Evaluation of the Education Sector of Austrian Development Cooperation and Cooperation with South-East Europe

GZ 2337-00-2005/1-PP/2005

Final Report

ÖSB Consulting GmbH / L&R Sozialforschung OEG,
in cooperation with KEK-CDC Consultants

Vienna, 20 April 2007

ÖSB Consulting GmbH
Meldemannstraße 12-14
A-1200 Wien
www.oesb.at
Phone: +43 1 33 168-0
Fax: +43 1 33168-102
Lizzi.Feiler@oesb.at

Lechner, Reiter und Riesenfelder
Sozialforschung OEG
Liniengasse 2A
A-1060 Wien
www.lrsocialresearch.at
Phone.: +43 1 595 4040-0
Fax: +43 1 595 4040-9
Reiter@lrsocialresearch.at

Commissioned by the Austrian Development Agency

Austrian
Development Cooperation

Evaluation of the Education Sector of Austrian Development Cooperation and Cooperation with South-East Europe
Final Report

Evaluation team

Core team

Lizzi FEILER (project coordinator), Matthias JÄGER, Walter REITER

Field studies were carried out in cooperation with

Florence KANYIKE (Uganda), Biljana KONDIČ (South-East Europe),
Günther LANIER (Ethiopia), Ayalew SHIBESHI (Ethiopia)

Vienna, Austria

20 April 2007

Content list

Volume 2:

List of acronyms used

ADA	Austrian Development Agency
ADC	Austria's Development Cooperation
AEC	Austria's Educational Cooperation
ADEA	Association for the Development of Education in Africa
AEC	Austria's Educational Cooperation
BMaA	Österreichisches Bundesministerium für äußere Angelegenheiten; seit 2007 Österreichisches Bundesministerium für Europäische und internationale Angelegenheiten (Austrian Federal Ministry for Foreign Affairs; since 2007 Federal Ministry for European and International Affairs)
bm:bwk	Österreichisches Bundesministerium für Bildung, Wissenschaft und Kultur (Austrian Federal Ministry for Education, Science and Culture; since 2007 split into two resorts: Federal Ministry for Education, Arts and Culture and Federal Ministry of Science and Research)
CF	The Catalytic Fund is a financial instrument of the EFA/FTI and was established by donors in 2003.
DAC	Development Assistance Committee
DFA	Dakar Framework of Actions
ECVET	European Credit Transfer System for Vocational Education and Training
EQF	European Qualifications Framework
ETCS	European Credit Transfer System
EFA	Education for All
EPDF	Education Programme Development Fund, a EFA/FTI multi-donor trust fund of certain donor agencies (IE, NO, SE, UK)
EWS	Eine Welt Stipendienprogramm
FTI	Fast Track Initiative
GNI	Gross National Income
GTZ	Gesellschaft für technische Zusammenarbeit (Germany)
IBE	UNESCO International Bureau of Education

IIEP	UNESCO International Institute for Educational Planning
ISCE	International Standard Classification of Education
KoBü	ADA Kooperationsbüro / ADA Cooperation Office
MDGs	Millennium Development Goals
ODA	Offizielle Entwicklungshilfe (Official Development Aid)
OECD	Organisation for Economic Cooperation and Development
OEZA	Ost- und Entwicklungszusammenarbeit
ÖFSE	Österreichische Forschungsstiftung für Entwicklungshilfe
OZA	Österreichische Ostzusammenarbeit
PBA	Programme-Based Approach
PPA	Programme and Project Assistance
PIC	Programme Indicatif de Coopération
PRSP	Poverty Reduction Strategy Paper
SAP	Stabilisation and Association Process
SEE	South-East Europe
SWAps	Sector-wide approaches
ToR	Terms of Reference
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNICEF	United Nations Children's Fund
WCEFA	World Conference on Education for All
WUS	World University Service
ZSI	Zentrum für soziale Innovation (Centre for Social Innovation)

Executive summary

The Austrian Development Agency (ADA) selected ÖSB Consulting to evaluate the education sector of Austrian development cooperation and cooperation with South-East Europe.

REFERENCE FRAMEWORK AND INTERNATIONAL CONTEXT

The **conceptual framework for the education sector** of Austrian Development Cooperation and cooperation with South-East Europe is based on a view of education as an overall comprehensive system. Education is perceived as a human right, as a policy concern, and as a national system. As a national system, education encompasses steering processes, delivery processes, and support and quality assurance processes. Education is delivered at different levels, i.e. at primary, secondary, post-secondary and tertiary level.

International commitments

The evaluation makes reference to the international processes and frameworks, specifically to the UN Millennium Development Goals (MDGs) with universal validity, the UNESCO initiative Education for All (EFA), and the global partnership Fast Track Initiative (FTI), which are relevant for educational cooperation with low-income countries. The European Stabilisation and Association Process (SAP) and the Bologna and Copenhagen processes only apply to South-East Europe.

BACKGROUND OF AUSTRIA'S EDUCATIONAL COOPERATION

Relevance and scope of educational cooperation within Austrian Development Cooperation

Educational cooperation plays a strategic role in Austrian Development Cooperation (ADC). Austrian Educational Cooperation (AEC) started in the 1970s with activities in the field of vocational training. In 2002, the bilateral programme and project assistance (PPA) for the education sector accounted for 28.5% of the total of PPA disbursements[1]. During the last 10 years, the budget for the educational sector[2] has remained more or less constant (13.2 Mio EUR 2004).

Austria's legal and institutional framework for educational cooperation

The Austrian Federal Ministry for European and International Affairs (BMaA), Department for Development Cooperation and Cooperation with Eastern Europe is responsible for policies and strategies. The Austrian Development Agency (ADA, founded in 2004) is responsible for the intermediary implementation of bilateral programmes. The ADA desk

---

[1] Education within the framework of Austrian Development Cooperation, Federal Ministry for Foreign Affairs, 2004. This figure includes the (estimated) shares of educational activities included in other sectors and is higher than the DAC (Development Assistance Committee) figure: 11.7% for 2002.

[2] Net spending for OEZA (Austrian Development Cooperation) Educational Sector 1995–2004. ADA/Stat/HR/14.12.2005/SB-264a.

for educational cooperation in Vienna is responsible for sector policy implementation in close cooperation with the country desks and the ADA coordination offices in the partner countries. Technical support is provided by the Centre for Social Innovation (ZSI, Vienna) for South-East Europe and by the Austrian Foundation of Development Research (ÖFSE) for issues related to education and scholarship programmes.

Austrian Education Cooperation (AEC) is conceptually guided by Sector Policy Education (BMaA, 2000) and the Guidelines for Educational Cooperation with South-East Europe (BMaA, 2002).[3]

SCOPE OF THE EVALUATION AND LEADING QUESTIONS

The evaluation process included desk research and interviews with key stakeholders in Austria, followed by country studies in two African and two West Balkan countries (Serbia/Montenegro, Bosnia Herzegovina, Ethiopia, and Uganda), a review of scholarship programmes in Austria, and a portfolio-analysis of the educational projects and programmes 1995–2008, followed by an overall assessment and a summary report.

The evaluation focused on the following leading questions:

- <u>Validity</u>: How does sector policy relate to internationally agreed policy goals, good practices, and respective Austrian commitments? How does sector policy operationalise the legal framework?

- <u>Relevance</u>: How is sector policy guiding the programming, planning, monitoring and evaluation processes of educational projects and programmes? How is sector policy guiding contributions to NGO programmes?

- <u>Effectiveness</u>: Does the overall project and programme portfolio effectively translate the defined goals into action?

---

[3] BMaA (2000): Bildungszusammenarbeit – Sektorpolitik der Österreichischen Entwicklungszusammenarbeit.
BMaA (2002): Bildungszusammenarbeit in Osteuropa. Leitfaden für die Ostzusammenarbeit des BMaA 2002–2005.

KEY FINDINGS AND RECOMMENDATIONS

Validity

(1) Austria's sector policy

- Professionally, conceptually, and as regards its overall orientation considering the definition of objectives and related strategies, both Sector Policy Education (BMaA, 2000) and the Guidelines for Educational Cooperation with South-East Europe (BMaA, 2002) are valid documents.

- The BMaA's Sector Policy Education (2000) addresses AEC in the South. The paper sets the scene for AEC, but the character of the paper remains vague. There is a lack of reference to international commitments with a more binding character. Sector policy education is widely unknown to stakeholders at operationally responsible desks in the Southern countries of the field studies and thus neither relevant for programming at country level, nor for individual projects, nor for co/financing NGO projects.

- The Guidelines for Educational Cooperation in South-East Europe (SEE) make explicit reference to the relevant European processes. Moreover, the guidelines define the support for the integration of educational (sub-)systems into the European Educational Area as objective. The guidelines provide a useful general guidance for programming.

- Sector Policy Education differentiates between a sectoral and an instrumental[4] function of education. Although this concept is valid for demarcation purposes, the instrumental function cannot be operationalised meaningfully.

(2) Compliance with international commitments

- International commitments and agreements: While the MDGs are universally valid, Education for All and the Fast Track Initiative target specifically developing countries of the South and the SAP, Bologna and Copenhagen processes specifically target SEE.

- According to international commitments and priority needs in the partner countries of the South, educational cooperation must substantially contribute to the basic education system.

- In South-East Europe, Austria's core competence and involvement in the field of secondary (vocational) and higher education is reasonable and meeting a priority need.

Relevance

Education is not a priority sector in any of Austria's cooperation countries of the **South**, except for Cap Verde and Burkina Faso.

---

[4] The so-called sectoral function aims at supporting and strengthening educational systems and institutions, whereas the instrumental function is introduced for educational measures in projects and programmes of other sectors dealt with by the ADC.

In **South-East Europe**, the project portfolios are in line with the education sector guidelines and have been implemented with continuity. They focus on secondary (vocational) and higher education. The guidelines are valid.

(3) Synergies between development cooperation and cooperation with South-East Europe

- Despite cultural differences, professional and scientific concepts and definitions of education apply universally.

- The trend towards programme-based approaches (including budget support), capacity development as a working principle, and the obligation for donor harmonisation and alignment with the needs and demands of the partner countries are equally applicable and valid both in the South and in SEE.

- Cross-cutting issues aimed at equal opportunities for disadvantaged groups *to, in,* and *through* education need to be more systematically addressed in programmes and projects.

- The compliance with international reference framework as a basic principle for Austria's educational cooperation is equally applicable in the South and in SEE, although their respective contents differ.

> **Recommendation**
>
> The **BMaA** elaborates a new **education sector policy paper**[5] with clearly defined references to international commitments like the MDGs and the FTI and the Paris Declaration, including provisions for sustainable budget allocations. The sector policy paper is a policy framework with global validity.
>
> **Operational guidelines for cooperation with the South and with SEE**: On the basis of this policy framework, the **ADA** coordinates the elaboration of operational guidelines, one for cooperation with the South and one for cooperation with South-East Europe. These operational guidelines are in line with Project Cycle Management standards.

