responsibility.

For example, within the increasingly decentralized education systems, school headmasters will play a greater role in instructional supervision, community relations, and school management than they have in the past. They will take new responsibility for decisions that were previously planned, funded and, for the most part, implemented centrally. Yet only in a very few cases have headmasters been trained for those responsibilities. Decentralization is placing professional demands on headmasters they are ill-prepared to assume (Chapman, 2000).

The move toward decentralization plays to UNICEF's strength -- its history of work at the community level. With its in-country presence and local networks, UNICEF can assist governments in providing the local support and training at the lower levels of the system. At the same time, the move will require that UNICEF field staff develop expertise in the particular issues posed by decentralization.

The Management of National and Regional Conflicts: The acceleration of national and regional conflicts over the last few years has already created problems that are likely to persist though the next decade. These regional conflicts have created new waves of displaced persons, eroded (and often destroyed) the infrastructure of existing education systems, and created animosities that will persist and fester if effective interventions are not forthcoming. While the consequences of regional conflicts are hardly new, UNICEF's work in sustaining existing education structures and reestablishing operational schools represents a new approach to emergencies that will be much needed in the next decade.

Globalization: Closely related to technology is the issue of globalization. Globalization refers to the increasing interconnectedness of national economies and social structures. While globalization brings many benefits, it also poses new risks. For example, the influence of mass media can threaten indigenous cultures. There is a growing tension between national effort to transmit and sustain a national identity and sense of culture when children across an entire region watch the same television programs, listen to the same music, and can participate in the distance education activities of other countries. A key development question is who decides the political, social, and economic messages of the content that are widely disseminated.

B. Evaluation as Part of Strategic Management

In addition to anticipating the substantive education issues of the next decade, there are a series of actions UNICEF might consider for strengthening the design, implementation, and evaluation of education activities. These include:

Sharing findings in a relevant, timely, and useful way: At present, findings and lessons drawn from UNICEF evaluations are not widely shared. Countries may do good evaluations, but often project design teams in other countries may not be able to easily access that wisdom and experience in designing their new projects. (This was also the conclusion of an assessment of evaluation practice in the MENA region, see *Alternative Basic Education for Special Groups*, MENA, 1990.) The learning that needs to be shared is about both the strategies that were successful and the unanticipated factors that hampered project success.

At present, there is no clear mechanism for regularly collecting evaluations commissioned by Country Offices, distilling the key lessons, and disseminating them to UNICEF staff at other locations. (The experience of collecting evaluation reports from central, regional and country offices for this study bears evidence of this.) More importantly, there is no mechanism for systematically distilling lessons from the wide variety of projects that UNICEF has sponsored or for sharing those results in a manner that would assist education staff designing new projects. Without these mechanisms, much of the learning that has emerged from UNICEF's investment in evaluation is lost.

UNICEF might consider preparing an annual synthesis and a running update of trends, issues, and findings aimed at supporting Country staff engaged in project identification and design activities. These findings might be disseminated as a series of Evaluation Briefs, in which these generalizations are summarized.

Greater consensus about the effectiveness of possible interventions: One finding from this review is that UNICEF Country Offices employed a wide range of interventions in their effort to improve access and quality of education. While this variety of strategies can be useful, results of this review suggest that it may also signal a widespread lack of understanding about what intervention are likely to be most productive. It may be useful for UNICEF/HQ to provide more preparation for Education Program Officers on the range of activities that have been employed to improve education, the relative success of different strategies, ways to plan for the impact of contextual factors on the success of education activities, and ways to strengthen evaluation efforts.

Increased focus on impacts and outcomes (without sacrificing attention to implementation): One of UNICEF's strengths is the attention it gives to implementation and to evaluation for mid-course corrections. If UNICEF is to maintain its position as a leader in piloting new ideas (or old ideas in new settings), this emphasis needs to be sustained and honored. At the same time, UNICEF, like virtually all other international organizations, is coming under increased pressure to justify its investments in development in terms of the real impacts and outcomes of its work. For the most part, the assessment of impact has not been a priority. It may be necessary to give more concentrated attention to developing organizational expertise in the skills needed to conduct this type of study, e.g., criteria selection, instrument development, use of a broader range of evaluation designs and methodologies.

Reconsider the level at which the impacts and outcomes of UNICEF supported activities are most usefully conducted: Most of the impact evaluations reviewed in this study were of specific UNICEF-supported activities. The analysis of impacts at the level of the individual activity may work at cross-purposes with other UNICEF goals. Specifically, UNICEF assigns considerable importance to working in partnership with governments, NGOs, and other development agencies in the design and implementation of education activities. This necessitates compromise in the initial design and trade-offs during implementation that can, at times, threaten the coherence and effectiveness of individual activities. Disappointing results from any particular activity may be offset by gains at other levels of UNICEF-Government collaboration. Evaluation needs to be conducted at the level at which the most important impacts are expected to emerge. Consequently, in the future, it may be more useful for evaluation concerned with impact to take a broader perspective and concentrate more on programmatic and policy levels.

Greater integration of program evaluations into the larger UNICEF evaluation framework. Individual evaluations need to be more explicitly linked to UNICEF's Integrated Monitoring and Implementation Plan (IMEP), Mid-Term Reviews, and Country Program Evaluations. It remains important to monitor implementation of individual activities in order to

The challenge is not necessarily to do more evaluation, but to ensure that the evaluations that are done are strategic, conducted at an appropriate time, and that the findings are shared in effective ways.

fine-tune them when necessary. However, the impact of these activities is probably more usefully understood at the aggregate level, in the convergence of activities into larger programs. Even within this review, the most effective and useful evaluations were those conducted at the programmatic, cross-sectoral, and cross-country levels. Implementing this suggestion would mean, first, that Country Offices would need to give more attention to clarifying the horizontal integration of individual activities, country programs, and policy level interventions that operate within a country. Secondly, it means that impact evaluations often would need to be initiated by administrative levels above the Education Program Officer.

Figure 2 offers a framework for reflecting on the findings and recommendations of this review. It is anticipated that UNICEF's education work over the next decade will continue along the main themes developed over the last decade, but will expand to incorporate new agendas, such as HIV/AIDS, technology, decentralization, the consequences of regional conflicts. As suggested earlier, there will be more attention to horizontal linkages (activities-programs-policies), and a narrowing of attention to concentrate on interventions with demonstrated success. Efforts to evaluate education initiatives are expected to be characterized by more attention to outputs, behavioral changes, cost, sustainability, and the conditions necessary for going-to-scale. Evaluation efforts are expected to shift away from a focus on individual activities toward more of a focus at programmatic and policy levels.

Such changes will only come about if UNICEF's education program officers develop a fuller understanding of what interventions are available to them as they work with country partners, which of those interventions tend to be most successful, and the implementation issues most important in achieving that success. At the same time, the frequent weaknesses in evaluation methods identified in this review need to be addressed. Only as country level staff understand the limits of their current practice and the alternatives available to them will they be able to assess the advantages and personal costs of undertaking different types of evaluation. This leads to two recommendations:

First, it may be useful to invite education program officers from country offices to read and comment on this review, partly to validate its findings against their own experience, partly to inform their thinking about what interventions tend to be most effective and partly to spark their thinking about the value and means of doing more thoughtful and rigorous evaluations. A main purpose of this effort is aimed at getting country level staff to look at the larger picture of UNICEF education work and helping them understand the dynamic changes that are likely to dominate the next decade.

Second, it is recommended that regional workshops be conducted in which education program officers (and perhaps other country level UNICEF staff) have the opportunity to discuss the findings about what interventions have yielded the greatest successes and why other seemingly good ideas met with less success. The goal is not necessarily to narrow the range of what interventions country offices employ to improve education, but to ensure that those choices are informed by prior experience across other countries. Direct, face-to-face discussion provides country staff the opportunity to explore and examine the factors that shape their choices and talk about the options available to them when activities do not go as planned. These discussions are

Figure 2

Changing agendas in education

		Characteristics	
		Past <----->	-----> Future
		1990s	toward 2015
Education interventions	<ul style="list-style-type: none"> Early childhood development Excluded children Girls' education Education quality Children in emergencies HIV/AIDS Use of wide variety of interventions 	<ul style="list-style-type: none"> Continued attention to same themes.... New attention to: <ul style="list-style-type: none"> Wider consequences of HIV/AIDS Technology Decentralization Consequences of regional Conflicts Globalization More attention to horizontal linkages (activities-programs-policies) Narrowing of attention to Interventions with history of success 	
Evaluation process	<ul style="list-style-type: none"> Emphasis on formative Emphasis on inputs Emphasis on affect Main focus at level of individual activities 	<ul style="list-style-type: none"> More attention to: <ul style="list-style-type: none"> Outputs Behavioral changes Cost Sustainability Necessary conditions for going-to-scale Move toward more evaluation at programmatic and policy levels 	

seen as a necessary ingredient in promoting more horizontal integration of activities, programs, and policies discussed earlier.

A key topic for discussion at these workshops is the frequent observation that the success of education projects was constrained by a lack of effective coordination between UNICEF and its partners and, sometimes, across units within UNICEF itself. While some of the reasons for this lack of coordination are identified in this review, solutions are not. Those are more likely to emerge from a discussion among those on the frontline of project planning at the country level.

Another topic for the workshop concerns ways of strengthening evaluation practice at the country level. This review found that evaluation practice at the country level is often rather weak. Though training materials on how to conduct evaluation abound, country level staff often seem unaware of the design alternatives available to them, unsure of how to undertake better practice within the constraints imposed by the settings in which they are working, or do not see evaluation as an important or useful activity. More training materials is not necessarily the answer; more of the same is probably a waste of resources.

These workshops offer an opportunity for education staff to build on their own experience with evaluation and offer concrete suggestions for how their evaluation efforts might be better supported by UNICEF/HQ. One further possibility for future assistance to country staff is for UNICEF to develop a special task group within the Education Section to work with country education officers in designing and conducting more rigorous evaluations than many are able to undertake on their own.

In conclusion: UNICEF is to be commended for the attention evaluation received in the projects and programs represented in this study. However, the time and money UNICEF expends on evaluating its education activities are useful only to the extent that the findings are used to inform future work. The task is to distill lessons from past practice that offer relevant guidance for future action. The challenge is not necessarily to do more evaluation, but to ensure that the evaluations that are done are strategic, planned from inception, conducted at an appropriate time, and that the findings are shared in effective ways. This review of UNICEF education evaluations conducted over the last six years provides one input in support of these goals.

VI. References

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Appendix A

Summary of individual evaluation studies reviewed
for this study, by date and country

Appendix A

Summary of Studies Examined as Part of This Review

Activities in Early Childhood Education

Country	Date	Title	Main findings
Guyana	2000	Evaluation of “Affecting a Smooth Transition from Nursery to Primary”	<ul style="list-style-type: none"> -- project to improve transition rate from nursery to primary, raise awareness of needs and concerns of children, motivate students and parents to get more involved in the learning process -- teachers and principals were generally positive toward the program -- most teachers felt materials were not affordable -- parents were more negative; mixed in the extent they understood and felt confident with the curriculum -- teachers did not see parents as supportive -- data not available to determine if repetition or promotion rates improved following program -- evaluation concluded program was a success; conclusions seem more positive than the data warranted
Malaysia	1996	The Impact of Preschool Intervention on Primary 1-3 Pupils in Malaysia	<ul style="list-style-type: none"> -- not an evaluation of a UNICEF project -- found that achievement differences between primary 1-3 students with and without preschool education were significant but that differences tended to be small.
Zimbabwe	1997	Evaluation of the ECEC Program in 1997	<ul style="list-style-type: none"> -- use focus groups to examine extent that communities implemented early childhood education -- focused on extent that intended inputs were delivered -- did not look at outcomes or impacts on children -- argues for more resources and a bigger project on the grounds -- the project appeared to be getting inputs delivered to target schools
Kiribati	1995	Evaluation of the Early Childhood Care and Education Program	<ul style="list-style-type: none"> -- purpose was to help government and preschool association clarify the roles and provide clearer framework for action -- found a lack of government policies and confusion about roles and responsibilities of different groups -- suggested policy guidelines for future direction of early childhood education

Country	Date	Title	Main findings
El Salvador	1998	Practices of Upbringing and Learning in Role Zones of the Usultan Department	-- focus of study was to understand the reality of child upbringing in households within the eight communities -- study was to assist in the design of policies, programs, and projects for early childhood education
Pacific Islands	1995	Early Childhood Care and Education In The Pacific	-- to identify opportunities for projects in early childhood education
Malaysia	no date	A Report on Improving the Quality of Early Childhood Programs at KEMAS Tabikas and Preschools	-- examines status of early childhood programs offered through the Ministry of Rural Development -- focused on the need to train teachers to develop teaching aids for use in classrooms -- this study is part of pre-planning stage for a project on the needs of preschool teachers
Malaysia	no date	Proceedings of the National Preschool Education Conference/ Early Childhood Education: Status and Challenges	-- report of independently conducted research presented at a UNICEF sponsored conference -- found that primary 1-3 pupils who had experienced preschool education performed significantly better on achievement tests in various subjects than children who had not attended preschool.