Effectiveness

(4) Allocation of resources

The analysis of the educational project portfolio 1995–2008 shows the following allocation of funds:

- 68.0% for scholarship programmes (mainly in Austria),

- 15.5% for education projects in the South,

---

[5] Currently, the new education sector policy paper is being prepared by the BMaA.

- 12.5% for education projects in SEE,
- 4.0% for general projects and technical support.

(5) Portfolio analysis of educational projects 1995–2008

The portfolio analysis examined the **internal effectiveness** of sector policy education and the guidelines for educational cooperation from a macro-level perspective. The overall portfolio of educational projects is composed of distinctly different components as follows:

- historically grown scholarship programmes implemented in Austria without a visible overall conceptual framework and policy guideline and without a sufficiently convincing justification rooted in international and national reference frameworks for spending more than two thirds of the overall budget allocation for educational projects;

- a jigsaw puzzle of individual projects without a visible common overall orientation, focus, and coherence which neither translate sector policy education into action nor are aligned with recent developments in the international context;

- a few 'stars' in selected countries making substantial contributions to systems reform in selected sub-sectors of the education system.

Despite substantial spending, the overall portfolio of educational projects does not support the claim of education being a strategic pillar of Austrian development cooperation.

(6) Scholarship programmes in Austria

We distinguish three types of ADC-financed scholarship programmes:

a) The North-South-Dialogue scholarship programme with in-built institutional links between North and South. This programme has gained relevance for capacity building of the tertiary sector in the South and has a potential for further enhancing cooperation between Austria and partner countries in specific research fields.
b) The EWS programme (One-World scholarship programme) granting scholarships for students from the South who are already studying and living in Austria is also a valid instrument as an educational project with manifold objectives. But the evaluation team does not regard this approach as educational cooperation because of its low systems impact.
c) Post-secondary and post-tertiary courses which are mainly fulfilling the instrumental function of education.

Though the scholarship programmes are generally well and efficiently managed, the overall justification of scholarship programmes implemented in Austria as a key instrument and backbone for the implementation of sector policy education and for pursuing internationally agreed goals (MDGs), strategies (e.g. donor harmonisation), or national priorities (e.g. educational reform processes and strengthening local educational sub-systems) remains highly questionable.

(7) Educational cooperation in South-East Europe

From mid-perspective, educational projects in SEE are generally well aligned with country needs and coordinated, partly even jointly implemented, with other national and international donors. Further development of programme-based approaches is recommended to strengthen sustainability and impact.

In SEE, the institutional set-up of AEC is backed up with more organisational resources and differs in two ways: a) the Austrian Federal Ministry for Science and Research and the Austrian Federal Ministry for Education, the Arts and Culture (formerly: Ministry of Education, Science and Culture) are strongly involved in the Western Balkan region; and b) implementation and monitoring of the projects is supported by outsourced technical assistance services.

Recommendation

The ADA defines the responsibilities for **managing the education sector portfolio**, including clarification of roles and interfaces at the levels of the ADA central office – geographical and sectoral desks, ADA coordination offices in the partner countries, and monitoring services outsourced to external providers of technical assistance.

The strategic portfolio management takes on responsibility for the appropriate variety of **aid delivery methods**, including project-based approaches (Sector-wide Approaches or SWAps, budget support, etc.) and the role of NGOs.

Quintessence

In quintessence, we are convinced that the core policy decision is whether education shall be made a strategic pillar of Austrian development cooperation or not. We have therefore strived to limit the core recommendation to the issues of key concern. The following two recommendations are considered as preconditions for setting the course for the future of education sector policy.

Core recommendation 1

After the expiry of present contracts, Austria decides a moratorium on all scholarship programmes implemented in Austria.

Core recommendation 2

Austria takes a policy decision as to whether education shall be made a strategic pillar of Austrian development cooperation.

If yes…

- … Austria takes a policy decision as to the educational level the support will primarily focus on; i.e. basic and primary education, vocational education and training, and/or higher education.

- … Austria initiates a process to develop the respective concepts and approaches aligned with international obligations, good practices, and professional standards for each selected educational sub-sector.

If no…

- … Austria continues to support and implement educational activities as individual and stand-alone projects outside the priority sectors of the country programmes. For this, it sets aside a budget allocation of 10% each at the central level and at the level of individual country programmes. Such projects are awarded through competitive calls for project proposals. Such a line of action does not require a sector policy but only procedural guidelines and criteria for the definition of the range of possible projects.

1. Introduction

The evaluation of Austria's Educational Cooperation shall contribute to policy reform in order to achieve a coherent education sector policy. Within the framework of this evaluation four country studies have been conducted, two in Africa (Ethiopia and Uganda) and two in the West Balkans (Serbia and Montenegro, Bosnia and Herzegovina), and the scholarship programmes implemented in Austria have been analysed specifically.

These four country studies and the review of the scholarship programmes give an insight into selected projects, country programmes and scholarship programmes, they elaborate on assets, achievements and lessons learned. However, in order to be in a position to draw conclusions and identify lessons to be learned at the level of the sector policy education itself, the individual projects have also to be seen within the framework of the overall portfolio of educational projects. For this purpose a portfolio analysis has been included.

This report is structured as follows: Following the mandate, the methodology is described in chapter 3 (conceptual challenges) and 4 (approach). The contextual analysis in chapter 5 gives a short thematic introduction with the evaluator's understanding of educational cooperation, in line with the international state of the art and the relevant international framework. Chapter 6 looks at the evaluation of Austria's education sector policy, outlining the leading questions for evaluation, the internal validity, relevance and effectiveness of the sector policy. The main findings of the portfolio analysis are laid out in chapter 7, the review of scholarship programmes in chapter 8, and the country studies in chapter 9. The conclusions are drawn in chapter 10, which is closed with core recommendations.

The evaluation was conducted by ÖSB Consulting (Lizzi Feiler), in cooperation with L&R Socialresearch (Walter Reiter) and KEK-CDC Consultants (Matthias Jäger). The core team was assisted by Florence Pauly, Günther Lanier and the local experts Biljana Kondič, Ayalew Shibeshi and Florence Kanyike.

The evaluation team wishes to thank the interview partners in Austria and in the partner countries who have provided their time and highly valuable and relevant information for the evaluation and comments on the draft reports. Particular thanks to the officials of the Austrian Federal Ministry for Foreign Affairs, the ADA staff in Vienna, and the Cooperation Offices in Addis Ababa, Belgrade, Kampala, Podgorica and Sarajevo for their support and information. Special thanks go to Peter Kuthan, Gerhard Schaumberger and Barbara Torggler of the ADA evaluation unit for their cooperation throughout the evaluation.

For the evaluation team

Lizzi Feiler

2.   Mandate

The mandate to evaluate the education sector as one of the priority sectors in Austria's development cooperation (ADC) defined the following main objectives:

- The evaluation shall contribute to the further development of a coherent educational sector policy, covering cooperation with the South, as well with the East, and taking into account Austrian as well as international expertise and 'state of the art' approaches.

- The results of the evaluation – lessons learned and recommendations – will be a basis for the improvement of programmes and measures of Austria's Educational Cooperation (AEC).

The Terms of Reference (ToR, Annex 1) of this evaluation suggested gaining evidence by carrying out evaluation in three countries; this was later extended to four countries and a review of the scholarship programmes. A portfolio analysis for the period 1995-2008 was added to widen the factual evidence on educational projects.

The evaluation started mid December 2005 and was finished with this final report in May 2007.

3.   Conceptual challenges

The assignment for the evaluation of the sector policy education encompasses two major conceptual challenges as follows:

- a)   What is the evaluation subject?
- b)   How do the different levels of implementation relate to each other?

3.1   Evaluation subject

The ToR for the present evaluation call for an analysis of both the instrumental and the sectoral function of education. However, as elaborated above, this differentiation is only made in the sector policy education, but not in the guidelines for educational cooperation in SEE[6].

Regardless, it remains unquestioned that a wide array of development projects utilise qualification measures (skills development, educational programmes, etc.) as instruments and as a contribution to capacity development. Capacity development is a broader concept focussing simultaneously on individuals, organisations and their respective contexts. Thus, the instrumental function is not in line with international terminology, its definition remains vague, and the classification of projects as sectoral projects or under the instrumental function is arbitrary. Moreover, the sector policy doesn't elaborate any further on the instrumental function, in particular it doesn't specify criteria, guidelines or standards against which such instrumental educational projects could be evaluated.

---

[6] BMaA (2000): Bildungszusammenarbeit – Sektorpolitik der Österreichischen Entwicklungszusammenarbeit.
BMaA (2002): Bildungszusammenarbeit in Osteuropa. Leitfaden für die Ostzusammenarbeit des BMaA 2002–2005.

In this context, the evaluation team decided in the inception report to refrain from evaluating the instrumental function of education specifically. However, the scholarship programmes are the subject of a specific analysis, irrespective of whether they are classified under a sectoral or an instrumental function.

3.2 Evaluation perspective

Development cooperation in education is implemented at different levels, i.e. at the level of individual projects, at the level of country programmes with their respective portfolio of educational projects, and at the level of the overall portfolio of the Austrian development cooperation. At the same time, educational projects might target the micro level and benefit individuals, while others might strengthen educational institutions and thus have an impact at the meso level, and comprehensive educational programmes might contribute to educational reform and thus have an impact at the macro level. The clear differentiation between these different levels and the respective evaluation perspective is the greatest challenge for such an evaluation: At the extreme, an individual project might be evaluated positively as regards efficiency, effectiveness, relevance and even impact within its specific context, whereas the same project might not make a meaningful contribution to the achievement of the overall objectives of the sector policy education.

Such considerations lead to a differentiated approach with case studies and analysis under different perspectives as described in the next chapter.

4. Approach

The evaluation process comprised **3 phases** (see next page for an overview):

- *Phase 1* started with a comprehensive desk review of Austrian and international policy papers, reports and documentation of Austrian projects. Interviews were conducted with stakeholders and decision makers in Austria (representatives of the BMaA, ADA and research and support organisations). Phase 1 was concluded with an inception report.

- *Phase 2* started with a desk review on country specific papers and a review of the scholarship programmes. Four country missions were conducted: in Serbia and Montenegro, Bosnia & Herzegovina, Ethiopia and Uganda. The focal point in **Bosnia-Herzegovina** and **Serbia-Montenegro** was not on projects level, but rather on the country portfolio as a whole. Thus, the field research was expected to make a substantial contribution to the overall portfolio analysis and the programming and implementation cycle. The field research in **Uganda** pursued three purposes: a) Analysis of the country portfolio as contribution to the overall portfolio analysis; b) Data collection on the scholarship programmes and analysis of the local capacity development fund as contribution to the respective case study; c) Case study on a theoretically possible re-focussing of the education programme. The field research in **Ethiopia** focused data collection for the following case studies: Local Capacity Development Fund and Austrian Scholarship programmes. An overall portfolio analysis of educational projects since 1995 concluded the fact finding. The results of

phase 2 are documented in 4 country reports, a **review of the scholarship programmes** and a **portfolio analysis**. All 6 reports are included in the annexes to this final report.