Activities to Reach Excluded Children

Country	Date	Title	Main findings
Bhutan	1999	Full-scale Evaluation of Non- Formal Education in Bhutan	<ul style="list-style-type: none"> -- compared examination scores on illiteracy tests between graduates of 9-month literacy program between villages in and not in program -- provides evidence of positive impact on literacy skills, sanitation, and hygiene -- participants held positive attitudes toward program -- good study of achievement gain; did not address cost or sustainability
China	1999	Distance Education Project, UNICEF	<ul style="list-style-type: none"> -- teacher training via distance education using videotapes and print material -- study lacked baseline data and therefore was unable to draw conclusions about impacts
Malawi	1998	Free Primary Education: The Malawi Experience	<ul style="list-style-type: none"> -- assesses impact of free primary education on access, equity, and quality of primary education in Malawi -- while schooling became free, it did not resulting in all of the anticipated benefits; increased enrollment required 20,000 new untrained teachers which undercut the quality of primary education teaching force -- project did increase access to schooling for boys and girls-- gross enrollment rate increased by 40 percent -- lack of opportunity to send children to secondary school dampened the enthusiasm of some parents for sending their children to primary school
Vietnam	1998	The Affordability of Supplies for Primary Education in Vietnam	<ul style="list-style-type: none"> -- rationale of project was to increase access by lowering costs of schooling by providing school supplies -- teachers expressed positive attitude toward project -- impact of instructional supplies was generally judged effective by teachers, but no achievement data was collected recommendation was to not be equal in distribution of materials across schools but to target schools most in need

Country	Date	Title	Main findings
Guinea	1997	Evaluation of NAFA Centers in Guinea	<ul style="list-style-type: none"> -- summative evaluation of non-formal education centers; examined the impact of non formal education centers (not an evaluation, really a research paper) -- community members were invited to participate in the construction and management of non-formal education centers; development of teacher manuals, and recruitment strategies -- created a strategy to recruit students, especially girls, into this non-formal education center as a transition into formal education -- findings: community participation died out very quickly; report concluded that NAFA centers relied too heavily on parents' support at the beginning and burnt them out -- however, a number of students in training at the NAFA centers went on to enter formal education; report concluded that recruitment and training of teachers still needs improvement
Bangladesh	1998	An Evaluation of the Integrated Non-Formal Education Project of Bangladesh	<ul style="list-style-type: none"> -- project to eradicate illiteracy through non-formal education project -- participants were quite positive about the program author reports attendance dropout, student test scores, but did not compare project and non-project schools so impact is difficult to determine
Brazil	1997	Evaluation of the School Scholarship Program	<ul style="list-style-type: none"> -- program provides stipends to poor families who keep their children in school the study evaluated the educational component of this larger project program reports success -- program was judged a success: repetition and dropout rates declined
Tanzania	2000	Report on the Evaluation of Colbet Materials and Learner Achievement In Masasi and Kisarawe Cobet Centers	<ul style="list-style-type: none"> --academic program for school drop-outs, ages 8-14, modeled after Uganda COPE program -- intended outcome is to mainstream drop-outs back into formal schooling -- lacked comparative data on student performance (with non-Cobet groups); did not have change over time or comparative attainment data -- project judged to be generally effective after six months of operation
Cambodia	1998	Joint Evaluation of UNICEF/Sida to Support Basic Education	<ul style="list-style-type: none"> -- school construction and rehabilitation project -- construction was of high quality -- construction did not always focus on the targets that were originally identified -- construction intended for classrooms was sometimes diverted to administrative offices and libraries, despite over-crowded classrooms -- schools were judged to be expensive

Country	Date	Title	Main findings
Sudan	1997	The Nomad Education Project	<ul style="list-style-type: none"> -- case study prepared by UNICEF/MENA to document an innovative nomad education program -- describes ideal school, teacher, and set of education supplies for nomad education -- reported number of schools started, enrollment, number of girls, level of implementation. -- provided no impact data
Uganda	1997	Complementary Opportunities for Primary Education Program (COPE)	<ul style="list-style-type: none"> -- program for out-of-school children, age 8 to 14 -- provided teacher training, school materials and supplies, community mobilization -- community mobilization had been poorly done, community lacked knowledge of program and poor level of acceptance of program -- instructional materials seemed to be of good quality -- teachers centered instructional practices were dominant -- government's moved toward universal primary education cut into COPE enrollment until parents realized that free education was not entirely free
Brazil	1997	The Minimum Wage Program in Campinas	<ul style="list-style-type: none"> -- examined impact of minimum wage stipend on family health, sanitation, nutrition, and education -- stipend payments were given to families in extreme poverty in return for their family commitment to keeping children in school and providing regular health care for child -- project is strong in accounting for payments but does not have a good system for monitoring outcomes from the project -- evaluation claims that project appears to have positive impact in getting students into school, but data is not presented in the evaluation that supports that claim
Kosovo	1999	Education Assessment: Physical Conditions of School Buildings	<ul style="list-style-type: none"> -- to determine damage to schools in conflict situations -- goal is to re-establish student access to schooling by improving school buildings -- looks at building structure, sanitation, water, furniture, heat -- half of the schools were in areas that had not been de-mined -- majority of schools needed substantial repairs; nature of needed repairs was itemized

Country	Date	Title	Main findings
Pakistan	1998	Defunct Governments Schools in Kalat Division: Final Technical Report	<ul style="list-style-type: none"> -- to assess feasibility of reactivating defunct governments schools: looked at buildings, availability of teachers, school management -- found availability of potential teachers in geographic area, found that male teachers could be used to teach girls; found schools could use local women as teachers aids -- suggested the importance of community involvement -- suggested it would be possible to get defunct schools restarted
Cape Verde	1997	Diagnostic Study of Physical Conditions in the Human Resource Situation of Students in 12 Education Poles in the Basic Education Project	<ul style="list-style-type: none"> -- looked at basic education and how Cape Verde and UNICEF collaboration could help ensure improved education through better social services, school construction and, in particular, increase the educational expectations of young girls -- observed serious deficiencies in the education system, students were often absent, lack textbooks; 62% of the teaching staff lack professional certification -- government needs to invest in physical and social infrastructure in its collaboration with UNICEF to improve the schools -- also discussed need to improve professional development (for teachers) in math, Portuguese, science and provide professional development for educational leaders in planning and management
Egypt	1994	Survey of Access to Primary Education and Acquisition of Basic Literacy Skills in Three Governorates in Egypt	<ul style="list-style-type: none"> -- household survey to assess issues in the provision of primary education in Egypt -- survey of 4800 households conducted in 1994 -- found that access to primary education is stagnating, efficiency of primary education is deteriorating; quality is dropping; literacy levels are low -- traces reasons to both factors inside and outside of education system

Country	Date	Title	Main findings
Nicaragua	1997	Reasons for Primary School Dropout in Nicaragua: A Study of Five Schools El Sauce, Leon	<ul style="list-style-type: none"> -- study examined reasons for school dropout, with particular attention to girls -- boys dropout is higher than girls in Nicaragua -- reasons for dropout: low teacher salaries undermined teacher commitment and professionalism -- lack of instructional materials and schools; high grade repetition leads students to dropout; -- repetition is caused when parents take children out of school to work; -- conclusions: main causes for dropout are the children needing to work, lack of instructional materials, malnutrition, illness, family poverty, immigration -- teachers do not think they get much support from parents and community
Brazil	1999	100 Questions and Answers You Need to Know About the School Scholarship Program	<ul style="list-style-type: none"> -- advocates direct stipend programs for school attendance for poor families. -- answers frequently asked questions about the use of direct stipends to families to keep their children in school and stipends to teachers who keep scholarship children in school. -- author claims improved student achievement, but presents no evidence
China	no date	The Study Report on The Policy of Education for Children of Floating Population	<ul style="list-style-type: none"> -- examines issues in the schooling of children of parents who are resettling (migrating) to new locations (often urban migration) -- advocates more emphasis on getting these children into school -- proposes strategies for reaching out to these children -- recommends easing of restrictions on local-people run schools
China	1996	Primary Education for Poor Areas: Monitoring Evaluation Report, 1996	<ul style="list-style-type: none"> -- describes the situation of students and teachers in poor rural areas of China; does not tie those observations back to specific interventions -- provides justification for a project but does not assess impact of any particular project -- policy/advocacy

Country	Date	Title	Main findings
Peru	1998	The Right to Education: AEI Challenge of Inclusion in Peru	<ul style="list-style-type: none"> -- describes challenges facing efforts to create awareness among government authorities about excluded students: how many, who, and where they are located -- project goal is to register excluded students in education system -- project uses workshops to create awareness among authorities and local leaders; social mobilization efforts to promote school enrollment; activities to overcome exclusionary factors; and actions to improve quality and relevancy of education -- project appears to have increased enrollment -- key issue: not having birth certificates prevent school enrollments
Nicaragua	1996	Causes of Dropout and Repetition in Rural Schools at the First Grade Level	<ul style="list-style-type: none"> -- objective is to develop intervention to reduce dropout -- uses "sitios centinela" methodology to determine the causes of dropout and repetition at grade one for four rural municipalities -- methodology emphasizes measuring the impact of interventions in relation to costs and coverage; uses results to improve local planning and utilizing local resources to promote social mobilization
Brazil	1997	Scholarship -- School and Minimum Wage Programs: Conceptions, Management and Financing	<ul style="list-style-type: none"> -- provides an overview of minimum wage and school scholarship programs in Brazil: their design and implementation -- examines how scholarship programs, how they are financed, their costs, and their economic and financial impact
Brazil	1999	Politics and Actions of University Extension in the Promotion of the Rights of Children and Adolescents	<ul style="list-style-type: none"> -- summary of conference proceedings -- meeting of universities representatives to formulate a new vision for university extension and its role in social inclusion

Country	Date	Title	Main findings
Bangladesh	no date	A Study of Unenrolled Children and Dropouts at Primary Level in Four Districts	<ul style="list-style-type: none"> -- reviews status of primary education in Bangladesh; identifies factors contributing to enrollment and drop-out at the primary level -- interviewed 1418 parents and 897 children -- causes of non-enrollment: parents cannot arrange for enrollment of their children; children had to work for family income; -- family poverty; teachers demanded money to its students, parents not aware of importance of education for their children -- causes of dropout: main reason was poverty
Croatia	2000	First Evaluation of Knowledge, Attitudes, and Behavior of Adolescents in Regard to Protection From Mines in Destructive Explosive Devices	<ul style="list-style-type: none"> -- examine knowledge, attitudes, and behavior related to protection from mines and explosive devices -- project increased the likelihood that parents and teachers would discuss the risk of explosive devices with children
Mozambique	1999	Evaluation of National Program of Land Mine Education and Awareness	<ul style="list-style-type: none"> -- aimed at consciousness-raising and community awareness -- project had some effect on mine awareness -- project encountered problems, timing of training was not good for education professionals -- study was heavily descriptive of the history of the mine awareness program; did not give much attention to analysis of impacts and lessons learned
Vietnam	1998	The Alternative Basic Education Program Supported by UNICEF: An Assessment	<ul style="list-style-type: none"> -- 100 week curriculum (math, Vietnamese, natural and social sciences) aimed at reintegrating children in exceptionally difficult circumstances back into mainstream formal education program -- generally did not meet its objectives -- had high dropout rates; only 50 to 60 percent finished grade 5 -- children learned some basic literacy, but project has not led to much reintegration to formal schooling due to dropout, high-cost of formal schooling, inability to cover the full curriculum during this training program, weak teacher capacity, lack of ability to evaluate pupil performance -- sustainability judged to be low

Country	Date	Title	Main findings
Philippines	1996	A Rapid Appraisal Report on the UNICEF Assisted Multi-grade Program in Philippine Education	-- to improve access through multi-grade teaching -- evidence of positive project impact, though results differed by subject area
Malawi	1996	Youth and AIDS: Follow-up Mini KAPB Survey-- Blantyre, Lilongwe, and Mzuzu	-- to develop and disseminate AIDS education materials -- evaluation used comparison group design -- project improved youth's knowledge about AIDS but concern about getting AIDS went down in pilot districts -- interventions had little impact on the openness of youth in discussing sexual matters and little impact on improving youth (in particular, girls') reasoning regarding the role of sex in the relationship -- youth know more but don't personalize the risks -- condom use declined slightly -- author concluded that intervention may prove successful in long run, support for that conclusion is not clear
Guyana	no date	Evaluating The Managing Social And Sensitive Issues Project	-- to train teachers in conflict resolution and sustaining peace, social justice, human rights, decision-making and problem solving skills -- to assist children to acquire positive attitudes and values, self-respect, self-esteem, personal confidence, tolerance, appreciation of nonviolence -- lacked clear description of the curriculum -- documents level of inputs delivered -- project appeared to have had little impact

Country	Date	Title	Main findings
Tunisia	1999	Discovery Mission of Social Action Programs in School Settings	<ul style="list-style-type: none"> -- to develop alternative schools for students who are at-risk or who have already failed school -- evaluation team did not see a school in action so specific descriptions lacking -- evaluation observed there was no system to track and monitor performance of students in this program (hence the reason for this study) -- considerable evaluative information about students based on informal criteria (e.g. parents opinions) -- formal entrance requirements and formal indicators of success need to be established -- calls for better training at the local level to improve the documentation of student progress
Brazil	1997	Evaluation of the Cooperative Projects UNICEF/CEDECA/BA	<ul style="list-style-type: none"> -- provides overview formative evaluation of 11 projects undertaken by a partnership of UNICEF and CEDECA/BA (Center for the Defensive Children and Adolescents in Bahai) -- 7 projects targeted at reducing physical violence, specifically murder of children and adolescents -- 4 projects aimed at combating sexual abuse and exploitation of children and adolescents -- concluded that projects were having a positive effect, largely because promised inputs were being delivered (lawyers had been hired to help exploited children; seminars to raise awareness had been conducted) -- recommended continuation of the partnership
Vietnam	1994	An Overview of Alternative Basic Education (KUB) in Vietnam	<ul style="list-style-type: none"> -- project to reach out-of-school youth in especially difficult circumstances (dropped out or never enrolled) -- documents inputs delivered (school materials, teacher training) and number of children enrolled -- found that instruction is still weak pair; high teacher absenteeism -- project judged to have had a good start; achieved higher participation rate than out-of-school youth then existed prior to the project -- identify problems to continue to address

Country	Date	Title	Main findings
Croatia	2000	Evaluation Report for School Year 1998/99: School-Based Peaceful Problem Solving, Trauma Alleviation and Youth Peer Mentoring	<ul style="list-style-type: none"> -- reported participant evaluation of training materials (5 instructional units) -- workshop materials were judged successful because people like them -- no description of program; no data on learning outcomes
Philippines	1997	Assessment of Educational Interventions for CEDC	<ul style="list-style-type: none"> -- primarily a secondary analysis; discusses strategies to improve access and school participation for street children; children in situations of armed conflict -- reviewed best practices across project; no failures were examined -- parents and government officials had positive regard for the program -- success terms of grade completion or job placement could not be determined due to inadequate data -- subsidies to individual children appeared to reduce absenteeism and lower dropout but not clear if they improved school participation or completion
Brazil	2000	Street Children and Adolescents: A Reading of Methodology and Evaluation in Monitoring Procedures Used in Brazil	<ul style="list-style-type: none"> -- focused on street children and child labor; conducted at request of World Bank -- a study of governmental and non-governmental organizations that work with street children in the six cities in Brazil -- reviewed activities and approaches of 34 organizations
Mexico	1999	Intercultural Education: A Proposal for the Child Migrant Population	<ul style="list-style-type: none"> -- this is a comprehensive program description -- starts with a situation analysis of migrant children, the problems they face, why traditional education doesn't work -- describes intercultural education program in detail -- describes how subjects are taught, examples of projects used in instruction, concludes with a discussion of the teacher training provided -- discusses issues in going to scale; feasibility of generalizing program to a wider number of schools