- *Phase 3*: The findings and results of the desk reviews, interviews and field research were jointly assessed by the core team and documented in the draft final report. The draft report was submitted to decision makers and stakeholders for comments. The findings and conclusions were presented and discussed at a meeting at the Federal Ministry for European and International Affairs in February 2007. After this meeting, further comments were received and fed into the final version.

Approach:

Case studies

The countries selected for assessing the education sector projects are regarded as case studies for implementation in the 'South' and in the 'East'. They provided a brief and exemplary insight into the management and delivery system of educational projects at the level of partner countries. The aim was not evaluating individual projects, but assessing how they transform the education sector policy.

Systems approach

As outlined in the conceptual framework (chapter 5.1), 'education' is seen from a systems perspective. The same applies to educational cooperation in the context of development cooperation. Lessons learned from the evaluation feed back into the system and contribute to systems or organisational learning and should support the continuous improvement of the educational cooperation system.

Evaluation process

Phase 1:

Jan – May 2006

Desk review

Interview with
key stakeholders in Austria

**Draft
inception report**

Consultations and feedback

**Inception
report**

Phase 2:

June – Nov 2006

Desks reviews and fact finding
missions in Serbia and Montenegro,
Bosnia & Herzegovina,
Ethiopia and Uganda

Desk review and
interviews
scholarship
programmes

Analysis of
project fiches

**4 country
reports**

**Review of
scholarship
programmes**

**Portfolio
analysis of
educational
projects**

Phase 3:

Nov 2006 – May 2007

Synthesis in the core team

**Draft final
evaluation
report**

Dissemination, feedback, presentation and discussion

**Final
evaluation
report**

5. Policy context

5.1 Conceptual framework education

5.1.1. *Working definitions*

Education is always determined culturally. Thus, worldwide, different definitions apply. The German term *"Bildung"* not only describes a process, but it also represents a goal in itself. Historically, *"Bildung"* is closely linked with the humanistic perception of mankind. Thus, the roots of the German term "*Bildung*", including the resulting pedagogy and didactics, have philosophical roots. This is fundamentally different from the Anglo-American concept of "education" which has its scientific roots in learning psychology. However, this is a rather academic debate, as in the reality of development cooperation also German speaking agencies increasingly apply the concept of education.

The term education features different dimensions; it not only refers to education as a delivery process: Education also represents a universal human right, a policy concern, and is implemented through national systems with various sub-systems. In its connotation as a national system, education encompasses:

- Steering processes
- Delivery processes
- Support and quality assurance processes

Education is delivered at different levels, i.e. at primary, secondary (lower and upper), post-secondary and tertiary levels. The International Standard Classification of Education (ISCE) attempts to describe the universe of education at different levels and delivered through different paths in one system.

It is advisable to refer to and utilise internationally applicable terms and definitions in development cooperation.

5.1.2 *Competing objectives*

The Austrian Educational Cooperation (AEC) takes place in a field of competing and, at times, also conflicting objectives as depicted in the graph:
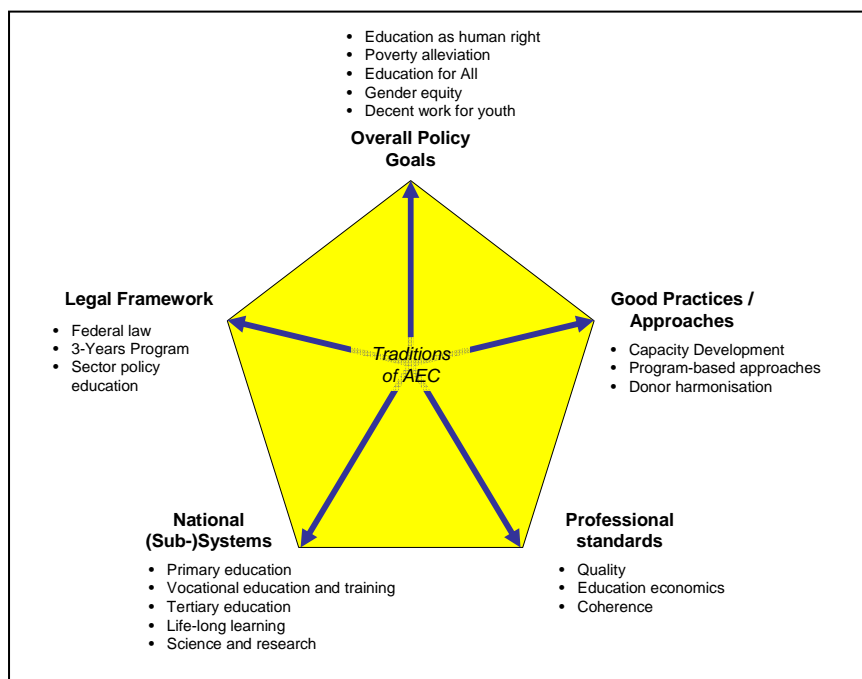
Within this field of competing objectives the relation between education and the overall goal of poverty alleviation is the most crucial issue for discussion. The OECD defines poverty comprehensively as conditions under which people are deprived of the following[7]:

- Economic capabilities (income and assets)

- Human capabilities (health, education, nutrition, water and shelter)

- Political capabilities (human rights and empowerment)

- Socio-cultural capabilities (social status and dignity)

- Protective capabilities (security)

Under such a broad definition, poverty alleviation represents the overall goal for other measures, including education. Thus, education represents one of a number of instruments within the wider concept of poverty alleviation.

However, such a broad definition of poverty may also lead to a situation, where the individual dimensions of poverty and the respective objectives come into conflict with each other as the individual dimensions of poverty alleviation are not in a linear cause-effect relationship.

Nevertheless, the high positive correlations between education and economic status, between education and health, between education and political participation, between education and social security are to an extent unquestioned, which, in turn, makes education a pre-requisite for poverty alleviation.

---

[7] OECD (2001): The DAC Guidelines Poverty Reduction, Paris, p.38.

Thus, the contribution of education to poverty alleviation cannot exclusively be determined at an operational-technical level, but is rather the result of political negotiation processes. In the present international context this was done through the definition of the second millennium development goal (MDG), which is not subordinate to the first one.

Seen in this context, education is not only an objective under poverty alleviation, but also functions in the opposite way: Poverty alleviation becomes a transversal topic in designing and implementing educational programmes and (sub-) systems.

5.1.3   Demarcation

Under the perception of education being a universal human right, a policy concern, and a national system, education is clearly demarcated from other terms like knowledge management or capacity development. Capacity development is an approach and good practice in development cooperation, which, of course, includes human resource development measures, possibly even educational measures. Capacity development focuses on the performance of institutions and systems, and it aims at "developing the ability of people, organisations, and the society as whole to manage their affairs successfully[8]".

The Austrian sector policy differentiates two functions of education, i.e. a so-called **sectoral function**, and an **instrumental function.** The above working definitions for education apply to the sectoral function only. The instrumental function is not synonymous to capacity development, but it might be perceived as one of its predecessors.

5.1.4   Gender and education

The MDGs and gender

MDGs have become paramount in the development agenda. While the MDGs explicitly mention gender equality as a goal (MDG 3) and recognise that gender equality is important for achieving all of the goals, numerous women's rights advocates note that gender equality is not well reflected in the global targets and indicators as a cross-cutting issue for the achievement of all the MDGs[9]. The great fear is that the MDG agenda actually undermines the Beijing Platform for Action, a fear further nourished by the recognition that the present post 9/11 political environment associated with the neo-liberal economic paradigm has been quite detrimental to the achievements make in women's rights in the 1990s[10]. On the other hand,

---

[8]   DAC (2006), The Challenge of Capacity Development: Working towards Good Practice, February 2006, DAC Network on Governance.

[9]   United Nations Development Fund for Women (UNIFEM) (2004), *Pathway to gender equality – CEDAW, Beijing and the MDGs*, http://www.unifem.org/filesconfirmed/216/385_PathwayToGenderEquality_screen.pdf (accessed on 28/03/06).

[10]   Kahn, Z. (2005): 2005 – The year of global attention to poverty eradication and development? A feminist review of the World Summit Outcome.

the promotion of gender equality and empowerment of women (MDG 3) was further strengthened and emphasised by the Task Force on Education and Gender Equality in 2005[11].

Framing the understanding of gender mainstreaming as put forward in ADC's Gender and development[12]

The ADC defines *gender mainstreaming* as follows: "Gender mainstreaming concerns planning, (re)organisation, improvement, development and evaluation of policy processes so that a gender equality perspective is incorporated in all development policies, strategies and interventions, at all levels and at all stages by the actor normally involved therein[13]."

Gender mainstreaming within the sectoral policies concentrates on *capabilities, opportunities and personal security*. Accordingly, gender mainstreaming within the **education sector** is described as follows, emphasising ***primary education, vocational education*** and ***lifelong learning***:

> "As far as the core area of *capabilities* is concerned, ADC fosters primary education and vocational and advanced training measures in line with the *Education for All* (EFA) declaration at the World Conference on Education in Dakar in 2000, and the MDGs, with particular emphasis on the EFA aspects *quality* and *equality* and on education for girls. ADC seeks gender parity in its fellowship programmes and also encourages local programmes that provide a transition between informal and vocational training as part of a lifelong learning cycle, thus reducing the high level of illiteracy among women in the process. Resources to increase access to lifelong learning will therefore be provided on a flexible basis from a fund set up locally.[14]"

Framing gender equality in education as a right

The current understanding of education as a human right of course echoes the Dakar World Education Forum (2000) and distinguishes a right *to*, *in* and *through* education.

- The *right to* education expresses the right that an individual possess in society and the state obligation to guarantee this right. The right should be provided equally and no one should be denied the right on grounds of discriminatory practices or regulations.

- The *right in* education refer to the necessary frameworks that are needed in the creation of an educational process of teaching and learning which guarantees the individual the benefits of the right.

- The *right through* education refers to the potential benefits of shared democratic values and commitment in a society with active and socially responsible people[15].

---

[11] Grown, Caren; Gupta, Geeta Rao; Kes, Aslihan (2005): Taking action: achieving gender equality and empowering women. UN Millennium Project. Task Force on Education and Gender Quality.

[12] BMaA/ADA (2006): Geschlechtergleichstellung und Empowerment von Frauen – Leitlinien der   Österreichischen Ost- und Entwicklungszusammenarbeit. English version: Gender equality and   empowerment of women. Policy paper.BMaA (1998): Gender und Entwicklung. Grundlagen für die Gleichstellung von Frauen und Männern in der Entwicklungszusammenarbeit.

[13] BMaA / ADA (2006), op.cit., p. 3.

[14] BMaA / ADA (2006), op.cit., p. 9.

[15] Swedish International Development Agency (Sida) (2005), *Education, Democracy and Human Rights*, http://www.sida.se/shared/jsp/download.jsp?f=SIDA2852en_Education+Democracy+and+HR+web.pdf&a=2850 (accessed on 15/02/06).

Read through a gender lens, this analytical grid of a right to education can give an understanding of the multiple dimensions of inequalities between boys and girls. A gendered examination of a *right to* education will demand an observation of the constraints on the family and within society that affect girls access to education. It is at this level that financing and access questions are vital. Evaluating the *right in* education through a gender perspective will invite a focus on how school systems take girls specific needs into account through curricula, teaching methods and content and teaching environment. Finally, an examination of the *right through* education will raise issues of how girls perform at school and how their achievements translate into equal opportunities in the social and economic sphere.[16]

5.2 International context and reference frameworks

As per our understanding of evaluations[17], the context analysis is an integral and crucial component of the evaluation process itself. In particular under the given circumstances, with an unclear definition of education (instrumental function), with scholarship programmes as the most substantial component of the project portfolio, with crucial developments in the international environment taking place, influencing bilateral cooperation directly, the elaborations below and in chapter 6 are integral and important components of the evaluation itself.

Generally speaking, in development cooperation the international community strives towards:

- the defining of internationally agreed overall policy goals,
- commonly agreeing on approaches and good practices,
- being in line with local policies, and
- harmonising donor efforts.

Such efforts increasingly exceed the nature of declarations, they are operationalised through international commitments, and they are subject to international monitoring. The evaluation will elaborate in details on the following issues and the respective Austrian commitments, contributions and status:

5.2.1 MDGs

Millennium Development Goals 2 and 3 (MDG)

Similarly, universal primary education for all is defined as the MDG 2 (*Achieve universal primary education*)[18], specified through the target that by 2015, children everywhere, boys and girls alike, should be able to complete a full course of primary schooling. Goal 3 (*Promote gender equality and empower women*) aims – among others – at eliminating gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015.

---

[16] Unesco (2003): Gender Equality in Education. Background paper prepared for the EFA Global Monitoring Report 2003/4 by Ramya Subrahmanian. 2004/ED/EFA/MRT/PI/71.
[17] Compare f.i. MAESTRO, the internal guideline of KEK-CDC Consultants for evaluations: http://www.kek.ch/cgi-bin/maestro-kek.htm).
[18] www.un.org/millenniumgoals/.

MDG 1: Eradicate extreme poverty and hunger

The target of MDG 1 is to 'halve, between 1990 and 2015, the proportion of people whose income is less than one dollar a day'.

5.2.2   EFA and Fast Track Initiative (FTI)

EFA /DFA /FTI

Though the UNESCO initiative 'Education for All[19] (EFA), initiated in the 90ies, preceded the MDG, it was later on further concretised through the Dakar Framework for Action (DFA) in 2000. The lack of resources and impact lead to the further operationalisation under the Fast Track Initiative (FTI), which was launched in 2002.

The FTI is a global partnership between donor and developing countries to ensure accelerated progress towards the 2nd MDG of universal primary education by 2015. FTI is built on mutual accountability. Donors provide coordinated and increased financial and technical support, in a transparent and predictable manner. Conversely, partner countries have agreed to put primary education on the forefront of their domestic efforts and to develop sound national education plans[20]. Only low income countries that have developed a Poverty Reduction Strategy are eligible to join the FTI. The relevance of the FTI is mainly limited to the South (with the exception of Moldova, who joined in 2005).

5.2.3   European Processes

In the 'European Consensus on Development'[21], a policy statement which was jointly adopted by all EU member states, the overarching objective of poverty eradication in line with the MDGs was reconfirmed.

While most international agreements (MDGs, EFA) are universally valid, the international initiative EFA/FTI does not target the South-East-European (SEE) countries. Whereas other specific international agreements play an important role, outstanding here are the European Enlargement- and Neighbourhood Policy.

The European Enlargement Policy plays a determined agenda-setting role for the whole area of South-Eastern Europe. Of specific relevance for the Western Balkan region is the Stabilisation and Accession Process (SAP)[22], which is the EU's policy framework for the Western Balkan countries, all the way to their eventual accession. The status of some Black Sea countries as acceding countries (Romania and Bulgaria), of some Western Balkan countries (Croatia, Macedonia) and Turkey as candidate countries, and finally the status of Bosnia / Herzegovina, Serbia / Montenegro, Albania and 'Kosovo issues' as potential candidate countries entails specific processes and procedures, with specific European financial instruments and with implications for the educational policies and reform processes of these countries. The Lisbon strategy, now renamed as the *Partnership for Growth and Employment*, with the 'Broad Economic Policy Guidelines' and 'Integrated Employment

---

[19] http://www.unesco.org/education/efa/.

[20] http://www1.worlbank.org/education/efafti/ accessed on 04/05/06.

[21] European Parliament, Council, Commission (2006): The European Consensus on Development, (2006/c 46/01).

[22] http://europa.eu.int/comm/enlargement/,
for the SAP: http://europa.eu.int/comm/enlargement/western_balkans_policy/index_en.htm, access at 04/05/06.

Guidelines' is a highly relevant policy framework for the whole region. Thus, the mega-trends for the transition economies in SEE are to a large extend influenced and defined through the European processes.

Universal primary education for all (in most countries including lower secondary education) is realised in most transition economies, although dropping out levels are on the increase. Thus, the focus of educational development in primary and lower secondary education lies in quality improvement, whereas the orientation of reform processes in vocational education, training and retraining, and in post-secondary and tertiary education are guided by the following European processes:

- The **Graz Process**, launched in 1998 during the 1st Austrian presidency. The Education Reform Initiative of South Eastern Europe (ERI SEE) enhanced the Graz process, the Austrian bm:bwk was among the founding members. ERI SEE is serving as an interface between ongoing SEE education reforms at national level and European trends in order to promote common European standards in education[23].

- The **Task Force Education and Youth**, in the framework of the stability-pact desk 'Democratisation and Human Rights'.

- The **Bologna Process**[24] for the reform of the higher education systems, including the participation in the European Credit Transfer System (ECTS).

- The **Copenhagen Process**[25] for the development of a European Qualifications Framework (EQF), followed by the planned development of a European Credit Transfer System for Vocational Education and Training (ECVET).

5.2.4   Emerging good practice and international trends

Systems perspective

Chapter 1.2 above suggests a perception of education as a human right, a policy concern and national systems. Thus, educational cooperation always has an irrevocable implicit or explicit systems perspective. For the description of education as a delivery system, the International Standard Classification of Education (ISCED) as schematically depicted in the attached graph[26], defines education broadly as follows:
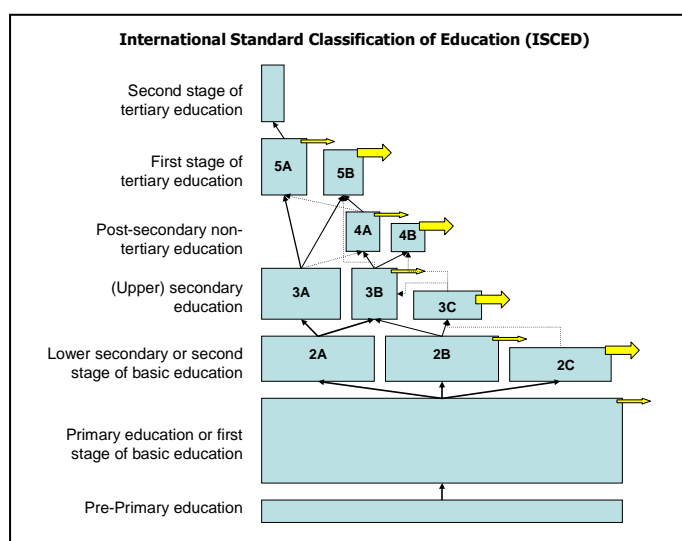
 "Deliberate and systematic activities designed to meet learning needs. Thus, education is understood to involve organised and sustained communication designed to bring about learning… Within the framework of ISCED, the universe of education includes…in addition to regular education, adult education and special needs education… All such educational activities should be classified based on their equivalence."

---

[23] http://www.see-educoop.net accessed on 04/05/06.

[24] The Bologna Declaration of 1999 set the goal of establishing a European area of higher education by 2010: http://europa.eu.int/comm/education/policies/educ/bologna/bologna.pdf accessed on 04/05/06.

[25] The Copenhagen Process of 2002 aims at enhancing European cooperation in Vocational Education and Training (VET): http://europa.eu.int/comm/education/copenhagen/copenahagen_declaration_en.pdf.

[26] Graphic prepared by KEK-CDC Consultants on the basis of the original document at: http://www.unesco.org/education/information/nfsunesco/doc/isced_1997.htm.

International Standard Classification of Education (ISCED)

Second stage of tertiary education

First stage of tertiary education — 5A 5B

Post-secondary non-tertiary education — 4A 4B

(Upper) secondary education — 3A 3B 3C

Lower secondary or second stage of basic education — 2A 2B 2C

Primary education or first stage of basic education

Pre-Primary education

The key issue of this definition for development cooperation is its implication on the differentiation between formal and non-formal education and training. The ISCED classifies programmes according to their equivalence within the overall system. Educational programmes differ on dimensions like entry requirements, delivery patterns, user groups, compulsory cycles, financing, exit qualifications and belonging to educational sub-systems. Thus, the differentiation between formal and non-formal education and training is a differentiation at the level of one of the system's components, not at the level of the system's definition itself. This has considerable implications in that e.g. non-formal programmes in basic education should not be in competition, but rather complementary to the primary education.

Programme-based approaches

One of the recent mega trends in development cooperation is the shift from individual projects to programme-based cooperation[27]. Projects tend to be poorly linked to the wider context. Dissatisfaction with the sustainability, impact and ownership has led to the development of more broadly based approaches and finally to the development of new instruments like programme-based approaches, with sector-wide approaches (SWAps) representing their most advanced and comprehensive form[28]. Harmonisation and alignment[29] are core principles of programme-based approaches.

Capacity Development

Capacity development is a major challenge, and widely recognised by donor organisations as emerging good practice. 'It involves much more than enhancing the knowledge and skills of individuals. It depends crucially on the quality of the *organisations* in which they work'[30]. This clearly indicates the high relevance of a system approach.

---

[27] In our perception, this term also includes all forms of budget support.

[28] An overview is given in: Langthaler, Margarete (2006): Finanzierungsformen der Bildungszusammenarbeit im Kontext von Education for All, ÖFSE, July 2006.

[29] **Harmonisation** refers to the effort of donors and development partners to bring their procedures, requirement and systems together and streamline their interaction with governments in developing countries.
Alignment refers to the commitment by donors to support country led plans and align behind these, rather than developing their own agenda and programmes.

[30] DAC network on governance (2006), The challenge of capacity development: working towards good practice. DCD/DAC/GOVNET(2005)5/REV1.

There a various definitions of *capacity development* or *capacity building*, but the evaluation team solely uses capacity development in the sense defined by the 2005 Paris Declaration on Aid Effectiveness:

> '*The capacity to plan, manage, implement, and account for results of policies and programmes, is critical for achieving development objectives from analysis and dialogue through implementation, monitoring and evaluation. Capacity development is the responsibility of partner countries with donors playing a support role. It needs not only to be based on sound technical analysis, but also to be responsive to the broader social, political and economy environment, including the need to strengthen human resources.*'[31]

Following this definition, capacity development is a guiding principle for all sectors in development cooperation, including the educational sector.