Country	Date	Title	Main findings
West Bank and Gaza	1995	The Impact of Armed Conflict on Palestinian Children in the West Bank and Gaza	-- Well-written analysis of problems for children created by armed conflict
Brazil	no date	Monitoring Evaluation of the Program for the Prevention and Reduction of Children in Difficult Circumstances	-- a paper advising project personnel in how to set up a monitoring and evaluation system focused on project objectives and desired outcomes
Rwanda	no date	Situation Analysis of Street Children in Rwanda	-- details where street children live and sleep on the streets, and causes for being on the street (poverty) -- 70% are orphans -- suggest how education system can serve needs of these children

Summary of Studies on Child Labor (Included in discussion of excluded children)

Country	Date	Title	Main findings
UNICEF\HQ	2000	UNICEF Staff Working Paper: Evaluation of the Capacity Building Program on Child Labor (1997-99)	<ul style="list-style-type: none"> -- reports on conference and follow-up data collection undertaken to help formulate UNICEF policy and to build staff capacity to address child labor problems from a child rights perspective; assessed impact of workshop on UNICEF participants' subsequent practice -- activity was successful in strengthening UNICEF's in-house capacity to formulate policies, strategies, programs, and projects, -- while training workshop was satisfactory as a training event, implementation of planned follow-up activities was low, intended support network did not emerge at expected levels (p.10)
Brazil	1997	Evaluation of Project "Combating Child Labor"	<ul style="list-style-type: none"> -- interventions included stipends, occupational training program, extracurricular activities, and tutoring -- reported number of students, families, and teachers reached by program -- concluded that the project is building the general capacity of teachers -- according to the numbers reported, the project appears to be effective in getting children off streets and back into school
Brazil	1999	Child Labor, a Challenge To Society: Analysis of the Program to Eradicate Child Labor, 1996-1997	<ul style="list-style-type: none"> -- examined countrywide program to eradicate child labor, report focused on the implementation of project in three states -- sought to increase access, integration, returned maintenance and success of child; sought to involve government and society in coordinated manner -- stipend program for children of coal workers and sugarcane workers -- successful in mobilizing local governments and communities; least success was in education due to difficulties of access and a limited number of school places available; learning outcomes not examined -- reported that stipends were successful in getting children into school but no specific data provided

Country	Date	Title	Main findings
Bangladesh	1998	Elimination of Child Labor in Garments Sector: Status Report on Progress	<ul style="list-style-type: none"> -- recounts recent history leading to growing public and industry awareness about the problems posed by child labor -- children are caught between exploitative labor and having nothing; parents often rely on the money children earn, which then supports exploitation of child -- pressure to escape exploitation of labor can resulting consequences even more severe for child when even meager pay is cut off -- tracks the impact of the Memo of Understanding between the Government and the garment industry in Bangladesh (Government set up special schools for working children) -- the agreement to reduce child labor was not an immediate success -- education is part of answer to child labor (to give children alternatives) but it needs to be supported by other factors. -- importance of education may be overstated; education may not yield sufficient incentives to the child to offset their need to work; it is easy to overlook the complexity and interwoven factors operating as incentives to keep children in labor -- eliminating child labor may not benefit the children or their families unless some ways found to ensure that they have other sources of income to offset the money they earn from exploited of labor
Philippines	no date	Child Labor in the Philippines: A Case Study	<ul style="list-style-type: none"> -- estimates 5 million children age 5-14 are working; examines causes, nature of the work -- argues education is a way of helping children break out of undesirable conditions that trap them -- highlights importance of advocacy, networking, community action, and research on the magnitude of the problem.

Country	Date	Title	Main findings
Philippines	1997	Child Labor in the Philippines	<ul style="list-style-type: none"> -- examines factors that contribute to child labor and patterns and trends in child labor -- discusses nature and trends of children's employment, health status of working children -- poverty is main reason for child labor -- argues for community vigilance but argues also that levels above the community must be involved -- those working to reduce child labor must understand how government policies may inadvertently encouraged child labor -- existing laws have to be more vigorously enforced
Bangladesh	1996	Child Labor And Educational Programming in the Garment Industry in Bangladesh: Experiences and Issues	<ul style="list-style-type: none"> -- details the experience of Bangladesh and trying to reduce child labor in the garment industry -- examines impact of Harkin Bill and other trade legislation. -- found that if children are let go by employers, they do not necessarily seek admission to school, but look for income opportunities in often more exploitative industries
Brazil	1999	The Girl in the Home: The Collective Identity of the Female Maid	<ul style="list-style-type: none"> -- purpose of publication was to show that while work is being done to reduce child labor, nothing is being done to protect girls who work as maids and indentured servants. -- focus on girls in housekeeping employment (Mades) -- interventions included a national forum for the prevention and eradication of child labor -- report argues that nothing has been done to improve the situation of girls who work in other people's homes or in prostitution -- reports on progress and current status of efforts to informing government agencies about the status of girls' household employment; seeks new laws to protect girls in this type of employment

Country	Date	Title	Main findings
Philippines	1998	Listing of Philippine Child Labor Studies (1986-1995)	<ul style="list-style-type: none"> -- identifies studies on child labor in the Philippines and synthesizes those findings -- 70% of working children were going to school; identified factors in working children being out of school; 1 of every 9 children age 10-14 is a child worker -- lack of access and cost were key barriers to secondary school attendance -- describes context of child labor and personal and situational factors that foster it
Egypt	1998	Assessment of Child Labor in Alexandria	<ul style="list-style-type: none"> -- assesses Maritime Scouts program for working boys in Alexandria (as an information in training resource for UNICEF staff and others); -- community-based organization (Maritime Scouts) is devoted to identifying children at risk; mobilizing local resources for meeting needs of those children, and monitoring those children's status; Scouts provide contact with male role models; involves employers to achieve workplace changes -- project has considerable potential as a prototype approach to helping at risk working children had an urban setting context. -- describes general model, does not provide evaluation of that model -- describes what constitutes hazardous at-risk work
Brazil	1998	Child Labor in Brazil: Questions and Politics	<ul style="list-style-type: none"> -- analyzes principal characteristics of child labor and how child labor affects educational attainment -- describes programs being used by the Brazilian government to overcome the challenges of child labor -- draws on data from national household database, 1995
Egypt	no date	The Interface of Child Labor and Education Within the Framework of the CRC	<ul style="list-style-type: none"> -- purpose: to understand the phenomena and factors involved in the perpetuation of child labor -- reported previous research documenting the number of children under 14 years of age (2.5 million) working in developing countries -- main reason for working: contribute to family income, support self, education failure, learn a profession -- examined strategies for reducing child labor used in other countries (India, Philippines, Kenya, Peru, Guatemala, Brazil, Morocco) -- argues that attacking school dropouts is an important way to reduce child labor

Activities in Support of Girls' Education

Country	Date	Title	Main findings
UNICEF/HQ (Desk study authored by Ann Bernard)	2000	Lessons and Implications from Girls' Education Activities: A Synthesis from Evaluations	<p>Synthesized findings and implications from 23 studies of UNICEF-supported girls's education projects from Asia, Africa and Latin America undertaken during the past decade.</p> <p>Findings reinforce the importance of the following elements:</p> <ul style="list-style-type: none"> -- Good coordination within Ministries of Education and with other government agencies and sectors (particularly those of national finance, economic and social development planning, and health); -- Education systems capable of addressing deficiencies in the training, supervision and compensation of teachers, leading to higher professional morale and commitment; and, -- Stronger, more coherent, systems for monitoring and evaluation as means of bringing data on educational inequity for girls to public policy attention and to generate demand for change. <p>A more detailed discussion of the findings from this desk study of girls' evaluation are presented earlier, in the narrative section of this review.</p>
Benin	1999	African Girls Education Initiative, Midterm Review: Benin	<ul style="list-style-type: none"> -- a girls' education project -- emphasized more parent and community participation in support of schools, incorporating study of local environment into the curriculum, local language as school subject, implementation of girls' education policy at the national level, training of teachers in gender sensitivity, abolishment of school fees for girls -- accomplishments: girls' enrollment, but school budgets went down since governments didn't compensate schools for lost fees; increased demand was paired with lower resources -- report cites problems with sustainability; the main challenge facing the project is the ownership and sustainability of the program by communities and the Ministry of Education

Pakistan	1999	Gender Equity in Education in Pakistan: Evaluation of the Education Component of Social Action Program Project I (SAPP I)	<ul style="list-style-type: none"> -- to assess impact of SAP I education activities (increased access and completion of basic education for boys and girls), gender equity, and improved quality and relevance for education for girls and women -- provides good description of situation of girls and women in Pakistan -- previous evaluation of SAP founded primary school enrollment increased in geographic areas targeted in SAP (e.g. rural government schools) -- SAP activities have strengthened awareness of importance of girls education; increase the number of schools for girls, increase the number of new schools, but did not meet targets for construction of new schools -- successes: increased number of female teachers and increased student enrollment in primary grades -- during SAP I, the number of schools for girls doubled; girls enrollments increased by 40 percent in grade 5; enrollment succeeded targets at grade 5, but fell below targets at grade 1-4 -- the reduction of qualifications allowed recruitment of more female teachers; the increase in girls enrollment was accompanied by a decrease in educational quality -- SAP plans seem to have weak underpinnings: evaluation concluded that some activities were based on wishful thinking rather than realistic planning; several reform efforts seemed to be introduced on trial-by-doing basis instead of careful analysis (p 6) -- parents were unable to sustain the Fellowship Schools that were started with community contributions (p 30)
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Cameroon	1999	African Girls Education Initiative Midterm Review, Country Report: Cameroon	<ul style="list-style-type: none"> -- decentralized management project aimed at promoting enrollment, retention, achievement, school completion -- objective: to improve access of children age 6-16 to basic education (with emphasis on girls) -- activities included: social mobilization, capacity development for curriculum improvement, curriculum development, provision of teaching supplies, rehabilitating school buildings, encouraging community participation -- achievements: girls enrollment increased by 4% in project schools; dropout decreased by 2.4% in target provinces; enrollment's increased by 8.4%; 258 teachers and 200 administrators trained -- community participation less successful; project encountered resistance by parents who did not wish to pay more in their contribution for local schools -- identified constraints to progress toward project objectives; in particular, stronger coordination between UNICEF and other organizations and Cameroon government needed -- report concludes that project activities were well-intentioned but implementation was too scattered and impact is not evident; UNICEF needs more coordination among programs with and with other agencies also working in Cameroon
West Bank and Gaza	1998	Gender Audit	<ul style="list-style-type: none"> -- examined whether gender considerations were taken into account during the design and implementation and monitoring of selected projects so that projects would benefit men and women equally -- found that substantial challenges remain in promoting gender awareness in incorporating gender sensitive approaches -- findings: project documentation acknowledged in gender concerns, but few concrete steps were taken to implement gender strategies within projects -- gender analyses were not used as basis of project preparation and design -- EMIS project did address some gender concerns, did promote gender disaggregation of data
Yemen	1997	Children First: Yemen Mission Evaluation Report -- The Hamlet Girls School Project	<ul style="list-style-type: none"> -- project emphasized use of female teachers, locating schools near villages, incentives for teachers, allowing married girls to enroll in school -- project appears to have been successful in encouraging girls enrollment; for example, in one site, the percentage of girls aged 6 to 12 enrolled in project schools is approximately 85.8% compared to enrollment of girls in government schools at 14.2% -- reasonably good evaluation

Niger	1996	A Rapid Appraisal of the Girls' Education Program in Niger	<ul style="list-style-type: none"> -- interventions included (1) training teachers in techniques designed to improve literacy among girls and (2) literacy camps for girls -- study summarizes data from seven pilot sites -- about half the teachers in each project site were reported to have participated in the training but no data were provided on impact of the training -- the number of girls tested at the literacy camps was reported but the test scores were not reported, so evidence of impact is not clear -- report is brief and lacks description; many tables lack description of what the information meant; report was difficult to interpret
Chad	1996	Evaluation of Preschool in Primary Education Projects	<ul style="list-style-type: none"> -- central question of the evaluation was 'how efficient are the primary school programs in Chad and are they as effective as they could be at both preschool in primary levels?' -- this evaluation documents fairly broad implementation of programs designed to assist parents in maintaining the health and education of their children -- project provided for continuous training for teachers at these levels; training particularly focused on participatory methods of teaching -- there was evidence of a growing appreciation for the importance of education within the population and among policymaking -- classroom observation indicated more that more innovative techniques were being used in project classrooms that were non-formal and less threatening for children of non-educated parents -- however, the efficiency of the program was limited by poor planning, small government investment, the lack of collaborative strategies

Egypt	1995	Rapid Assessment of the Community School Project in Egypt: Perspectives for Long-Term Sustainability and Applicability to Strategies in Girls' Education in Other Countries	<p>-- discussed critical elements that must be part of any strategy to integrate community schools into larger MOE EFA strategies and issues related to replicability</p> <p>-- concluded that three factors were essential to success: (1) community consensus and active participation in school governance; (2) strong project management by NGOs with adequate funding; and, (3) dynamic leadership</p> <p>-- finding: community schools compare very favorably with government schools on student attendance, community participation, and a variety of other factors</p> <p>-- finding: schools that are small, free to students, conveniently located, with strong leadership are more effective than government schools</p> <p>-- constraints on going-to-scale are the high management and per student costs, incompatibility of community schools with centralized bureaucratic management, dependency on constant supervision, lack of linkages with preparatory and secondary schools</p> <p>-- (p 29): sustainability will require extensive institutional changes in the overly centralized ministry; community schools need more linkage national school system if they are to be sustained</p> <p>-- unit cost of community schools is 25 percent higher than unit cost of public primary school</p>
Zambia	2000	Preliminary Report of the University of Zambia PAGE Monitoring and Validation Team	<p>-- evaluation of five interventions in the pilot phase of PAGE</p> <p>-- project was aimed at developing district action plans for girls' education; training more women teachers; improving teacher training colleges;</p> <p>-- introducing more gender sensitivity into education</p> <p>-- description of specific interventions was weak; not clear what PAGE project was about</p> <p>-- urgent issues arising in the project prompted this preliminary report: e.g., activities were being constrained by lack of funding; delays in funding activities were jeopardizing implementation of project; implementation was stalled in several sites; evaluations suggests haphazard implementation</p> <p>-- results of this study seemed to contradict 1998 evaluation study of PAGE project</p> <p>-- one issue: women wouldn't move to take promotions or opportunities away from their family; this thwarted the introduction of more women teachers in rural schools</p>

Guinea	1999	Midcourse Evaluation of Basic Education Programs, 1997-2001	<p>-- sought to improve basic education through introduction of multi-grade classes, non-formal literacy centers, teacher training, with a particular focus on girls education</p> <p>-- activity included four components: (1) improved physical and transportation infrastructure; (2) development of girls' schools and training centers; (3) improved national capacity to improve textbooks, more innovative policies, multigrade classrooms, structured support for non-formal education; and, (4) implementation of management teams to enlist communities support</p> <p>-- report identified extent to which project was being implemented; too early for assessment of outcomes; report intentionally focused on delivery of inputs</p> <p>-- reports number of teachers trained, number of parent advisory groups established</p> <p>-- project appeared to be on course</p>
Morocco	1999	Formative Midterm Evaluation of the Education Component of Rural Development	<p>-- evaluation was conducted at the midpoint of project</p> <p>-- project was the intended to improve educational resources for girls & improve training in such areas as social mobilization in classroom and library management</p> <p>-- focus of activities: creation of libraries, para-educational activities such as gardening, distribution of books and teaching aids</p> <p>-- findings: evaluation documented higher female literacy rates and pilot sites than in rest of country; parents appeared to have more favorable attitudes toward girls' education; parents and teachers held positive attitudes toward project</p> <p>-- only 4 libraries were not constructed in the two-year period; however, libraries that were constructed remained under-furnished</p> <p>-- para-educational activities remain a serious problem; few in education system knew how to integrate existing resources into the para-educational activities</p> <p>-- distribution of books and instructional aids was completed however few parents seem to see the worth of this activity relative to such activities as well digging in economic development</p> <p>-- implementation was uneven across activities due to the ambitious nature of the project</p>

Zambia	1998	Advancing Girls' Education in Zambia	<ul style="list-style-type: none"> -- PAGE: Program for the Advancement of Girls' Education -- project objectives: to increase the number of female teachers; sensitize schools staff to gender issues in education; -- introduce a single sex classes; develop and introduce EduKits -- project is completed two-year pilot phase and up and is about to go to national scale -- implementation study indicated project was on track, evidence that project is being well received in communities and positively influencing girls achievement -- teachers perceptions of the project are that it improved attendance, enrollment and achievement; actual data on attendance and enrollment not provided -- findings seem to contradict 2000 study that says that implementation is a problem -- executive summary overstates the positive results of the study (relative to their description in the text)
Zambia	1997	Mid-Term Evaluation of PAGE	<ul style="list-style-type: none"> -- PAGE: Program for the Advancement of Girls' Education -- well written study -- tried to change policy to allow pregnant girls remaining in school; promoted disaggregation of data by gender; gender sensitization; advocacy in schools and communities -- study found that project lacked clarity about roles and responsibilities, even when roles had been defined -- little data on impact available at this time at time of study

Brazil	1997	Summary of the Evaluation of Project Girls, Women and Citizenship	<ul style="list-style-type: none"> -- girls education project aimed at improving girls health, sexual awareness and empowerment -- this evaluation was solicited by UNICEF in the interest of identifying positive experiences in their partnerships with NGOs -- objective of program was to construct a new social identity for women in the Mata Sul region -- intervention was poorly described -- participants are very positive about the program impacts on their own lives -- document implies project is having a good impact but little concrete data were presented in support of actual program impacts -- outcomes: six municipalities have legalized their women's groups; literacy levels increased -- as a result of loss of staff, it has become difficult to manage project activities -- women's groups are still not completely organized and are not fall in women do not fully understand their roles as coordinators presidents treasures
Zimbabwe	1998	Girl Mentor and Camfed Projects: A Rapid Assessment	<ul style="list-style-type: none"> -- project instituted girls' boarding schools and involved a direct scholarship program -- study reported generally negative findings -- findings: girls not selected from neediest families; project had positive impact on girls attitudes but not necessarily their achievement; girls in project did not get more time to study and parents' attitudes did not change -- not clear if project made a difference in their school performance -- evaluation concluded that sustainability was low -- community members did not want to assist needy children from other families -- impact of project remains unclear but indications were generally negative

Egypt	1995	Evaluation of Egypt's Community School Project	<ul style="list-style-type: none"> -- project to improve girls access to schooling evaluation conducted 3 years after start of project; traces and reports level of implementation; looked at cost -- report indicates project has resulted in the 34% increase in access to schools for girls in villages where the project was operating -- project schools have a high average attendance rate and a low dropout rate; students in project schools demonstrate improved personal hygiene and health -- generally good impact data provided; evaluation reports student achievement scores -- evaluation reports projected costs, but does not compare regular school costs to project school costs -- report offers an interesting picture of how recurrent costs go down as project endures; project provides a good example of raising costs but improving efficiency -- generally positive findings
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UNICEF/HQ	2000	Second Consolidated Report to the Government of Norway on the UNICEF-African Girls' Initiative	<ul style="list-style-type: none"> -- reports on a coordinated, multi-country program guided Girls' Education: A Framework for Action -- the global girls education project identifies seven key strategies (modus operandi more than specific activities) for promoting girls' education initiative was designed to implement a distinct and coherent vision for achieving change in girls' education in 18 African countries -- initiative targeted resources to countries with greatest gender imbalances in primary school enrollment -- among other things, initiative promotes political commitment of governments towards girls education -- this study reviews and synthesizes experience of 18 countries; documents activities and inputs -- documents inputs and changes in key indicators overtime and for each country; study is rather general in its claims for success of activities -- provides good synthesis/overview of girls' education activities; good tracking of how much money was spent across categories -- accomplishments: girls education is being integrated international education plans; demand for educational quality has increased girls access to education has increased; capacities are being built; increased awareness of problems of girls not being in school; increased community participation in some countries -- found that regional technical assistance committees have not worked as well as expected
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Yemen	1998	Formative Assessment Report, UNICEF Area-Based Program, Abyan and Ibb Governorates, The Republic of Yemen	<p>-- goal: to improve school enrollment environment in order to remove supply-related barriers to girls education</p> <p>-- activities included construction of classrooms; provision of furniture and educational supplies; training of female teachers</p> <p>project focused on specific districts in villages</p> <p>-- purpose of evaluation was to identify strengths and weaknesses of project implementation; used both qualitative and quantitative methods</p> <p>-- findings: project schools were more cost-effective than non-project schools; girls' enrollment did not differ between the project and non-project schools; project seems successful in promoting community contributions that have led to additional resources for school improvement</p> <p>-- project was considered quite successful; community participation went well; community members held UNICEF project in very high regard</p> <p>-- evaluation identified weak coordination of information flow between UNICEF and MOE as a problem in project implementation; need better ways of documenting activities demonstrating community participation</p> <p>-- findings: the supply oriented approach adopted by UNICEF is not sustainable; activities are unlikely to be sustained without continue external resources; evaluation concluded that addressing only supply side of girls education is not enough; must address demand-side</p>
Zimbabwe	1995	Evaluation of CIDA/UNICEF Girls Education Program	<p>-- project components: early childhood education and adult literacy, quality and relevance of basic education, and gender sensitivity in the education system</p> <p>-- evaluation set out detailed indicators of progress in each area; documented activities undertaken to achieve each goal; very well written and well laid out report</p> <p>-- findings: implementation was going well</p> <p>-- noted that changing beliefs, attitudes, perceptions takes time and that gender sensitization needs to take place within broader framework of objectives of school learning</p> <p>-- provides reasonably good cost data; in particular, reports overall financial disbursements</p>

Regional, West Africa	2000	Attitudes and Actions of Education Actors in Light of Girls' Education	<ul style="list-style-type: none"> -- study seeks to identify the attitudes that help or hinder girls' education West Africa -- the assessment focused specifically on the Initiative for Girls' Education in Africa -- no specific definition is given but the program appears oriented toward changing the attitudes of rural parents vis-à-vis their daughters education -- although IFEA was judged to have been successful in other countries, the authors conclude this sort of policy takes time to demonstrate impacts; -- they suggest that programs designed to assist girls in rural areas be more sympathetic to and better aligned with family time commitments and should focus on forging education-community links
Zimbabwe	1998	Achieving Gender Equity in Education in Zimbabwe	<ul style="list-style-type: none"> -- identifies factors supply and demand affecting the participation of girls in education and factors contributing to poor quality of education -- advocates a program to improve girls school participation and achievement -- program would include social mobilization, gender sensitive instructional materials, emphasis on rural farm schools, ongoing monitoring of trends in girls education -- lays out series of proposed activities
Sudan	1998	Girls Education in Displaced Camps in Khartoum State	<ul style="list-style-type: none"> -- to determine reasons that constrain girls' enrollment and persistence in basic education for camps for displaced persons in Khartoum -- to propose ways to enhance girls' enrollment and persistence in basic education -- based on literature review, site visits to schools in refugee camps, questionnaires, interviews with educators and children -- parents inability to pay school fees was major constrain girls' enrollment; domestic work in early marriage were also factors constraining enrollment -- lack of coordination among different actors in the provision of education was a major constrain -- problem: the belief that educating girls makes him unfit for work expected from them after marriage -- evaluation found little or no coordination among NGOs; some NGOs have clash of interest, e.g. Islamic vs. Christians both wanting to convert members -- evaluation advocates feeding programs, earn while you learn classes, special classes for dropouts, vocational training, literacy classes for women, innovative curriculum, a drop in school fees, better coordination among providers, and more advocacy at the community level

Morocco	1996	Intermediate Evaluation of Projects Related to Scholastic Achievement of Girls in Rural Areas	<ul style="list-style-type: none"> -- girls education project with a specific focuses on rural communities -- project attempted to generate higher demand for schooling among girls -- the policy had measurable goals, for example, to ensure enrollment of 80% of rural girls; however, there did not appear to be specific implementation activities -- much of the results is based on surveys of attitudes, especially parents and principles -- programs are described at a policy level; local programs in Morocco were not clearly described -- identified constraints on girls' participation in education
Zimbabwe	1997	The Rapid Assessment of Policymakers' Attitudes Toward the Education of Girls	<ul style="list-style-type: none"> -- interesting research study -- findings suggest that those in key positions of influence within government are aware of the gender inequalities in education and are aware of the international debate on gender; -- however, men in positions of influence and power do not always bring a gender analysis to the issue. They still see debate as a concern only for women; to men, empowerment is equal to taking power from men and giving it to women -- affirmative-action is widely, but wrongly, viewed by men as preferential treatment for women and girls with lower abilities -- few of the respondents offered concrete strategies for going forward; in many respects, policymakers are still at the stage of articulating the problems without formulating solutions. -- gender is still equated with women's issues and is seen primarily as a the woman's struggle
Zimbabwe	no date	Situation Analysis of the Girl Child in Southern Africa (Paper Entitled: Strategies to Change Discriminatory Practices Affecting the Girl Child in Zimbabwe)	<ul style="list-style-type: none"> -- conference paper which reviews a series of strategies for promoting girls education

Activities to Raise Education Quality: Teacher Training

Country	Date	Title	Main findings
Myanmar	1998	Sisyphus' Challenge: Primary School Improvement in Myanmar	<ul style="list-style-type: none"> -- project emphasize decentralized teacher training to promote child centered, activity-based learning -- based on classroom observation of teachers' instructional practices -- teaching practice did improve and enrollment increased in project schools -- successful in promoting initial change for schools and communities new to project; sustaining change in continuation schools was more elusive (p.33) -- teachers reinterpreted what they had learned to fit overall climate of rote learning, instead of creating climate of more student-centered instruction -- project lacks system ongoing support for teachers after they were trained (p. 34)
China	1996	Evaluation Report on the Periodic Strengthening of Teacher Training Project	<ul style="list-style-type: none"> -- observe teacher practices and conducted a survey of students -- did not compare trained with untrained teachers, so can't really tell if the project was successful in promoting student learning -- report focused a lot on the management of the facilities instead of the learning process -- concluded that process was very successful, but conclusion did not appear to be based on the data collected
Bangladesh	1996	Subcluster Training: An Evaluation of the Programs Achievement	<ul style="list-style-type: none"> -- to assess the achievement of subcluster training program operating with primary school teachers in 36 districts -- to assess impact of training on teachers, on student learning, teacher attitudes; and management of program -- post-test only control group design -- teachers generally positive about the training -- enrollment in subcluster schools was better than non-subcluster schools -- attendance, especially of girls, was higher in subcluster schools; dropout rate lower in subcluster schools -- teachers and head teachers believed learning situation had improved in subcluster schools more than in non-subcluster schools; no comparison of student achievement was conducted -- teachers thought instruction was more student centered (based on teacher opinion)

Country	Date	Title	Main findings
Yemen	2000	Comprehensive Report: In-Service Training Option for Yemen	<ul style="list-style-type: none"> -- to review in-service teacher training and recommend a feasible and cost-effective approach to in-service teacher training -- encountered resistance to evaluating current in-service programs -- critical of cascade method of teacher training (dilution of effect) (p.17) -- for training to be effective, teachers conditions of employment (salaries and were conditions) need to be improved (p. 27)
Sudan	1999	An Evaluation of the Basic School Teacher Education and Training Support Programs and Their Impact on the Learning Environment	<ul style="list-style-type: none"> -- evaluates UNICEF support to teacher training programs to determine if they met their objectives -- assesses the problem with current teacher training; the inappropriate distribution of teacher training opportunities; and, the need for more teacher training -- dropout from teaching and from teacher training is very high -- argues that existing distribution quality of teacher training is not adequate, more is needed -- no clear system for allocating in-service opportunities to geographic areas; training tends to go to affluent areas instead of poor areas -- claims to be assessing impact of UNICEF supported in-service teacher training, but actually only assesses the status of and need for more teacher training teachers -- concludes that that teacher training plans should take into account the actual need for teachers
Bhutan	1997	Impact Analysis of Teacher In-Service Programs in Bhutan	<ul style="list-style-type: none"> -- assesses effectiveness of existing in-service teacher training programs, teachers need for improved in-service training -- assesses adequacy of current in-service opportunities for training -- 2/3 of teachers felt in-service could be improved -- there was little professional support in schools for teachers implementing new ideas following their in-service training -- teachers tended to be dissatisfied with quality of professional input and school-based in-service programs -- training was too narrowly focused on immediate needs -- called for national in-service strategy

Country	Date	Title	Main findings
Cape Verde	1997	Daily Life and Education: Educational Deficits in Cape Verde	<ul style="list-style-type: none"> -- assessed professional development in basic education (math, Portuguese, science); improved sanitation, and promoted professional development of educational leaders in planning and management -- evaluation concluded there were serious deficiencies in education system; students were often absent and lack textbooks -- 62% of the teaching staff lacked professional certification