5.3 The Austrian legal and institutional framework

5.3.1 Legal framework

Austria's Development Cooperation (ADC) legislative framework is the **Development Cooperation Act** (EZA-Gesetz) 2003[32], which reformed the law on development cooperation from 1974. The act defines the general objectives, while the '**Three-Year Programme of Austrian Development Policy**[33]' delineates the strategic guidelines and indicative budgetary framework for operational activities.

In 2000, the responsibility for **cooperation with the East**[34] was shifted from the Federal Chancellery to the BMaA, Section VII, Development Cooperation, in the following renamed Section VII, Development- and East Cooperation.

5.3.2 Institutional set-up

The **Austrian Ministry for Foreign Affairs (BMaA), Section Development- and East Cooperation** is responsible for policies and strategies. The BMaA 'negotiates budgets, elaborates the Three-Year Programme, organises and approves country programming as well as policy development and it represents Austrian development cooperation officially[35]'.

A structural reform led to the creation of a separate executing agency. The **Austrian Development Agency (ADA)** was founded in 2004 and is responsible for the intermediary implementation of the bilateral programmes. ADA itself delegates the implementation of

---

[31] DAC network on governance (2006), p.12.

[32] EZA-Gesetz-Novelle 2003, Bundesgesetzblatt 2003/65, EZA-Gesetz 2002, Bundesgesetzblatt 2002/49

[33] Current version: BMaA (2005), Dreijahresprogramm der Österreichischen Entwicklungspolitik, 2005-2007, Fortschreibung 2005, Vienna, Sektion Entwicklungs- und Ostzusammenarbeit.

[34] This included Central- and South-East European Countries (whereby accession and candidate countries are phasing out), and partly NIS countries.

[35] OECD/DAC (2004), DAC Peer Review Austria, Paris.

projects partly to NGOs, and to private enterprises. ADA maintains Coordination Offices in priority countries of development cooperation.

Since the European initiatives for the education sector in SEE are closely related with the **Ministry for Education, Science and Culture** (bm:bwk), there is a need for policy coherence, specifically in the cooperation agenda with the East.

NGOs play a major role in implementing projects in development cooperation, but with smaller importance in SEE. NGOs are also making use of European Commission funds.

5.3.3   Management and coordination of educational cooperation

The ADA desk for ‚educational cooperation' in Vienna is responsible for managing the budget line for scholarship programmes (‚education in Austria' - BL40, Bildung und Ausbildung in Österreich), is involved in programming and policy development, and is responding to ad hoc requests of the geographical desks. In countries, where educational cooperation is a programme priority, the desk for ‚educational cooperation' is involved in setting up the country programme.

The capacity of the coordination offices in SEE is supported by an Austrian NGO (ZSI), which is in charge of monitoring educational projects. Similar support structures do not exist in the South.

6.   Sector policy education

At a hierarchical level below the legally binding documents and instruments as described above, the Austrian Educational Cooperation is conceptually guided by the *Sector Policy Education*, published in 2000 by the BMaA[36]. Though it is not officially mentioned, the validity of the sector policy is limited to the South.

The educational cooperation in South Eastern Europe is guided through the *Guidelines for Educational Cooperation in SEE 2002-2005*, also published by the BMaA[37].

The two documents have only been published in German.

The analysis of the policy documents themselves was a natural first step in the desk review of documents. However, this analysis was not limited to the context analysis, but both the sector policy itself and the guidelines were also analysed under evaluation questions.

---

[36] BMaA (2000): Bildungszusammenarbeit - Sektorpolitik der Österreichischen Entwicklungszusammenarbeit.
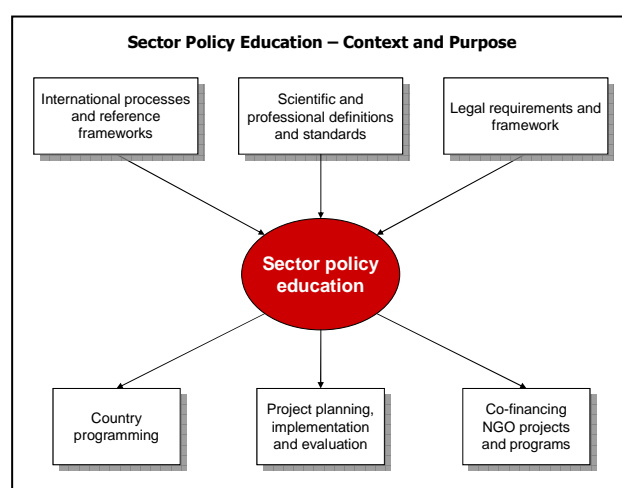
[37] BMaA (2002): Bildungszusammenarbeit in Osteuropa. Leitfaden für die Ostzusammenarbeit des BMaA 2002-2005.

6.1 Leading questions for evaluation

In the sense of a working hypothesis, a paper called "Sector Policy Education for the Austrian Development Cooperation" (and/or the Guidelines for Educational Cooperation in SEE) would be expected to be situated as depicted in the graph. Thus, one would expect the sector policy education to respond to the international reference frameworks, to be in line with the international terminology, to capture the current professional and scientific debates, and to operationalise the legal requirements and reference framework for the Austrian development cooperation in the field of education.

On the other hand, at the level of implementation, a sector policy education would be expected to be the lead document for programming, planning, monitoring and evaluation of educational programmes and projects, and for decisions on contributions for co-financing NGO in the educational field.

Thus, at the level of the sector policy itself, the inception report defined the leading questions for evaluation as follows:

Sector Policy Education – Context and Purpose

International processes and reference frameworks

Scientific and professional definitions and standards

Legal requirements and framework

Sector policy education

Country programming

Project planning, implementation and evaluation

Co-financing NGO projects and programs

Dimension	Leading questions
Validity	• How does the sector policy relate to internationally agreed policy goals, good practices and respective Austrian commitments? • How does the sector policy operationalise the legal framework?
Relevance	• How is the sector policy guiding the programming, planning, monitoring and evaluation processes of educational projects and programmes? • How is the sector policy guiding contributions to NGO programmes?
Effectiveness	• Does the overall project and programme portfolio effectively translate the defined goals into action?

6.2 Validity of the sector policy

6.2.1 Character of the policy documents

As compared to the expectations formulated in the working hypothesis above, the definition of the character of the policy paper remains vague. The introduction to the sector policy describes the purpose of the paper to serve as guide-rail and supporting instrument for decision making, it does not define its purview. The respective paragraph reads as follows:

"Die vorliegende Sektorpolitik will die Relevanz von Bildung für den Entwicklungsprozess und die gegenwärtig Situation des Bildungssektors in Entwicklungsländern aufzeigen, sowie die Grundsätze, Ziele und Leitlinien und Strategien der Österreichischen Bildungszusammenarbeit vorstellen. Es soll jenen Personen bzw. Organisationen der Entwicklungszusammenarbeit, die in diesem Bereich tätig sind, als Leitfaden und als Entscheidungshilfe für ihre Arbeit dienen."[38]

The character of the Guidelines for Educational Cooperation in SEE is defined similarly as manual and guide-rail:

"Das vorliegende Dokument ist ein Praxisleitfaden…Es richtet sich an einen kundigen, mit Südosteuropa und dem Thema Bildung vertrauten Leser und soll diesem die praktische Arbeit im Rahmen der Ostzusammenarbeit erleichtern. Entstanden ist also ein Handbuch als Orientierungshilfe sowohl für die Arbeit im BMaA selbst, als auch für die Benefizienten in den Zielländern sowie für Implementierungsorganisationen und sonstige Interessenten."[39]

6.2.2   International reference frameworks

Sector policy education

The sector policy education was published in November 2000. It refers to international declarations like the Jomtien Conference 1990 (Education for All), the final declaration of the 4th UN Women's Conference in Beijing 1995, the final document of UN World Social Conference in Copenhagen 1995, and the OECD DAC document of 1996 "Shaping the 21st Century: The Contribution of Development Cooperation"[40]. Mentioning international declarations and documents has the character of a description of the context for the Austrian cooperation, there is no elaboration on the extent of a potentially legally, morally or contractually binding character of international declarations and commitments.

However, looking at the year of publication (i.e. 2000), the lack of reference to an international reference framework with a more binding character does not come as a surprise. Though the relevant processes might have been initiated earlier, they gained their momentum only at a later stage:

- The Millennium Development Goals were adapted by the UN Millennium Summit in September 2000. Their operationalisation was initiated through the Road Map towards the Implementation of the UN Millennium Declaration in 2001.

- Although the Education for All initiative started in the 90ies with the Jomtien Conference, it was only formalised in a more legally binding way in 2002 through the Fast Track Initiative, and combined with the MDG:

- Efforts on aid harmonisation within OECD DAC also started in the 90ies. However, the "10 Indicators on EU donor harmonisation in education for development cooperation" was adapted in February 2004, and the Paris Declaration on Aid Harmonisation in March 2005.

Guidelines for Educational Cooperation in SEE

---

[38] BMaA (2000): op.cit. p.1.
[39] BMaA (2002): op.cit. p.5.
[40] BMaA (2000), op.cit. p.2.

The guidelines make explicit reference to the relevant European processes, in particular the various initiatives under the stability pact and the Bologna process. Moreover, the guidelines define the support to the integration of the educational (sub-) systems into the European educational sphere as its first objective.

6.2.3   Conceptual and professional alignment

General orientation

Both the sector policy education and the guidelines for educational cooperation in SEE describe the educational systems in line with international approaches and terminology. In particular the sector policy education elaborates on the duality of the term education both as individual human right and as national systems with respective sub-system as per the International Standard Classification of Education (ISCED).

Sectoral and instrumental function of education

The sector policy introduces a differentiation between a sectoral and an instrumental function of education, whereas the guidelines for SEE speak of education only.

Whereas the so-called sectoral function aims at supporting and strengthening educational systems and institutions, the instrumental function is introduced for educational measures and activities in projects and programmes with another main purpose.

It is evident that education, training and human resource development are common and frequently used instruments in projects and programmes with other main objectives, including water and sanitation, health, agriculture, and private sector promotion, etc. Such projects and programmes either provide training as an input, or they buy training from local providers. Thus, an instrumental function of education is obvious and self-understood. However, under a sector policy education the sole purpose of a differentiation between instrumental and sectoral function is the demarcation of the validity, in that a sector policy can only be valid for those projects and activities which support and strengthen educational systems and/or institutions, but not for those activities, which utilise educational measures as project inputs under other objectives. It is difficult, if not impossible, to operationalise an instrumental function of education in a meaningful way. Also the sector policy education itself does not elaborate further on the instrumental function; the definition of objectives, strategies and operational guide-rails focus on the so-called sectoral function.

The instrumental function is also different from what is known under "capacity development": Capacity development is a comprehensive approach to enable organisations to perform. Thus, capacity development addresses individuals, organisations and systems.