Activities to Raise Education Quality: Multi-Grade Teaching

Country	Date	Title	Main findings
Guinea	1999	Analysis Of Multigrade Classroom Management in Guinea	<ul style="list-style-type: none"> -- multigrade classrooms particularly used in rural situations -- although a number of problems were raised regarding multigrade classrooms, such as poor teacher training and poor provision of equipment, multigrade teaching was judged relatively favorably -- surveys of students indicated generally positive feedback, including 63% who, given the opportunity, would stay in the multigrade classroom -- teachers also responded favorably, noting that multigrade classrooms reinforced autonomy among students, increased literacy rates, and increased access to schooling in rural areas -- the need for better teacher training is the most frequently cited problem -- needed improvement on part of principles, local curriculum writers, and decision-makers were identified and discussed.
Columbia	no date	Achievement Evaluation of Colombia's Escuela Nueva	<ul style="list-style-type: none"> -- World Bank sponsored evaluation of project previously funded by UNICEF -- students in this multi-grade, rural education program attained higher achievement scores than students in traditional schools at a unit cost of only 5-10% higher -- advantages of this approach: multi-grade, flexible promotion, special instructional materials and teacher guides, rural oriented, mastery learning oriented -- individual background factors still mattered in student achievement levels; achievement was related to access to electricity, amount of teachers pre-service education, and number of books in the home

Vietnam	1998	An Evaluation of the Multigrade in Bilingual Education Project	<ul style="list-style-type: none"> -- purpose of evaluation was to assess status of project implementation -- where multigrade component are in place, the project is a major success -- project is having positive impact on enrollment -- where project is not working, it is generally a problem of inadequate teacher training -- bilingual education component: to teach both Vietnamese and ethnic minority language -- newer component, not well understood by the is educators -- this project is an effort to change the way bilingual education is taught -- the way bilingual education is usually taught in Vietnam goes against the bulk of research and education (current practice is to teach Vietnamese and then teach minority language; international research suggests teaching local language and then moving into Vietnamese) -- intended teacher training was provided -- project was successful in mobilizing communities to support enrollment; less successful in getting communities involved in reducing dropout -- no consistent data on project performance collected across project sites; no clear set of indicators being used across project schools
Philippines	1998	A Study of the Implementation and Initial Outcomes of the Multigrade Demonstration School Project: Case Study of Tanglad Elementary School	<ul style="list-style-type: none"> -- to document implementation processes and experiences of the multigrade demonstration schools and assess initial school outcomes -- students showed a declining in achievement during the first year that multigrade classes were implemented but rebounded in showed an increase in achievement in this second year of implementation -- parent involvement component seemed to be successful -- teachers teaching in multigrade classrooms reported personal and professional -- observation of multigrade students suggested that they developed leadership and independence -- evaluation was generally positive about the implementation and effects of multigrade classrooms

Country	Date	Title	Main findings
Philippines	1996	Multigrade Program in Philippine Education (MPPE)	<ul style="list-style-type: none"> -- part of Mid-term Review of Fourth Country Plan for Children -- rapid appraisal and assessment of MPPE; to assess implementation -- teachers were very negative about teaching in the multi-grade class -- delays in releasing training funds post problems for the teachers -- multi-grade learning materials and multi-grade instructional packages were very well received by teachers and administrators -- cascade teacher training generally went okay; some trainees didn't think it was adequate -- considerable teacher turnover, since teachers were transferred to mono-grade classes at the first opportunity; hence, continuous training of teachers was needed, -- social mobilization and advocacy were successful -- in grade 3, multi-grade students performed better than mono-grade students; at grade 6 mono-grade students perform better than multi-grade -- monitoring and supervision were weak; supervisors lack training, no clear plan for supervision; multi-grade schools were rarely or never visited by a monitor or supervisor
Nicaragua	1999	Diagnostic Regarding Social Educational Situation of the Multi-grade Modality in the Municipalities of San Dionisio Esquipulas, San Nicalad, Achuapa y el Sauce	<ul style="list-style-type: none"> -- discussed current status of education in multi-grade schools -- objective of study was to provide information that will lead to higher school achievement and reduced dropout rates in primary education -- study describes social, economic, and historical overview of the municipalities -- analyzes and describes organizational structure of schools, technical assistance to teachers, parental participation, attendance rates, etc.. -- recommendations are then offered with regard to teachers, municipal delegations, and management of primary education -- the new curricular reform being implemented by multi-grade schools is emphasizing increased literacy, decreased dropout -- project activities are aimed at strengthening the instructional process

Country	Date	Title	Main findings
Nicaragua	1996	Report on the Consultancy about "The Improvement of Multi-grade Schools in Curriculum Transformation"	-- presents a situation analysis and discussion of educational strategies to implement a "new" curriculum in multi-grade schools that has already been implemented in the regular public schools; reason for this study is to identify potential problems in implementing the new curriculum in multi-grade schools -- report claims that multi-grade schools are generally not effective; argues that new curriculum will help -- document describes the multi-grade schools but does not clearly describe the current curriculum reform they wish to introduce
Guinea	1999	Guinea Analysis of Multi-grade Classroom Management in Guinea	-- although a number of problems were raised regarding multi-grade classrooms, such as poor teacher training and equipment, multi-grade classrooms were judged relatively favorably. -- surveys of students indicated generally positive feedback; teachers also responded favorably some; evidence that multigrade classes increased literacy -- inadequate training of teachers and principles was cited as a major problem

Activities to Raise Education Quality: Student Centered Teaching Studies

Country	Date	Title	Main findings
Croatia	2000	Improved Quality and Relevance of Education: Active/Efficient School	<ul style="list-style-type: none"> -- reports behavioral data on classroom practice; uses established evaluation model -- developed and used good affective measures -- differences in affect were few and small but favored the active schools -- program to introduce pupil oriented teaching -- strong evidence that teachers implemented the new instructional methods -- children were happier in school -- no significant difference in school characteristics, in pupil teacher communication, development of students creativity, or independence evidence of small gain in parent satisfaction with schools -- teachers generally favorable toward active schools; but teachers report not enough time to implement full curriculum -- no achievement or efficiency data were reported
Croatia	2000	External and Internal Evaluation of the project: Active/Efficient School	<ul style="list-style-type: none"> -- focused on implementing pupil oriented teaching (active student learning) techniques -- focused on teacher training aimed at promoting pupil oriented teaching techniques -- promoted parent involvement in children's schooling -- used experimental and control school design -- the evaluation looked at the changing classroom process, not student learning outcomes

Country	Date	Title	Main findings
Mauritius	1999	Evaluation Report on the Inclusive Pedagogy Project in RCA Schools	<ul style="list-style-type: none"> --UNICEF commissioned evaluation; that examined extent that teachers' pedagogical practice has changed, extent of parent involvement, and impact of pedagogical practices on students' language learning -- found that same frontal teaching methods continued to be used with pupils sitting in groups rather than in rows -- teachers not very able to manage continuous assessment, due largely to large class sizes -- overall: some positive changes in classroom practice and student participation in learning activities, but interactive learning was constrained by large class size -- no student achievement data was provided -- teachers had some difficulty implementing inclusive pedagogy in large classrooms; sometimes they did not fully grasp aspects of the concept of student participation
Colombo	1997	Evaluation of the UNICEF Assisted Small School Project	<ul style="list-style-type: none"> -- examined how approaches, materials and processes used in 50 targets schools impacted an overall development of small schools -- undertaken to detect implementation problems, to suggest how approach could be extended other schools -- midday meal, gardening plot, self learning cards met with limited success -- wide variation in how teachers actually used methods and materials -- teachers believe active teaching approach motivated students -- teachers and principles liked the training they received, found it relevant, but actual use of new newly acquired skills was limited -- evaluation cited deficiencies in program planning and implementation which limited the effectiveness of the project -- concluded that project activities show some promise, but overall results were less than anticipated -- project did not show consistent or adequate impact on student achievement scores

India	no date	Evaluation Of Joyful Learning Program in Maharashtra	<ul style="list-style-type: none"> -- to promote pupil-centered teaching practices -- teachers were satisfied with joyful learning training -- teaching aids were more available in <u>control</u> schools than in treatment schools -- teachers did not make much use of teaching aids; little use of teaching aids even when they were available -- teacher training was not integrated into teachers' classroom practice; observation indicated teachers tended to continue using traditional teaching methods -- multiclass teaching was not particularly affective -- greater parent participation, but not of low SES or low income parents -- no significant difference in attendance pre-post -- no difference in retention between control and treatment districts -- similar achievement levels between project and conventional schools -- boys' achievement was higher in comparison schools, girls' achievement was higher in project schools -- in math, control districts outperformed project districts -- no significant difference in language learning between control and project districts -- little was achieved in teacher motivation (P. 28) -- project did not change teaching practices -- monitoring and supervision were neglected
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Country	Date	Title	Main findings
India	1998	Evaluation of Joyful Learning Program in Karnataka	<ul style="list-style-type: none"> -- method discards conventional methods of teaching via textbooks and uses activity cards and self-study methods -- some teachers report improved self-confidence and self-esteem and job satisfaction -- 1/3 of teachers had not receive training in the program (particularly newly appointed teachers) -- enrollment declined in both project and comparison schools; sharpest decline in project schools (due to new schools opening nearby) -- attendance improved in both project and comparison schools; greatest improvement in project schools -- differences in dropout were negligible -- achievement in math and language in project and control schools improved; project school achievement improved more poor community participation; lack of awareness about programs in community
India	1998	Evaluation of Joyful Learning Program in Orissa: Final Report	<ul style="list-style-type: none"> -- a teacher empowerment project designed to promote active participation of teachers and students in the learning process -- used comparison group design -- 12% of teachers in project schools did not know about project -- teachers had low awareness of key program components (P. 28); teachers felt their training in program elements had been weak -- 84% of teachers thought program raised their confidence and self-esteem -- no impact on enrollment or attendance between project and comparison schools (P. 36) -- students in project schools scored marginally higher than control schools in numerous city; comparison schools did marginally better in language (P. 42)
Macedonia	1996	An Evaluation of the Interactive Learning Project in the Former Yugoslav Republic of Macedonia	<ul style="list-style-type: none"> -- a successful project because it produced changes in teaching practice -- did not report information on student learning

Country	Date	Title	Main findings
Syria	no date	The Global Education Initiative: Syria's Flying Carpet	<ul style="list-style-type: none"> -- focuses on examining issues of implementation of global education initiative -- discusses challenge of extending access while maintaining and improving school quality -- project to implement the global education initiative, consisting of a curriculum, active student learning methods in the classroom, and a reform strategy -- GEI makes heavier demands on teacher and creates more work than conventional methods -- notes some problems in implementing GEI in overcrowded classrooms (slows down delivery of curriculum) -- asserts and assumes value of global education initiative, but learning outcomes are not reported
China	1998	UNICEF -- Government of China Cross-Sectional Community Level Field Appraisal	<ul style="list-style-type: none"> -- purpose was to assess situation of children and communities; to identify factors effecting development of education -- summarizes responses of parents and community members to a series of interview questions -- found that Chinese education follows a teacher-centered, exam-oriented instructional methods; few teaching materials were available beyond textbooks -- dropout is due largely to poverty, distance to school -- report not clearly linked to particular project or intervention

Activities to Raise Education Quality: Curriculum Development

Country	Date	Title	Main findings
Senegal	1997	Study of Pilot Schools	<ul style="list-style-type: none"> -- project focused on development and training of new school personnel (including principles and curriculum writers); establishment of a broad government system to oversee the creation of new pilot schools -- each new principal wrote a management plan detailing how school will be managed, how parents would be involved, and how costs will be minimized for school users -- educational program was then developed focused on basic education, mixing formal and non-formal methods -- schools did not reach their goal because of school design issues; curriculum was too vague and theoretical; schools did not make use of local resources -- the disconnect of school from their local environment was exacerbated by the fact that French, not the native languages, was the language of instruction in the schools
Burundi	1997	Program Evaluation of "Build Peace" Project	<ul style="list-style-type: none"> -- project was to: implement teaching methods in how to resolve conflicts peacefully; create a peace education task force; create education materials for peace education; conduct seminars for teachers -- project was focused specifically in children in difficult circumstances, such as refugee camps, by using materials to help integrate literacy education with peace education -- evaluators concluded that the project had been successful in impacting the attitudes of children and education staff toward peaceful conflict resolution, although the evaluation only use data from adults. -- a positive side effect was increased communication skills among teachers who were using project materials; according to survey results, teachers felt more comfortable communicating with others; teachers themselves appeared to have a difficult time communicating, given the violence of the recent past -- although data suggested students in difficult circumstances benefited, little evidence was given that looked at what unique contributions this program made the students

Country	Date	Title	Main findings
Palestine	2000	Evaluation of the Global Education Program	<ul style="list-style-type: none"> -- a national program for introducing global education curriculum to the school curriculum -- study examined how participating students, teachers and principals viewed the global education program -- most students liked the program; teachers generally did not feel comfortable with the program; principles are generally positive toward program but had reservations -- teachers and principals feel they needed more training in how to teach the program -- no cost data provided; no impact data beyond perceptions of participants was provided
Honduras	1996	Report on the Review of Project “Active and Participatory Schools”	<ul style="list-style-type: none"> -- project modeled after the Escuelas Nuevas project in Columbia; uses social mobilization, community participation, curriculum development, evaluation capacity building to improve quality of education -- purpose of evaluation was to review the advances, limitations and difficulties encountered in implementation of this project -- project components are well described -- special attention is given to going-to-scale as an issue for this evaluation -- evaluation concluded that project is being successful -- repetition and dropout did not decline but evaluation argues this was due to social and economic factors and failure to implement the flexible evaluation system for students -- teachers, administrators, parents, and children liked the project -- administrative component experienced greatest problems; capacity building component has had strongest impact -- lack of stakeholders understanding of the learning process negatively impacted the success of the implementation
Cambodia	1998	Curriculum Development project in Cambodia	<ul style="list-style-type: none"> -- well-written and comprehensive discussion of the process and current issues in the development of school curriculum in Cambodia -- offered suggestions for how UNICEF might support the curriculum development process

Country	Date	Title	Main findings
Nicaragua	1996	Report on the Consultancy about the Improvement of Multi-grade Schools in the Frame of Curricular Transformation Conducted for the MED and sponsored by UNICEF	<ul style="list-style-type: none"> -- discusses educational strategies to implement a “new“ curriculum into multi-grade schools (a curriculum that has already been implemented in the regular public schools); -- reason for this study is to identify potential problems in implementing the new curriculum in multi-grade schools -- document describes the multi-grade schools but the curricular reform being advocated is not fully clearly described
Brazil	1998	Distinctive Glances Of Citizenship	<ul style="list-style-type: none"> -- a paper advocating citizenship education in the schools -- transcripts and proceedings of a seminar conducted as a collaboration of UNICEF and several local NGOs working with citizenship, child labor, and community organizations -- seminar intended to suggest goals and strategies for developing citizenship education across these organizations and target audience