6.2.4   Legal framework

Legally the Austrian development cooperation is guided through the *Entwicklungszusammenarbeitsgesetz*[41], which defines the *Dreijahresplan* and the *Förderungsverträge* for individual projects as next levels of instruments in the legal cascade. As to the objectives, the Austrian development co-operation primarily is committed to

---

[41] Bundesgesetz über die Entwicklungszusammenarbeit (EZA-Gesetz), publiziert im Bundesgesetzblatt vom 29.3.2002

a) Poverty alleviation through strengthening economic and social development,

b) Protection of peace and human security,

c) Protection of the environment and natural resources.

Within the range of possible interventions, the law explicitly defines *education and training of individuals from developing countries*[42] as a possible measure of the Austrian development cooperation beside other measures like projects and programmes in developing countries.

Rather on the basis of experience than of analysis, the *Dreijahresprogramm* 2005-2007[43] identifies Education, Training, Science and Research as one of the sectors with *comparative advantage*s for the Austrian development cooperation.

Within the social sectors, the *Dreijahresprogramm* further identifies education as a possible priority sector for cooperation in priority countries.

The country-specific priorities for the period 2005-2007 are presented without further explanations and justifications, and without reference to specific sector policies.

On the other hand neither the sector policy nor the guidelines for educational cooperation with SEE make reference to the legal framework or define their purpose within the overall endeavour to translate the objectives of the legislation into action.

6.3   Internal relevance of the sector policy

As indicated in the above graph, an internally relevant sector policy could be expected to play a decisive role as guiding document for country programming, as basis for the project planning, monitoring and evaluation, and for decisions on contributions to NGO projects. The evaluation of the internal relevance of both the sector policy education and the guidelines for educational cooperation in SEE has been made one of the leading questions in the four country studies.

6.4   Internal effectiveness of the sector policy

The internal effectiveness of the sector policy, understood in the sense of how effectively the overall project and programme portfolio in education of the Austrian development cooperation contributes to achieving the policy goals and objectives, is subject of the portfolio analysis reported in chapter 7 below.

---

[42] EZA-Gesetz, § 2, Absatz 3, lit b).

[43] BMaA (2005): Drei-Jahres Programmem der Österreichischen Entwicklungszusammenarbeit 2005-2007, Fortschreibung 2005.

7. Portfolio analysis of education projects

7.1 Introduction

The portfolio analysis focuses on the leading question of how the overall portfolio of educational projects of the Austrian development cooperation translates the sector policy education into action. Thus, the portfolio analysis takes a macro level perspective and examines the internal effectiveness of the sector policy education and the guidelines for educational cooperation in SEE.

An overview of the complete analysis is annexed to this document. This chapter summarises its key observations and findings.

The analysis is based on a comprehensive sample of 348 project fiches approved from 1995 onwards, with project duration until 2008 and classified as educational projects under the DAC codes 11110 to 11420[44]. As subsequent phases of one and the same project are formally approved as separate projects, and as comprehensive programmes might be composed of different components also approved as separate projects, the 348 fiches represent a total of 85 projects. As the project fiches have been provided by ADA, the evaluators worked on the assumption of completeness without cross-checking. While this assumption might not be fully accurate, it remains justifiable as a base of analysis as the sample is sufficiently large to indicate trends.

The database has been analysed with the following dimensions:

- Overview on the geographical and financial distribution of the complete portfolio of educational projects

- Attribution of educational projects in the South to objectives and strategies as defined by the sector policy education.

- Attribution of educational projects in SEE to the objectives as defined by the guidelines for educational cooperation in SEE.

- Classification of educational projects as per the DAC Code.

- Classification of educational projects as per their financial volume.

- Portfolio analysis of educational projects on the two dimensions of individual outreach and systems impact.

7.2 Observations

The 85 educational projects represent a cumulative value of € 106,464,000, out of which 31 projects, equivalent € 16,589,000, are implemented in developing countries, and 25 projects

---

[44] The portfolio analysis is not a statistical instrument, but an instrument for dynamic assessment, used to identify and visualise trends. The data base consists of the ‚project fiches' for educational projects, as provided by the ADA for the period of investigation (1995-to date). The period of investigation and the DAC codes of the individual projects were defined by the ADA. It is assumed that the project fiches cover the entirety of educational cooperation projects.
We admit that the allocation of projects prior to 2000 (and 2002 for South-East Europe) according to the goals defined in 2000 (and 2002 respectively) can be questioned. However, it was an explicit request of the ADA to include projects from 1995 onwards in the evaluation. While making the analysis, we searched for a visible impact of the sector policy on the portfolio of educational projects. At the level of the overall portfolio of educational projects, we could not find any visible impact of the sector policy after 2000.

with a budget allocation of € 13,375,000 are implemented in SEE. The lion's share of the allocated funds (72%) is spent in Austria itself, the majority (€ 72,170,000 or 68%) on various scholarship programmes.

As scholarship programmes have generously been attributed to the policy objective *"bridging the North-South gap in science and technology"*, a heavy concentration of projects under this objective has been observed.

Contributions to *quality development* is a second policy objective with a substantial number of projects, whereas only a few projects can be attributed to the two high level objectives like support to *educational reform processes* and support to *broad access to education.*

As to the possible support strategies defined through the sector policy, *contributions to the development of local competence and expertise* at individual level is **THE** key strategy of the Austrian development cooperation in education, whereas support to capacity development as a second strategy lags far behind.

The analysis of the project portfolio in SEE in relation to the objectives defined in the guidelines reveals that a majority of the 25 projects cannot be attributed to one of the objectives. However, some substantial projects focus on the two high level objectives like support to the *integration of educational systems into European processes*, and support to *educational reform processes.*

Under the DAC classification system, the majority of projects are classified under the code for *higher education* as the scholarship programmes themselves are classified as higher education projects. A second cluster of projects is classified as *unspecific education* projects, a third, yet considerably smaller one, is classified under *vocational education and training.* All other educational levels and activities like primary education, basic life skills, etc., are allocated only a few scattered projects.

The analysis of the cumulative financial volume of the projects reveals a large concentration of small (below € 500,000) and very small (below € 100,000) projects. Only 4 out of 85 projects exceed a cumulative value of € 5,000,000. 3 out of these 4 projects are scholarship programmes in Austria. With € 22,290,000 the North-South Scholarship programme is by far the biggest project and absorbs about 21% of the total resources allocated to educational projects. The support to Higher Education in Bosnia and Herzegovina, including specific support to Sarajevo University, is the only substantial programme with a cumulative value exceeding € 5,000,000.

7.3   Portfolio analysis

The portfolio analysis is an instrument which classifies the overall portfolio in two dimensions in four categories. The two dimensions for educational projects are **individual outreach** and **impact on the educational system.** These two dimensions relate directly to the sector policy education, in that educational cooperation shall contribute to strengthening educational (sub-)systems offering a broad access to education and training with a special focus on women and special needs groups.

In the dimension of the individual outreach, the projects and activities that score highest are those which reach out to new target groups be it in qualitative or quantitative terms, which have a direct positive effect on participants and beneficiaries, and which make a difference for them. In qualitative terms this dimension refers to projects and activities reaching out to

specific target groups (e.g. handicapped persons, women, special needs groups, illiterate adults, early school leavers, etc.), in quantitative terms to projects which enhance the delivery capacities. The quantitative aspect also refers to *value for money*: With similar investments, local scholarship programmes can offer benefits to considerably more beneficiaries than international scholarships.

In the dimension of the systems impact and sustainability, the projects and activities that score highest are those which are likely to absorb the project support and inputs into their regular system, and which are likely to repeat newly introduced processes and activities and/or utilise facilities, equipment and resources for quality improvement of their regular programmes.

To create a detailed analysis it would possible to define detailed criteria and indicators for scoring each project on each dimension in order to get a comprehensive and detailed overview on the complete portfolio. However, for the purpose of the present analysis the projects have only been rated *high* and *low* in the two dimensions. This is leads of course to a rough, yet sufficiently precise overview and analysis of the complete portfolio of educational projects.

The resulting four categories of projects are named **CASH COWS**, **QUESTION MARKS**, **PETS** and **STARS**. The terms are derived from commercial applications.

In educational cooperation **CASH COWS** are those projects, which are in high demand by the partner organisations, which are comparatively easy to implement, on which it is easy to spend substantial money, which improve the quality of existing services in existing organisations without reaching out to new target groups and/or developing new products are classified under this category. Thus, this applies to teacher training projects, to equipment support to workshops and laboratories, etc.

QUESTION MARKS refer to those products which reach out directly to the target group, which make a difference at the level of individual participants and beneficiaries, but which don't have a big impact on the education system, which have little sustainability beyond the project duration. In that respect, the implementation of question marks might be justified in a specific context, under social and/or short-term objectives, or as contribution to achieving other objectives, etc. In the portfolio of educational projects such projects like local scholarship funds, craftsmen training, specific training for returning refugees, distance learning programmes for remote areas, special programmes in conflict-affected areas, etc, have been classified in this category.

For the understanding of the category of the so-called **PETS** (sometimes also called *dogs*) it is crucial to realise that the category itself doesn't say anything about the quality and the implementation of individual projects. The individual projects themselves might be well designed, well planned, well administered and well implemented, they even might have a positive impact at the level of individual participants and beneficiaries, but they neither make a substantial difference within the respective

Portfolio Analysis of Educational Projects(*)
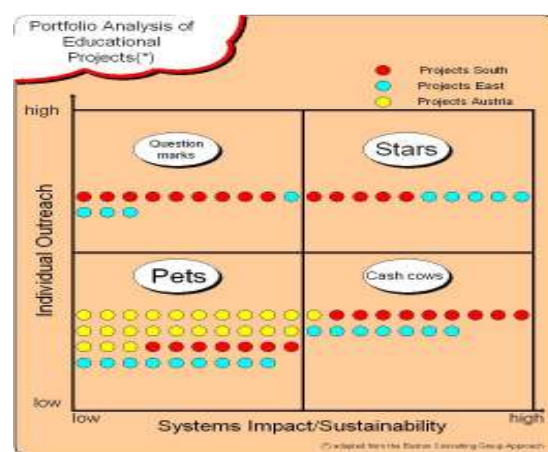
educational (sub-)systems, nor have they a substantial impact on the target group in quantitative terms. In the Austrian portfolio of educational projects such projects like the support to an SOS children's village, the support to computer training courses, the rehabilitation of an individual kindergarten, the renovation of a gymnasium, the support to an educational theatre, but also the scholarship programmes implemented in Austria are classified as *pets.*

In development cooperation those projects and programmes, which both reach out to the target group, which make a difference at the individual level of participants and beneficiaries, and which at the same time have a sustainable impact on the educational (sub-) system are classified as STARS. This applies to those projects and programmes, which support the development of new training products for a new clientele and their integration into the regular programmes of training providers, the establishment of new or the expansion of existing delivery capacities, the development and introduction of new financing mechanisms and instruments, or the support to complete educational reform processes. Within the Austrian project and programme portfolio projects like the support to Higher Education in Bosnia and Herzegovina and to the Sarajevo University, the strengthening of the vocational education and training sub-sector in Burkina Faso, the support to basic education in Cap Verde, but also the support to and the participation in the ADEA-Association for the Development of Education in Africa, have been classified as stars.