Activities to Raise Education Quality: Outcomes Based Education/Core Competencies/Minimum Competencies/Basic Competencies

Country	Date	Title	Main findings
India	1997	Evaluation of the MLL Program in Gujarat	<ul style="list-style-type: none"> -- Minimum Level of Learning (MLL) project was implemented in 1014 schools in 1991 this study evaluated impact of program on achievement levels, reviewed teacher training program, surveyed perceptions of key administrators, teachers, and students about the MLL approach -- 3/4 of teachers think MLL has made a positive change in the teaching-learning process (p. 31) -- 1/3 said they changed their teaching practices -- MLL had limited impact on enrollment -- Grade 1 and 2 students were tested in three subjects; test scores represent only attainment measures; no comparison group or pre-test data on same group were available so data are difficult to interpret; cannot tell if achievement changed due to program
South Africa	1999	Managing Outcomes Based Education: Case Studies of Grade When Classrooms in the Northern Province	<ul style="list-style-type: none"> -- examined teachers' effectiveness in managing objectives-based education in 4 classrooms; part of a larger UNICEF OBE project -- findings: classrooms were similar in the use of teaching strategies; classrooms differed in the amount of learning materials available -- lack of resources hampered implementation of objectives-based education in 2 of the 4 classrooms
Tunisia	1999	Experimental Program in Basic Competencies: Analysis in Light of the Decision to Go To Scale	<ul style="list-style-type: none"> -- focusing on basic competencies is seen as a method of attaining increased quality and reducing dropouts; while report details action steps, it does not provide clear definition of basic skills -- the problems associated with the basic competency program rests in the fact that few staff understand what it means in practice -- as a result, the more structured and comprehensive school-wide changes envisioned by the program designers did not occur -- more training and better alignment of project activities to UNICEF and government goals is required

Tunisia	2000	Core Competencies: Ensuring Quality Education in Tunisia	<ul style="list-style-type: none"> --describes core competency approach in education and its introduction in Tunisia --describes achievements of that approach and some problems in implementation of core competency approach -- core competency approach received strong parental support -- students in core competency programs had higher achievement -- some evidence that teachers' instructional practices changed in positive ways -- core competency approach put heavy work burden on teachers; teachers did not receive all the support they needed -- this project was picked up by the World Bank for continued funding after being started by UNICEF (p,15)
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Activities to Raise Education Quality: Continuous Assessment

Country	Date	Title	Main findings
China	1998	Report on Monitoring Study: Achievement of the Pupils at the Primary Schools Under Project in the West of China (1996-97)	<ul style="list-style-type: none"> -- to monitor and appraise student achievement once every two years; to promote educational quality; to set up quality monitoring system -- evaluation compares student achievement across minority groups and provinces -- report was hard follow; comparison of same schools over time was hard to track -- not clear how monitoring data was used to promote achievement -- emphasis on achievement comparisons across groups and locations -- found that scores in monitored schools rose somewhat between 1995 and 1997
Myanmar	1998	Sisyphus' Challenge: Primary School Improvement in Myanmar: A Mid-term Review of UNICEF's CAPS and ACIS programs	<ul style="list-style-type: none"> -- to assess status, progress, relevance, effectiveness of programs -- programs involved teacher training, continuous assessment, decentralization, community mobilization, student-centered instruction -- project was intended to increase completion, reduce repetition -- classroom observation showed teachers are implementing different teaching methods and that there are more materials and supplies in the schools -- sustaining new practices in existing schools has been a problem
Myanmar	1998	Quantitative Assessment Of CAPS And ACIS Projects	<ul style="list-style-type: none"> --- project treatments are not described - CAPS (in 7940 schools): Continuous Assessment in Progression System -- ACIS: All Children in School -- study undertaken to produce indicators for monitoring and supervision -- used pre- and post-study design -- study does not report student achievement; only reports progression rates -- programs improved persistence in lower primary grades -- project schools had somewhat higher enrollment and completion rates compared to the same schools before the project began

Bangladesh	1996	Study Report on Evaluation of Continuous Assessment (CP A) in Primary Schools	<ul style="list-style-type: none"> -- aimed at reducing dropout -- continuous assessment of pupils' performance to ensure students developing intended competencies; to assess effectiveness and usability of continuous pupil assessment program -- most school management committee members did not know what continuous assessment was, though it had been in practice for several years --educators thought continuous assessment program was an effective method for promoting better learning and reducing dropout, but not very practical in current school settings -- learning achievement was below expectations -- data suggests that teachers continued to not be very objective in their assessment of children --teachers to not have clear understanding of objectives of continuous assessment -- based on achievement data, it appears that continuous assessment was not working properly and is not being exploited fully by primary school teachers -- a large number of teachers and parents indicated they did not favor the CAP program and education officers did not think CPA was effective, given the environment of the school; they supported continuation of continuous assessment only if class sizes were reduced -- a key problem was that class size remains large (above 50 per students) and absenteeism was high (30%)
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Activities to Raise Education Quality: Health and Education

Country	Date	Title	Main findings
Marshall Islands (Micronesia)	1995	Evaluation of the TCP Health Education Program	<ul style="list-style-type: none"> -- TCP: Teacher/ Child/ Parent program -- to strengthen income communication between teacher and parents; promote active student learning in classrooms; integrate health activities that children do it home with parents into school curriculum; integrate activities such as community gardening, sanitation into curriculum -- children in participating schools did not show gains in knowledge that will would reasonably be expected to occur (p. 13) -- the report identifies problems with instructional materials -- only 1 of 8 gardens was being maintained; this element was a failure (p. 20) -- project yielded generally disappointing results -- evaluator recommended project be considered for wider dissemination (after strengthening program)
Senegal	1997	Program Evaluation of Unicef -- Government of Senegal Cooperation	<ul style="list-style-type: none"> -- report examines government--UNICEF collaboration across health and education -- education chapter was missing from final report -- findings unable to be analyzed for this summary

Activities to Raise Education Quality: Bilingual Education/Literacy

Country	Date	Title	Main findings
Guatemala	1996	Annual Evaluation of the Program: Education for Development and Expansion	<p>-- a formative evaluation of 10 projects that fall under a larger UNICEF program</p> <p>-- overall program determined to be successful and will be implemented nationally</p> <p>interventions include social mobilization, introduction of learning standards, bilingual education for indigenous populations, strengthening linkages among education services, non-formal education for improved literacy, early childhood education</p> <p>-- objective of the program was to open 150 centers reaching 6000 children</p> <p>-- document states this project is a success; government has institutionalized the project; the World Bank is provided additional funding</p> <p>-- results varied by project component, e.g., development of early childhood education centers was successful (as measured by inputs), project for special-needs children was considered to not have met its objectives and to be a poor project; national commission for the promotion of lactation in mothers was considered a success</p> <p>-- good cost data reported</p>
Bolivia	1997	Survey of the Evaluation PROANDES, 1997	<p>-- objective of project is to improve the life of the poorest populations of Bolivians living in the Andes</p> <p>-- overall project has components addressing nutrition, education, water and sanitation, hygiene, empowerment of women, achievement in agricultural and animal husbandry; specific interventions introduced through this project are not described</p> <p>-- since baseline data is not always provided it is unclear how to interpret extent of gains</p> <p>-- document concludes that, overall, this project did help improve the standard of living of families but does not specify exactly how</p> <p>-- education component focuses on literacy training; both men's and women's literacy levels have improved, but men's literacy levels have improved more rapidly</p>

Bolivia	1997	Study No. 3: Baseline One, 1990 (An Approximation)	<ul style="list-style-type: none"> -- PROANDES is a cooperative UNICEF-Government of Bolivia program to make qualitative differences in Andean poverty -- document presents comparisons between selected years on key indicators to demonstrate the level of poverty and need in rural Andean areas -- interventions not discussed; rather, it reports indices of health, education, women's empowerment, etc. that provide overview of situation in the region -- the document does not analyze or indicate what factors contributed to the changes that were observed
Bolivia	1999	Final Report to UNICEF: Technical Assistance in the Area of Castellano (Spanish) as a Second Language	<ul style="list-style-type: none"> -- presented the current status of Spanish as a second language in Bolivia and examined implementation of a second language programming in one region -- reports that the greatest accomplish of the language program is that all teachers at the site are now teaching Spanish, though at various levels -- parents and families are happy and supportive of the bilingual education program and are getting more involved in their children's education -- study documents problems facing teachers who have been teaching Spanish: teachers are insecure about teaching Spanish because they do not have full command of Spanish themselves, or they are unsure of methods for teaching a second language -- concludes that there is a need for additional teacher training in teaching a second language
Bolivia	1997	Baseline (Basic Philosophy) Pro Andes: Potosi Cochabamba 1997	<ul style="list-style-type: none"> -- uses surveys and instruments used in early PROANDES activities to develop baseline data on new geographical area in which the program is being implemented. -- interventions are not discuss, data is provided on approximately 23 indicators to profile the new geographical area -- assumes readership is already familiar with the program -- results show meaningful drops in illiteracy between 1992 and 1997 in both the old and new areas participating in the program
Bolivia	1997	Studies for the Evaluation of PROANDES, 1990 -- 97: Preliminary Tables	presents baseline data used in evaluating PROANDES

Activities to Raise Education Quality: Community Participation Studies

Country	Date	Title	Main findings
Bangladesh	1999	Local Level Participation in the Management of Primary Schools and Bangladesh: An Evaluation of School Catchment Area Mapping In School Planning In the IDEAL Project	<ul style="list-style-type: none"> -- included activities to give school management committees, teachers, mothers, and students greater role in determining how school level budgets would be used -- Evaluation of school catchment area mapping; activity also involved local level participation in the management of primary schools and Bangladesh -- some schools had problems implementing the mapping -- increased parent and teacher involvement was associated with a generally positive impact on enrollment/attendance -- founded initial community interest in annual planning was high, but dwindled in subsequent years -- found that parents/guardians who were unable to or unwilling to contribute money to the schools avoided participation in planning or felt left out.
South Africa	1999	The Self Managing Schools Project: A Review of Implementation in the N7 District	<ul style="list-style-type: none"> -- evidence of reduced grade repetition -- evidence of improved parent participation in school activities, teacher and student morale, and general school climate -- little change in enrollment rates, attendance pattern, or improved student performance, or student participation in class -- consensus of evaluators that positive results will eventually be evident as a result of the project, but it is still too early for them to become evident.
Ghana	1998	Child Scope: A Child-School-Community Project	<ul style="list-style-type: none"> -- concluded that little appears to have changed within the school, but community members demonstrated change in attitude, since they felt more ownership -- “the most persistent weakness of the project has been its lack of impact on the leadership, staffing, and teacher practices at the schools (p.51). The greatest benefit from the investment at this stage of project is the team's capacity: based on its commitment, vision, and increasing skills (p.56). -- based on this, evaluation concludes “we believe Child Scope has demonstrated a significant impact on children's well-being and participation (p.62).”

Ghana	1996	Report on the Internal Evaluation of the Child -School - Community Project (ChildScope) in Afram Plains	Evaluators concluded projects already showing signs of positive change but offered no clear supporting evidence offered to support the claim
Tanzania	1999	The Impact of Training School Committees, Teachers, and Ward Education Coordinators on Education Development in Tanzania	<ul style="list-style-type: none"> -- Evaluators concluded a positive impact because parents contributed time and money to new construction of classrooms, teacher housing, and toilets. -- Little or no evidence of impact on student participation or student performance -- Potential impacts undercut when some teachers who were trained were then transferred before they actually implemented what they were taught -- Evaluation made impact claims on the basis of level of inputs -- Executive summary overstates positive findings
Namibia	1996	Parents Participation in the Management of Schools	<ul style="list-style-type: none"> Parents' presence on the school board does not insure that parents will be involved in funding or instructional questions. -- The performance of learners, planning for the year, duration and starting time of the school day, approval of expenditures, medium of instruction, languages offered, and sports and extra mural activities were seldom discussed at the board meetings (p.10) -- Parents clearly knew little about what school funds were used for, who sets the amounts to be paid, how many pupils paid, or what additional funds had been raised. -- School boards are often not certain about how far their responsibilities and power extend.