Though the classification of individual projects might be disputed in some cases, the overall picture as displayed in the graph would hardly change drastically, and it is rather self-explanatory. The most neutral observation is, that the sector policy education and the overall project portfolio are not well balanced, and that there is ample scope to either review the sector policy, or the project portfolio, or even both.

8. Summary of the scholarship programmes

8.1 Background

The scholarship programmes were selected for review due to their large volume and long tradition of implementation, and their core position within the budget line for educational cooperation.

The scholarship programmes in Austria have a long tradition, which dates back more than 40 years. A substantial part of the Austrian Educational Co-operation (AEC) budget is allocated to these scholarship programmes, which are earmarked with a separate budget line[45]. The target groups benefiting from scholarships in Austria (which are co-financed with Austrian Development Assistance funds) are students from developing countries. Students from South-East European countries[46] are not eligible for participation in these scholarships.

The scholarship programmes are binding a large, although slightly declining, proportion of the Austrian budget for the educational cooperation sector (68% of the overall budget for educational projects, and 81% of the budget for educational projects with developing countries, period from 1995 to 2008)[47].

The review of the scholarship programmes[48] concentrates on scholarship programmes for studies **in** Austria and does consequently not cover South-South scholarship programmes like the Cap Verde project[49]. The "Science & Technology Grants for South East Asia[50]" also include some South-South scholarships[51].

Since the start of the scholarship programmes, there have been reforms and continuous improvements to keep path with changing framework conditions[52]. Overall, the approach was not questioned.

Globalisation impacts on higher education and on research cooperation. Scholarship programmes can have a complementary function and support the development cooperation agenda with the partner countries, but do not have the potential to make a remarkable contribution to the development of the tertiary sector in the partner countries at a systems level. The scholarship programmes in Austria are assessed as more and more fulfilling a complementary, instrumental function[53].

---

[45] Budgetlinie BL40: Bildung und Ausbildung in Österreich.

[46] With the exception of Turkey.

[47] Compare chapter 7.2.

[48] Compare the more detailed „Review of Austrian Scholarship Programmes" in Annex 5.

[49] The „Drittlandstipendienprogramm Kap Verde" supports a national scholarship fund for scholarships in third countries with similar language and culture (mains Brasil and Cuba). This support (a joint funding with other donors) has been provided from 1996 to 2006; as a revolving credit programme, it is expected to be self-sustainable. Source: Project EZA 1752-00/02. Bolsas de estudo em países tercerios. Evaluation report of April 2006.

[50] www.-c724.uibk.ac.at/theochem/staff/bmr/STGrantsSEA.html (accessed on 25.7.2006).

[51] Indonesia on-place grants.
[52] Zauner, Atiye; Saadat, Lydia (2003): Österreichische Bildungszusammenarbeit. Kurzfassung der Ergebnisse und Vorschläge zur Programmentwicklung 2002/2003.
[53] Zauner, Atiye; Saadat, Lydia (2003), op.cit., p.1.

We distinguish three types of ADC financed scholarship programmes: a) The NDS scholarship programme, with in-built institutional links between North and South. This programme has gained relevance for capacity building of the tertiary sector in the South and has a potential for further enhancing cooperation between Austria and partner countries in specific research fields. b) The EWS programme (One-World scholarship programme), granting scholarships for students from the South who are already studying and living in Austria, is also a valid instrument, an educational project with manifold objectives. But the evaluation team does not regard this approach as educational cooperation, due to its low systems impact. c) Post-secondary and post-tertiary courses which are mainly fulfilling the instrumental function of education.

8.2   Relevance

HOW DO THE SCHOLARSHIP PROGRAMMES TRANSLATE THE SECTOR POLICY GOALS?

The Austrian Development Co-operation Act[54] lists 'Bildung, Ausbildung und Betreuung von Menschen aus Entwicklungsländern' - roughly translated as 'Education and support to persons from developing countries' - as one of seven different measures of development cooperation. It could be assumed that the Act confirmed the scholarship programmes in place.

In contrast to this Act, the scholarship programmes hardly link to the AEC's objectives. These objectives are[55]:

- Increased access to education for all, in particular for girls and women and other socially disadvantaged groups;

- Quality development and assurance of educational programmes;

- Support to reform processes and development programmes compiled by the partner countries;

- Narrowing of the North-South gap in science and research.

The scholarship programmes only hold some relevance to the last objective of 'narrowing the North-South gap in science and research'. This objective is merged into the scholarship programmes, but there are few examples of explicit research cooperation and agreements.

PROGRAMMING

There is no standard procedure in place for the strategic programming of budget line BL40, which is under the responsibility of the desk "educational cooperation" at ADA Vienna. The development of a strategic programme for BL40 has been defined as priority task by the desk, aiming at contributing to capacity building of the education sector in the partner countries.

---

[54] 49. Bundesgesetz: Entwicklungszusammenarbeitsgesetz 2002.

[55] Quoted from: BMaA (2000): Bildungszusammenarbeit. Sektorpolitik der österreichischen Entwicklungszusammenarbeit. Wien, Sektion VII.

INTERNATIONAL COMMITMENTS

Millennium Development Goals and poverty alleviation:

Various papers claim a positive contribution of the scholarship programmes to poverty reduction[56]. In our opinion, this is difficult to sustain. The relation of the scholarship programmes with poverty alleviation[57] (MDG 1: Eradicate extreme poverty and hunger) is complex and indirect and depends *i.a.* on the impact of the programmes on capacity building and better access to modern technologies and economic growth. There is evidence of an improvement of the economic situation of individuals. Some 'success stories' like those ITH graduates provide an example for trickling-down effects, contributing to job creation in the tourism sector with entrepreneurial activities in their home countries.

To a certain degree, the scholarship programmes can be said to relate to MDG 3 (Promote gender equality and empower women) since they do take into account the gender dimension.

The view that tertiary education has little role in promoting poverty alleviation is widely shared. For Sub-Saharan Africa, this view has led to a relative neglect of this education sector and a reduction is spending. The argument for investing more in higher education is, that it is not only producing private but also public benefits, by enhancing economic development and technological catch-up. A trade-off between basic and higher education should be avoided[58]. Investing in secondary (vocational) and tertiary education is certainly an option, but must be addressed at systems level.

CONTRIBUTION TO CAPACITY DEVELOPMENT

Capacity development does not only concern individuals, but also organisations and society: "*Capacity development* is understood as the process whereby people, organisations and society as a whole unleash, strengthen, create, adapt and maintain capacity over time."[59]

Indicators and assessment:

- At the individual level: increase of income, career prospects, return to the job.
  An individual benefit can be assumed in all programmes, although there is no systematic empirical evidence[60].

- At the organisation level: can the higher qualification be used at the workplace and contribute to organisational learning?
  The organisational and the institutional levels have relevance in the NSD scholarship programme and in postgraduate courses, where the students are anchored with the

---

[56] Zauner, Atiye; Saadat, Lydia (2003): Österreichische Bildungszusammenarbeit. Kurzfassung der Ergebnisse und Vorschläge zur Programmentwicklung 2002/2003. p.5.

Zauner, Atiye (2004): Was hat Studienförderung an den österreichischen Universitäten mit Armutsbekämpfung zur tun? In: ‚Denken und Glauben' Nr. 132. Festschrift zum 40-jährigen Jubiläum des Afro-Asiatischen Instituts in Graz.

[57] UN Millennium Development Goals, www.un.org/milleniumgoals

[58] Bloom, David; Canning, David; Chan, Kevin (2006), p. iii.

[59] OECD (2006): The challenge of capacity development: Working towards good practice. DAC Network on Governance. DCD/DAC/GOVNET(2005)5/REV1, p.9.

[60] A detailed empirical analysis is provided by the ÖFSE: Zauner, Atiye; Karcher, Wolfgang; et.al. (1996): AbsolventInnenstudie. Verbleib und Reintegration von StipendiatInnen der österreichischen Entwicklungszusammenarbeit.

institutions in their country of origin. These institutions are stakeholders of the process. Hence, these scholarship programmes can be described as 'academic capacity building institutional cooperation support programme'. In contrast, the EWS programme design does not include a systematic institutional linkage with employers, universities or government institutions in the partner countries.

- The society: research networks and institutional collaboration; linkage to reform processes, poverty reduction.
  The enhancement of sustainable research cooperation and networks depends to a large extend on the individual initiative and should be further and systematically addressed. A positive example of knowledge building in the partner country itself and enhancement of research cooperation and networks is the limnology course project[61].

In order to achieve an institutional and/or societal impact and to contribute to capacity development in the higher education sector in partner countries, scholarship programmes should be embedded as one instrument among others in more holistic approaches, entailing e.g. inter-institutional cooperation of universities, exchange programmes, twinning projects and similar measures.

The NDS scholarship programme aims at supporting not only individual scientists, but also universities and research institutions in developing countries. The institutional cooperation between Austrian and African research and training institutions in the field of limnology[62] or groundwater tracing are also positive examples. The institutional linkage with administrations, universities and employer organisations in the partner countries provide potential for capacity building effects. These effects can only be achieved, if the cooperation is sustainable and in line with geographic and sectoral priorities. The beneficiaries of the scholarship programmes are widely spread over many countries. A concentration on priority countries of ADC did not yet take place.

Further evidence on the capacity building aspect was gained from the field studies in Ethiopia and Uganda. The views in these partner countries confirm that the projects are well managed and have positive effects on the level of the individual beneficiaries (employment, career, income). However, the effects at systems level are limited, as they are not imbedded in capacity development as defined above. The impact at systems level depends on unspecific expectations in trickling-down effects through improved individual performance.

8.3 Effectiveness

OWNERSHIP

The supply driven approach of the scholarship programmes does not support ownership. The evidence from the case studies in Africa indicates that the universities or education planners in the partner countries are not involved systematically, not in the selection process of students and not in the choice of course topics. "From a Ugandan perspective, the purposes and the rationale of post-graduate courses offered in Austria remain vague and unclear, and the

---

[61] Austrian Academy of Sciences, Institute for Limnology (2004): Endbericht zum Limnologielehrgang.

[62] Austrian Academy of Sciences, Institute for Limnology (2004): Endbericht zum Limnologielehrgang.

selection procedures are not transparent."[63] The case studies from Ethiopia have a more differentiated result, but there is also a lack of systematic needs analysis.

Generally speaking, the scholarship programmes, in particular those offering standardised courses exclusively organised for participants from developing countries, are *supply driven*. There is no procedure in place to systematically analyse and assess the needs in the partner countries, specifically on part of the research institutes and the economy, and to align the programmes with national and/or sectoral priorities.

The reason for this apparently lies in a) communication problems between institutions in Austria and the partner countries, and b) a lack of resources to develop appropriate methodologies and sustainable coordination networks.