Activities to Raise Education Quality: School Clusters

Country	Date	Title	Main findings
Cambodia	1998	Evaluation of UNICEF School Cluster Programming Cambodia: Summary of Findings and Recommendations	<ul style="list-style-type: none"> -- to assess impact of clusters schools on access, school quality, school administration, and community participation -- part of Mid-Term Review of five-year program of UNICEF work -- general orientation was that school clusters are effective; looked for ways to improve them -- found that clusters schools have made significant contribution to improving communication among schools -- teachers are not implementing student-centered teaching practices; teacher professional development activities within clusters are weak -- training creates conditions for change in instructional practices, but doesn't necessarily result in actual change; supervision has a limited effect in changing teacher practices -- teachers lacked effective follow-up after training; report offers recommendations for improvement
Cambodia	1998	Rebuilding Technical Capacity in UNICEF/CTO Supported School Clusters: A Study of UNICEF's Capacity Building (Education), Project 01	<ul style="list-style-type: none"> -- report documents that clusters schools have been effective in strengthening quality of education -- identified implementation problems in all major areas of cluster activities; proposes solutions -- observed the need for a follow-up support system for teachers -- found considerable disparity in operations across school clusters -- teachers in clusters schools still use traditional methods of instruction rather than teacher centered methods

Activities to Raise Education Quality: More Years of Education

Country	Date	Title	Main findings
Cape Verde, Africa	1999	Primary Education Project: Difficulties in Possibilities for Teachers and Students in the Education Apprenticeship Process	<ul style="list-style-type: none"> -- a government reform but developed in collaboration with UNICEF -- main intervention is expansion of basic education to six years and reformulation of curriculum -- intended reforms to improve educational quality are not clearly described -- results seem mixed: study claims, on one hand, to be reaching goals, but that other evidence shows system is not changing, remaining conservative, and moving away from intended reform -- findings: teachers do not have needed depth of knowledge in their disciplines; curricular content may be misaligned with teaching materials; need new student assessment methods

Activities to Raise Education Quality: Educational Planning/MIS Studies

Country	Date	Title	Main findings
Uganda	1997	Mid-Term Reviews Study: The Influence of the District Plans of Action for Children on District Development Planning in Resource Allocation	<ul style="list-style-type: none"> -- conducted interviews in six districts and a document review -- most existing plans still need a lot of refinement -- more districts are now preparing plans -- process of financial allocation in all districts is poor; a clear basis for allocations does not exist -- basis for allocation does not appear to conform to the priorities identified by the plans -- in the allocation process, after meeting fixed commitments, discretionary amount to be allocated according to plan is often too small to meet the need or to be meaningfully distributed -- there was disagreement among different stakeholders about the meaning of the plans (e.g., was it a process, a definite plan, etc.)
Niger	2000	Assessment of Scholastic Achievements in the Teaching Conditions and Training in Primary Schools	<ul style="list-style-type: none"> -- implementation of an MIS system; project tried to create an evaluation system to track and monitor elementary teachers (an evaluation “demonstration project”) -- study attempted to simultaneously evaluate teacher quality at the primary level (especially grade 4) and, at the same time, develop a national infrastructure for an ongoing evaluation of teacher competencies -- baseline information such as test data on math geometry reading and knowledge of current events was collected at the fourth grade; surveys to parents, teachers, and students were also distributed to get baseline data on attitudes and satisfaction levels -- no outcome data was provided

Activities to Raise Education Quality: Cost Study

Country	Date	Title	Main findings
Cambodia	1999	The Private Cost of Public Schooling: Household and Community Financing of Primary Education In Cambodia	<ul style="list-style-type: none"> -- published as an IIEP monograph, based on UNICEF sponsored work in Cambodia -- excellent monograph -- found high rates of private contribution in an ostensibly free education system -- without family contribution, teachers would not have enough to live on -- community contribution can lead to inequities and unequal access to schooling
Uganda	1994	Study on Costs and Cost-Effective Approaches To Primary Education In Uganda, Final Report	<ul style="list-style-type: none"> -- to determine unit cost of primary education; to examine cost-effective approaches to primary education and recommend strategies for their adoption; to recommend management strategies that would lower costs and promote sustainability -- findings: unit costs are increasing each year; costs are higher in urban (other than rural) areas -- government contributes about 65 percent of teacher salary (parents about 35 percent) but parents contribute more than government to non-salary expenditures and to the building fund -- inability to pay school fees was a major reason for non-enrollment and dropout -- to increase enrollment and reduce dropout, eliminate fees, allow parents to pay school fees in-kind, and builds schools closer to students
Rwanda	1999	Cost and Financing of Primary Teaching in Rwanda	<ul style="list-style-type: none"> -- examines what sort of resource allocation system will work best in Rwanda primary education -- noted that current funding levels were sufficient to cover only 55% of the cost associated with educating primary school students -- concluded that the heavy subsidies that maintain the current education system are not sustainable

Mali	1999	Community Schools in Mali: A Comparative Cost Study	<ul style="list-style-type: none"> -- a USAID study; not a UNICEF study -- discusses two models of community schools and compares them to government run schools -- analyzes their respective costs, and compares them to cost of government run schools -- while neither model is inexpensive, each may be more affordable than government run schools
Yemen	1997	Decentralization and Educational Expenditures in Yemen	--a World Bank's study: not a UNICEF study

Activities to Raise Education Quality: School Mapping

Country	Date	Title	Main findings
Tanzania	2000	Impact Assessment of School Mapping on Six Districts	<ul style="list-style-type: none"> -- purpose: more effective use of financial resources through better deployment of teachers and other school resources toward improving quality -- community contributions went toward buildings (even when need was low) instead of toward textbooks, where the need was high; buildings had a greater symbolic value -- even with good information from mapping, deployment of teachers seemed irrational -- parents lacked resources to contribute, even when needs were better identified -- deployment of teachers and resources did not seem to improve as a result of mapping information though community members knew more about their local schools (p.26) -- project raise school enrollments; raise awareness of community about their schools; did not affect deployment of resources are teachers

Children in Emergencies

Country	Date	Title	Main findings
Kosovo	2000	UNICEF Preparedness and Response in the 1999 Kosovo Refugee Emergency	<ul style="list-style-type: none"> -- UNICEF played a positive and important role in responding to the refugee situation -- quality and commitment of UNICEF has been exceptional -- UNICEF provided a longer-term continuity that was much-needed during emergency -- UNICEF is somewhat weaker on contingency planning and preparedness -- while effective people were deployed, human resources management was sometimes slow and erratic -- emergency supply logistics chain was not sufficiently rapid or reliable for the scale of this emergency -- uniform tracking, monitoring, and evaluation systems were not applied during the emergency -- UNICEF's policy advocacy with international agencies was not always adequate -- operations planning was weak
Rwanda, Somalia, Sudan, Uganda	2000	UNICEF's education response to emergencies and for African countries	<ul style="list-style-type: none"> -- commissioned as a regional study -- found that, except for Somalia, programs were not guided by a well-defined program strategy -- monitoring of delivery of supplies was generally weak -- education activities encountered problems with the availability of funds for emergency response in all four countries -- found that, while community involvement is important, when government breaks down, not all communities know how to engage productively to support education -- observed a tendency within UNICEF to pay too much attention to side activities (posters, psychosocial modules, carpentry projects, gardening). These activities are not always well integrated into the main education system activities in the future, into curriculum, or into teacher training. These activities tend to be ineffective and unsustainable

Sudan	April 1996	Assessment and Evaluation for the Emergency Education Program in the Sudan	<ul style="list-style-type: none"> -- a more detailed report; precursor of the June 1996 report -- used rapid rural appraisal techniques, participant observation methods, and review of secondary sources for quantitative data -- observed that teachers conditions of service are important in sustainability of basic education including education in emergency situations -- school meals were found to be the most important incentive for enrollment and retention in schools during emergency situations
Sudan	June 1996	Evaluation Of Emergency Education Project	<ul style="list-style-type: none"> -- this paper offered critical observations about factors that need to be considered in UNICEF's response to emergency situations -- little indication of how data were collected or the evaluation process used -- not clear what authors used as data or how data were linked to conclusions and recommendations
Sudan	1995	Emergency Education Aid Toward War Affected Children	<ul style="list-style-type: none"> -- 2 weeks of training aimed at untrained teachers serving displaced populations, offering instruction in English, Arabic, math, science (plus psychosocial information; health information, teaching methodology. -- participants received a package of basic teaching materials -- concentrated on documenting level of inputs delivered (e.g., amount of training material distribution, provision of seeds for school gardens) -- evaluation found that intended inputs were delivered -- study identified issues in the distribution of those materials
Sudan	1995	Emergency Aid To War Affected Children	<ul style="list-style-type: none"> -- provision of short-term teacher training, construction of temporary shelters (as classrooms), school supplies for targeted areas -- to provide mobile education for Nile Corridor (with emergency education kits) -- Looked only at delivery of inputs in emergency setting; outputs were not examined
Yugoslavia	2000	Comprehensive Analysis Of Education In The Federal Republic Public Of Yugoslavia (Without Kosovo)	<ul style="list-style-type: none"> -- presents terms of reference for an evaluation focused on preschool and primary school education components of education in an emergency situation -- identifies data needs to support an evaluation

Country-Wide, Multi-Project Evaluations

Country	Date	Title	Main findings
Kenya	2000	Final Report: Summative Evaluation of the 1994-1998 GOE/ UNICEF program	<ul style="list-style-type: none"> -- purpose was to identify achievement, constraints, and lessons learned and use information to improve quality and rate of project implementation in the next country program -- program included basic education and early childhood programs, including AIDS education, drug control education, non-formal education, and girls' education -- government corruption and mismanagement caused suspension of programs in 1995- 1996 which limited accomplishments -- following suspension, UNICEF then made more use of NGOs -- role models and peer counseling did not make a difference in addressing girls' non-enrollment, dropout, or non-attendance -- community participation made some contribution in promoting local ownership and sustainability of early childhood projects -- capacity development of departments and institutions helped promote none formal education, girls' education, and early childhood education -- program achievements were mainly at the national level -- goals, project outputs, and process indicators were not well-documented; hard to gauge the level of program performance and attainment of objective -- clarity of roles and responsibilities was a problem -- projects and activities were being implemented by different departments and ministries and coordination was a problem -- horizontal linkages between UNICEF technical units were weak at points of project implementation; this lack of coordination among UNICEF initiatives hindered progress

Philippines	2000	Fourth Country Program for Children: End of Program Cycle Review	<ul style="list-style-type: none"> -- reviewed all aspects of UNICEF program, 1994 -- 1998 -- program focused on promoting multigrade classrooms, developing instructional materials to support multigrade classrooms, non-formal education, social mobilization -- despite training, trained teachers had difficulty in applying what they had learned in their training -- teacher in-service was not particularly effective for capacity building -- suggests UNICEF should avoid mass teacher training to maximize gains and avoid resources dispersion -- only one of five non-formal education projects that were planned for this period were actually implemented to scale envisioned -- advocacy of social mobilization project activities were implemented UNICEF should be careful that, in the process of nurturing capacities of the local level, it does not alienate its partners at the national and regional levels -- report focuses on the extent that inputs were delivered; no data was provided a learning outcomes or program effectiveness
Lebanon	1999	UNICEF Basic Education Program in Lebanon	<ul style="list-style-type: none"> -- program consisted of three projects: global education, EMIS, early childhood education -- early childhood education involved video based parent education program -- 2 of the videos were of low quality; impact data was not available but judged to be low -- objectives for the ECD project were too ambitious for the available resources -- purpose of EMIS was to monitor and assess educational progress aimed at reducing disparities in equality of access to quality education -- EMIS project did not lead to a sustainable system -- study concluded there was a poor fit between project objectives in action -- global education project: to train teachers in interactive learning -- very few of the planned activities were implemented -- lack continuity in integration of parts -- project lack continuity and appeared full of contradictions -- became to overburden with goals and players -- little or no evidence of impact

Brazil	1999	Collection of Summarized Evaluations of Projects and Programs Supported by UNICEF in Brazil	<ul style="list-style-type: none"> -- 9 studies in this document are part of 45 evaluations studies conducted as part of UNICEF's review of its national program -- program documents current status, lessons learned, challenges encountered, and offers recommendations for UNICEF and program implementers -- the 9 projects are not described; since chapters are summaries of other evaluations studies, little empirical data is presented -- environment and citizenship: project documents level of inputs, -- integrated projects for the municipality of Pertolina: reduced repetition rates (from 23% to 10%) over three years and reduced dropout rates from 22% to 18% over three years -- non-profit organization working with street children in Bahia: provided workshops and education activities to 5000 children at beginning of project; extended services beyond the original number of children targeted; trained government officials, educators in working with children at risk -- early childhood education in Cesear: reports number of educators being trained in early childhood education and the amount of material being distributed
Mexico	1998	An Evaluation of UNICEF's Work in Mexico, 1998	<ul style="list-style-type: none"> -- an evaluation of technical, financial, and administrative assistance -- report based on interviews with 70 program collaborators (participants and counterparts) -- collected affective responses toward UNICEF program -- concluded that participants and counterparts are happy with the UNICEF program -- no cost data or effectiveness data beyond affect were reported -- particular programs are not described; not possible to disaggregate assessment of various program components or assign results back to project components

Mexico	1998	Global Evaluation of the Mid-Term Review -- Preliminary Version	<ul style="list-style-type: none"> -- mid-term evaluation of UNICEF working Mexico -- the emphasis was on reporting the inputs that UNICEF has contributed -- report does not describe project components -- heavily polemic -- activities appear to have had mixed results -- report indicates that success of programs cannot be determined because of lack of clear criteria for success, lack of initial baseline data, inadequate indicators, and poor measurement -- legislation protecting children is being introduced into the state and federal government levels -- UNICEF contribution in promoting the rights of the child was judged to be successful on grounds that a earlier study found that 89% of adults now believe that children should be listened to and that education should be valued. Study acknowledged that this does not mean any action is being undertaken in these areas
Cambodia	1995	Assessment of the Education Program Supported by UNICEF Cambodia	<ul style="list-style-type: none"> -- activities included EMIS, early childhood, and school quality initiatives -- report offered recommendations and suggested priorities for continued work -- recommended greater coordination of UNICEF projects across early childhood, basic education, parent education, and mobilization -- encouraged special emphasis for early childhood care and development -- argued for stronger integration of components of UNICEF work
Comoros	1998	Basic Education Project in Comoros Island: Evaluation and Recommendations	<ul style="list-style-type: none"> -- this paper examine the impact of moderate social unrest, weak political systems, and poor local capacity in education in Comoros; formative evaluation of general school reform model for 52 schools -- the reform centered on the creation of "implementation counsels" to ensure community participation, investment in school infrastructure, investment in teacher training in basic education, and follow-up support. -- findings: the material conditions of teachers had improved, schools had considerably better equipment -- however, the partnership between government and UNICEF was fragile, as the government was not fulfilling its role in project management -- roles and responsibilities were confused -- the absence of measurable outcomes hurt the project's ability to assist providing effective follow-up support

Ivory Coast	1998	Cooperation Program Between UNICEF and Ivory Coast	<ul style="list-style-type: none"> -- good assessment of impact of UNICEF aid (education was only one component) -- much of the financial investment went to basic infrastructure, such as the construction of latrines and purchase of teaching equipment, literacy materials that integrated health and environmental issues -- the educational investment was described as relatively successful: 35.8% of girls attending school in 1993 compared to 41.7% 1996; extent to which this increase resulted in improved learning is unknown -- encountered problems of miscommunication between government and UNICEF -- lack of clear roles and responsibilities was identified as a hindrance to project implementation
MENA region	1996	Alternative Basic Education for Special Groups in the Region: A Thematic Evaluation	<ul style="list-style-type: none"> -- synthesis of 16 studies to assess the adequacy of evaluations conducted by UNICEF -- found that the recommendations offered in the 16 evaluations were, for the most part, too general and fragmented to have any real value -- evaluations were mainly useful in providing information for monitoring -- little attention to cost data -- culture of evaluations lacking in UNICEF
Cambodia	1995	Assessment of the Education Program Supported by UNICEF	<ul style="list-style-type: none"> -- project spanned two years; included teacher training, curriculum development, school clusters, textbook printing/distribution components -- activity was found to be generally effective but with mixed results -- reported 20 percent decrease in repetition rates in first and second grade in cluster schools -- identified school clusters as an effective strategy

Policy Studies

Country	Date	Title	Main findings
Cambodia	2000	Student Repetition in Cambodia: Causes, Consequences, and Its Relationship to Learning	<ul style="list-style-type: none"> -- found repetition was linked to attendance, number of times previously repeated, premature enrollment, school governance -- founded attendance mediates variety of other family factors -- found that schools receiving international technical assistance are better managed but they also have higher repetition rates (ES, p.11) -- found strong possibility that past technical assistance has most benefited children with the lowest risk of repeating -- technical assistance seems to have exacerbated the differences between high and low risk groups -- decisions about student promotion were found to be highly variable with a mix of both creative and arbitrary approaches being employed by the school teachers; several official criteria (such as attendance and behavior) are often ignored by most teachers (who appeared to be the primary promotional decision maker in schools). Students with passing marks are sometimes repeated and those with failing marks sometimes promoted. -- parents, teachers, and school directors tended to attribute the primary cause of repetition to families lack of monetary resources and their failure to value education; only a noticeable minority of teachers (22%) acknowledge the overriding primacy of poor attendance as a leading cause of repetition
Cambodia	1998	Synthesis Report on the Joint Evaluation of UNICEF/Sida Support for Basic Education in Cambodia	<ul style="list-style-type: none"> -- focuses on school clusters, curriculum development, non-formal education for women -- provides excellent review of cluster school implementation -- concluded that cluster schools were generally effective in supporting individual schools -- found that the lack of a functioning follow-up support system to help teachers translate what they learned into classroom practice was a major weakness of the current cluster system -- coordination between UNICEF's cluster program in UNICEF's community action for social development program was lacking

Cape Verde	1999	Daily Life and Education: Educational Deficits in Cape Verde	-- study examined student quality of life issues in relationship to scholastic performance; in-depth case studies of 36 students -- the findings in this report are at the broad level of educational research; results were intended to form the basis for policy discussions -- conclusions: educational improvement needs to be more visible; school is too disassociated from home life; teachers' attitudes toward children tend to be prejudiced and marginalizing
Indonesia	1997	Macroanalysis of the Decentralization of Education	-- a policy advocacy study focused on decentralization -- not a study of a particular intervention
Bangladesh	1999	An Assessment of the Achievement of Pupils Completing Grade Four of Primary Education	-- assessed levels of student achievement in grade 5; was not focused on a treatment, other than the normal school curriculum -- founded attendance rates hours devoted to homework and education level of guardians were related to student achievement

Appendix B

Terms of Reference

Terms of Reference
Desk Review of UNICEF Evaluations
Projects and Programs in Education
Final Version 12 July 2000

Background and Rationale:

End-Decade Review

The 1990 *World Summit for Children* resulted in the *World Declaration on the Survival, Protection and Development of Children* and a detailed *Plan of Action*. In 1999, the United Nations General Assembly decided to convene a Special Session in 2001 (UNGASS) to review the achievement of the goals of the World Summit for Children. UNICEF acts as secretariat for the UNGASS and assumes the responsibility for the preparation of the Secretary General's report on the End-Decade Review. The report will comprise an overall assessment of progress, including lessons learned, an analysis of factors that have inhibited or enabled progress for children, an overview of the remaining challenges and key issues, followed by specific recommendations for the future. UNICEF's role is to encourage and support governments and other partners' efforts to contribute their own analyses and proposals. UNICEF is also encouraged to enrich and refine its own analyses and recommendations and to promote them as central points of reference in the reviews and policy discussions taking place at the national and regional levels and in the additional Preparatory Committee meetings that are expected to take place in 2001.

Forward-Looking Planning Processes

Recommendations for future action to be contained in the Secretary General's report will be informed by what emerges from country reports, regional analyses and other products of the End-Decade Review. Moreover, in order to provide a framework for UNICEF's specific contribution in the future, the organization is also entering into a planning process for the next Medium Term Strategic Plan, 2002-2005. At the same time, the organization continues to work at better defining human rights-based programming strategies. All of these forward-looking processes must be strengthened with the contribution of well documented and substantiated lessons from evaluation of program experience.

The Desk Review Series

One of the avenues being pursued by the Division of Evaluation, Policy and Planning to contribute the lessons of evaluation work to both the End-Decade Review discussions and reports and the development of future program policy and guidance is to undertake a series of thematic *desk reviews of existing evaluations* of UNICEF supported projects and programs. The themes are either directly derived from the goals of the 1990 World

Summit or from the factors that have been recognized as key barriers to progress in the realization of children's rights, e.g. armed conflict and HIV/AIDS.

Desk-reviews of existing evaluations are designed to support not only the formulation of overall policies, but also the definition of human rights based strategies and other forms of decision-making concerning projects and programs. The user-orientation requires a high degree of interaction between evaluators and decision-makers at all stages of the respective exercise: design, planning, implementation, finalization of the reviews and dissemination of results. An important function of the desk-review is to inform those in charge of implementation and formulation of programming at all levels of the organization: Headquarters, Regional Offices and Country Offices.

Context :

Desk Review of Evaluations in Education

The WSC Declaration and Plan of Action included the provision of universal access to basic education among the major goals to be achieved by the year 2000. More specifically, the goal implied universal access to basic education and completion of primary education by at least 80 percent of primary school-age children. The reduction of gender disparity was an important supporting goal.

In addition to the WSC Declaration and Plan of Action, the World Conference on Education For All (Jomtien, 1990) provided a clear set of goals and strategies for the 1990s. The purpose, vision, goals and targets outlined in the *World Declaration on Education for All and Framework for Action* were fully in harmony with the WSC Declaration, and have served as guide and framework for UNICEF's work in education over the past ten years. Thus, it is in relation to both the WSC primary education goal, and the six targets of the WDEFA that progress in education is assessed.

The overall achievement of the goal of universal access to basic education has been partial and uneven in different regions and for specific groups. For example, while the net primary school enrolment rate in the East Asia and Pacific region has reached levels similar to that in industrialized countries, the rate in Sub-Saharan Africa is lower now than it was in 1980. The proportion of primary school-age children enrolled in school continues to increase globally, but there are still over 110 million primary school-age children who are not in school and more than 150 million teenagers have not reached the minimum level of grade five. Although gender disparity has been reduced, nearly 60 percent of out-of-school children are girls, a situation that is particularly visible in South Asia.

There is a need for a synthesis and analysis of the evaluated experience of UNICEF supported projects and programs in the education sector. The evaluations to be reviewed are expected to provide inputs to information and analysis of factors that have inhibited or enabled progress for children in the education sector, the definition of remaining challenges and key issues and the formulation of specific recommendations. The review should also provide some indication of the correspondence/gaps between

previous/current UNICEF-supported activities, UNICEF's core messages, the proposed Global Agenda for Children, and the goals and strategies outlined in the declaration of the World Education Forum (Dakar, 2000).

Objectives:

The objective of the desk review of evaluations in the education sector is to identify effective strategies and their contexts in relation to the goals and targets set in 1990 and those proposed in UNICEF's future priorities in education as outlined in the Global Agenda for Children and the Dakar Framework for Action

The review will focus on the five key areas of UNICEF's future strategies in education, viz., (i) Early Child Care and Learning; (ii) Reaching Excluded Children; (iii) Enhancing Girl's Education; (iv) Improvement of Education Quality; (v) Restoration of Education in Emergencies. The review will take into account other dimensions of a human rights based programming approach and examine relationships with other aspects, e.g. the situation of children in need of special protection and more particularly those involved in child labor.

A secondary objective of the desk review is to identify good practices in evaluation in education, which can contribute to the development of this capacity among UNICEF Education Program Officers. This dimension will be the subject of an annex to the overall report.

Key Issues:

For each of the key areas to be covered by the desk review, the analysis will address the dimension of *successful and less successful practices* with reference to standard evaluation criteria that may be expected to have guided the evaluative studies to be reviewed:

1. Relevance - *whether the program objectives are in line with UNICEF policies and priorities based on the World Summit Declaration and Plan of Action as well as with national and local priorities and needs;*
2. Effectiveness - *the extent to which objectives have been achieved;*
3. Efficiency - *whether outputs achieved derived from the least costly use of input;*
4. Impact - *positive and negative changes and effects caused by the activities;*
5. Sustainability - *whether the positive results are likely to continue.*

Each of the above-mentioned evaluation criteria will be substantiated with concrete questions in the field of education, which will be developed in consultation between the Evaluation Section of the Division of Evaluation, Policy and Planning and the Education Section of Program Division during a one-day brainstorming session. The outcome of this exercise will be annexed to the present terms of reference.

The desk review will equally screen the evaluative studies on *innovations* and *lessons learned*. The focus will be on organization-wide implications as well as what is likely to be of interest for the End-Decade-Review and the formulation of the Global Agenda.

Data Sources and Methodology:

Data Sources and Screening

In preparation for the desk review on education, evaluative material has been identified through the UNICEF Evaluation Database as well as through Country Office Annual Reports (Annex II) and, in some cases, Mid-Term Reviews. The material from the Database concerns the period 1995-99, whereas that from the Annual Reports the period 1997-99 (information on evaluations became mandatory as from 1997). In some cases, additional material was identified through direct contacts with Country Offices. The gross material is thereafter screened with the use of the following criteria:

- In principle, only *evaluative material* will be retained, excluding, for example, Country Assessments prepared for the *Education for All* Conference in Dakar in April 2000. The Database and also the Annual Reports include material labeled as *evaluations* and *studies*. The distinction is, however, not applied consistently, as *studies* may turn out to be *evaluations* and some *evaluations* prove not to be evaluative in a real sense. Only studies that are clearly not evaluative, e.g. needs assessments, will be eliminated at an early stage. A more careful screening to identify the evaluative material will be undertaken at a later stage.
- Evaluation studies that clearly do not respond to *methodological soundness* as measured against UNICEF's policies, procedures and methodologies (laid down in the UNICEF Guide on Evaluation of 1990 and Program Policy and Procedure Manuals) are also eliminated for the *assessment of success or failure*. However, such material will be screened for information on *innovations* and *lessons learned*.

Taking into account the scheduled deadline for the completion of the report (December 2000), the identification of material to be reviewed will have to be completed by early August 2000 allowing for material to be available at Headquarters by early September 2000.

Stage One - Analytical Framework

For each of the key areas in the field of education to be retained for the review, a series of concrete evaluation questions will be developed under headings pertaining to standard evaluation criteria mentioned above (see Key Issues). The choice of the questions should be guided by the same criteria as the choice of key areas: (i) relevance to End-Decade Review / Global Agenda; (ii) relevance to program priorities / MT(S)P; (iii) availability of information in the evaluation material. The substantive analytical framework will be developed in close cooperation between the Evaluation and Education Sections at UNICEF Headquarters (One-Day Brainstorming).

The analytical framework may have to be adjusted in the course of the desk review. It may happen that not all evaluation questions formulated at the outset can eventually be answered on the basis of the available material. Each of the evaluations and studies to be reviewed was designed and conducted as a discrete initiative, by evaluators with different background knowledge, expertise and perspectives and working under the constraints of time, budget and scope imposed by their specific terms of reference. The quality and range of data, analyses and conclusions will therefore vary across evaluations. Not all evaluation questions of the present desk review will therefore find sufficiently representative and credible answers.

A senior consultant who commands an excellent knowledge of current literature on education and related issues will carry out the desk review. The consultant will be supported by a UNICEF reference group that will guide the review providing information on UNICEF's policies and strategies as well as on issues and challenges ahead. This will provide the contextual background knowledge that will prove to be vital for the quality of the desk review.

Stage Two - Evaluation Findings

With the analytical framework in mind, the material will be carefully screened on findings that will be grouped under respective headings. This empirical part should allow illustrating each of the synthetic conclusions and recommendations (stage three) with concrete examples.

Stage Three – Analysis

The desk review will result in an analysis concerning successes and failures of UNICEF supported projects and programs as well as a synthesis of innovations and lessons learned. The analysis will be substantiated with concrete examples from the empirical part of the study.

Stage Four – Validation

A draft report of the desk review containing the above-mentioned analysis will be discussed in a meeting / workshop to be organized between the Evaluation and Education Sections. The meeting / workshop will assess the comprehensiveness and value of the review and determine its potential importance for the End-Decade Review, the formulation of the Global Agenda as well as the process of formulation / implementation of program priorities and the MT(S)P.

Output and Use:

The desk study will result in a comprehensive report containing a clear presentation of the analytical framework as well as the analysis substantiated with concrete examples from the evaluative material reviewed. The report will also contain a summary of innovations identified in the evaluations as well as an account of lessons learned contained therein.

The report will be made available to two main groups of users: (i) UNICEF staff involved in producing relevant materials of UNICEF for the End-Decade Review / Global Agenda; (ii) staff of the Education Section that is involved in monitoring the achievement of program priorities and the current Medium-Term Plan (MTP) and / or in the preparation of the new program priorities and the Medium-Term Strategic Plan (MTSP). Moreover, the report will be made available to all those, who are in charge of implementation and formulation of programming at other levels of the organization, more particularly Regional Offices and Country Offices.

Organization of the Desk Review:

Management of the Desk Review and Qualifications of the Consultant

The Evaluation Section of the Division of Evaluation, Policy and Planning (EPP) will coordinate and supervise the desk review. The Education Section of the Program Division will actively support the process by appointing some key staff at the senior level, who will act as a reference group and who will provide guidance and support in the process. The reference group will notably be active during the Brainstorming Session (Stage One) as well as during the Validation Meeting (Stage Four). Ad-hoc meetings on this review will be organized periodically.

A consultant with extensive experience in the field of education will carry out the desk review. S/he must command an excellent knowledge of current literature on education and related themes. Experience with program evaluations and meta-evaluations is a critical feature as well. The consultant must have excellent skills for synthesis and analysis and for written communication in English. S/he will also be requested to facilitate meetings / workshops to be organized between the Evaluation and Education Sections. At least passive knowledge of French, Spanish and / or Portuguese is an asset. One or two assistant researchers (interns in UNICEF) will support the consultant.

Work Calendar:

The exercise is estimated to take 50 working days of the consultant's time stretched over seven months (June – December 2000). The exercise will include at least three visits by the consultant to UNICEF in New York (Brainstorming Session end June 2000, Screening of Materials early August 2000, Validation Workshop December 2000). The tentative schedule of activities is the following:

Initial identification of materials and contacting of Country Offices	June / July 2000 (deadline early August 2000)
Development of analytical framework (Brainstorming Session with Reference Group)	10 July 2000
Reception of materials in New York and screening (with assistant researchers)	July / August 2000
Compilation of findings on the basis of analytical framework (with assistant researchers)	July / August 2000
Analysis and writing of draft report	September / October 2000
Validation workshop with Reference Group	November 2000
Completion of final report	December 2000

LB 12 July 2000