GENDER ASPECT

The policy goal is that at least 50% of the students should be women. There is a difference between the two large scholarship programmes regarding female participation. Whereas the female participation rate in the EWS programme is around 50%, it is markedly lower in the NSD programme with approximately 25%, with a recent increase to 27-28%[64]. This can be explained by the fact, that a) graduates with work experience more often have families and therefore have difficulties to study abroad, and b) that the NSD programme focuses on natural science and technology studies, areas where female representation is usually more limited. Female candidates with equal qualifications are already prioritised; a further increase of the female participation rate could only by achieved by addressing the issues that limit women's choices and prevent them from applying (i.e. gender roles and horizontal discrimination in the education system).

Across all the programmes, there are also marked differences in female participation depending on the geographical origin of the participants: Female participation is highest among students from Iran (50%), followed by Turkey (46%), and lowest in Sub-Saharan Africa (24%) and Maghreb and Arabian countries (25%)[65].

Compared to 2001/02 with an overall female participation rate of 37.4%, female participation came down to 34.4% in 2004/05. This is mainly due to a lower female participation from South& Central America, South & Central Asia, and Iran.

With regards to the selection of applicants in Austria, the gender aspect appears to be adequately and systematically addressed. The selection phase starts already with the information to potential beneficiaries in the partner countries. In this respect, the evidence from Ethiopia regarding women' equal access and participation in the scholarship programmes looks negative, whereas the evidence from Uganda gives a positive picture. For those applicants, who submit their application, the selection process in Austria is organised in a way that gender equality standards are met. The women's individual career benefits after their return needs to be covered by tracing the careers of the returnees in the partner countries under a gender aspect. Here again, the evidence from the field studies in Africa indicates a lack of systematic follow-up.

---

[63] Country Report Uganda, Matthias Jäger

[64] 2006/2007, according information obtained from the ÖAD, 21.3.2007.

[65] ÖSFE (2006), op.cit.

Suggestions to further improve the effectiveness and impact of the programmes are given in the recommendations below. Focussing on relevant research areas, strengthening inter-institutional cooperation, and optimising the return of investment with systematic reintegration and follow-up approaches are core recommendations.

Recommendations

phase	Recommendation	Who is concerned
Selection and preparation	Improve communication between implementing agency and coordination offices in the partner country.	ADA, implementing agencies
	Continue focusing on research topics which are in line with development cooperation priorities.	Implementing agencies
	Reduce the number of countries and concentrate on partner universities and institutes to improve impact.	ADA and implementing agencies
	Moving closer to the South: Develop a methodology of needs-assessment with the relevant institutions in the partner countries. Limit the post secondary and post tertiary training courses to those topics, which are not available in the partner countries.	ADA, cooperation offices
	Moving closer to the South: support the development of human resource development plans in the partner institutions (universities, public institutions), to enhance the embedding of higher education in development plans, and feeding-back the contents learned.	ADA, cooperation offices
	Gender aspect in the NSD scholarship programme: More should be done to attract women to apply; this would urge for a more active involvement of the partner institutions and the ADA coordination offices in the partner countries. An increased number of female participants could be achieved by addressing the reasons that limit women's choices and prevent them from applying.	ADA, cooperation offices

phase	Recommendation	Who is concerned
Implementation	NSD scholarship programme: Provide incentives and resources to supervising professors in Austria.	Universities
	Strengthen inter-institutional cooperation, exchange programmes, sandwich projects, twinning projects in teaching and research, and similar approaches.	Implementing agencies and universities
	Improve the (economic) conditions of foreign students in Austria (work permits under specific conditions)[66].	Government of Austria
Follow-up	*Optimising the return of investment*: Implement appropriate procedures for systematic tracing and follow-up activities, in close cooperation with institutions in the partner countries. To facilitate the dissemination and sustainable application of research results in the partner countries, the organisation of regional workshops with presentations and discussions is suggested[67].	ADA, Implementing agencies and universities

The NSD scholarship programme, with in-built institutional links between north and south has gained relevance for capacity building of the tertiary sector in the South and has a potential for further improvement. The EWS programme is also a valid instrument, an educational project with manifold objectives. But the evaluation team does not regard this approach as educational cooperation, due to its low systems impact. Post-secondary and post-tertiary courses mainly fulfil the instrumental function of education.

Though the scholarship programmes are generally well and efficiently managed, the overall justification of scholarship programmes implemented in Austria as key instrument and backbone for the implementation of the sector policy education, and for pursuing internationally agreed goals (MDG), strategies (e.g. donor harmonisation) or national priorities (e.g. educational reform processes and strengthening local educational sub-systems) remains highly questionable.

---

[66] See KKS (2006): Kontaktkomitee Studienförderung Dritte Welt (2006): Bildungszusammenarbeit – BZA im Kontext der Österreichischen Entwicklungszusammenarbeit. Positionspapier, November 2006.

[67] Recommendation of the KEF, submitted 7 March 2007.

9. Summaries of the country reports

All countries selected for field studies - Serbia and Montenegro, Bosnia & Herzegovina, Ethiopia and Uganda – are priority countries of ADC[68]. Education is a programme priority in Serbia, Montenegro and Bosnia & Herzegovina, but neither in Ethiopia nor in Uganda[69].

9.1 Serbia and Montenegro

BACKGROUND

Serbia and Montenegro are two independent states since 2006. Separate ADA coordination offices existed already in Belgrade and Podgorica at the time of the country mission of the evaluators. Austria's bilateral activities started early in 1998. The educational cooperation projects concentrate on the secondary and higher education level and are implemented by two Austrian NGOs: World University Service Austria (WUS) and KulturKontakt Austria. The main projects are the "higher education support programme" for six universities in Serbia and Montenegro, and the ECO NET and TOUR REG projects with practice-oriented curricula and teacher training for secondary vocational schools.

RELEVANCE:

Programming

- The Three-Year Programme has low relevance for the practical work of the coordinators in Serbia and Montenegro. The guidelines for educational cooperation in SEE 'expired' and need to be renewed.

- The new ADA country programme for Serbia[70] is in line with the Serbian PRSP and the relevant European approaches. It shows a clear direction towards employment and employability. Education is regarded as activity to support the employment goals. Both country programmes, for Serbia and for Montenegro, are valuable instruments for guiding the development and implementation of projects and programmes. But it might be difficult to measure the success of the activities in terms of impact, because measurable result indicators are not specified in the programmes.

- The countries of the Western Balkan share similar framework conditions, opportunities and challenges. Horizontal cooperation between Western Balkan coordinators is not formally established but practically applied.

- The Austrian Federal Ministry for Education, Science and Culture (bm:bwk) is highly involved in Serbia and Montenegro and was positively mentioned by the main stakeholders met.

---

[68] BMaA (2005): Three-Year Programme 2005-2007.
[69] MBaA (2005): op.cit.
[70] BMaA / ADA (2006): Serbia Country Programme 2006-2008. Vienna: Federal Austrian Ministry for Foreign Affairs / ADA, June 2006

Compliance with international processes

Serbia and Montenegro are carrying out education sector reforms in line with the European Bologna process for higher education and the Copenhagen process for the vocational education and training system (VET). The Austrian projects are supporting the countries' participation in these processes.

Coherence of the education system with the economy and the labour market

In national and EU policy papers, high attention is attributed to the need of closer linking the education system with needs of the economy and the labour market. The need to consider the demands of a changing economy and an evolving labour market has been clearly recognised by the BMaA desk for Cooperation with the East, the ADA geographical desks and the coordinators in the partner countries. The new country programme for Serbia (2006-2008) is in line with these objectives.

The main challenges and potential fields of action for the policy level and key stakeholders are:

- To create effective local networks: closer links between schools, companies and the Public Employment Agencies to support an easier transition form school to work. (This applies also to the Austrian secondary education sector projects.)
- To enforce links between universities and industries, enhancing job placement of graduates and applied research. (This applies also to the Austrian higher education sector projects.)
- To develop and implement appropriate systems of forecasting skills and labour market needs. Anticipation of educational needs aims to provide information on quantitative needs for secondary vocational education and for higher professional education, which have to be based on long-term employment forecasts, including a policy dialogue with the social partners on national, regional level, and international trends.
- To develop a training market for adult learning (adaptation of the workforce to the changing needs) and retraining of unemployed people.

Donor coordination

Since each of the main donors is engaged in a specific field of the education sector, there is no evidence of overlapping. Donor coordination does not exist in a formal way and is limited to informal and project-specific coordination.

EFFECTIVENESS

Project portfolio

- The 'credits' of Austria in Serbia and Montenegro are high. For historical reason, the position of EAC in Serbia and Montenegro is relatively strong.

- The projects are well accepted by the local partners, meet a need and fit into the ongoing education reform processes, but they are not based on independent needs assessment and have not yet been evaluated independently. The projects do not translate the cross-cutting issues as defined in the education sector guidelines for SEE.

Support for the VET sector

- Austria's support projects for the VET sector are linked with the labour market and thus contribute to poverty reduction. Decision makers in Serbia and Montenegro (ministries, schools, universities) are highly satisfied with project implementation and expect continuation.

- In Serbia, the ECO NET project gains high relevance and impact due to the cooperation with the German GTZ.

- The VET projects in Montenegro (ECO NET, TOUR REG) play an important role and show a good potential for a sustainable impact. This is due to the alignment with the needs of the vocational education system in the country, and the comparative low involvement of other donors. Supporting the local partners in mainstreaming the new approaches should be given priority to the further implementation of more pilot projects.

Support to higher education

- Support to the higher education sector was one of the first cooperation activities of Austria in the Western Balkans. The cooperation is enforced by the positive commitment and involvement on part of the Austrian Federal Ministry for Education, Science and Culture (bm:bwk). Support to higher education has become Austria's 'niche', through which good bilateral academic cooperation has been flourishing.

Ownership and sustainability

Due to the standardised concept[71] of the WUS and KulturKontakt projects, the involvement of local partners in project design is low, but local partners play a key role in project implementation. The higher education projects, contributing to the higher education reform, leave sustainable results behind. The ECO NET project in secondary vocational education in Serbia gains impact through their cooperation with the larger GTZ project. The prospects for continuation and further dissemination of the 'training firm' approach of ECO NET is high, because it fits into the VET reform.

---

[71] The project design of 'Support to higher education', ECO NET and TOUR REG is applied throughout South-East Europe.

Gender mainstreaming in educational projects

As an advantage of the historical tradition, female participation in secondary and higher education is generally high in Serbia and Montenegro. On the other hand, awareness of gender equality issues at the operational level of project implementation can hardly be confirmed.

Cross cutting issues

Similar to other post-war countries in the Western Balkans, the groups threatened by social exclusion and poverty are refugees, internally displaced persons, Roma, and persons with disabilities. These issues are in our perception not accounted for in the Austria projects.

Resources and communication structure

- The coordination offices in Serbia (also responsible for the Kosovo) and Montenegro are not sufficiently staffed for carrying out the core tasks related with educational sector activities.

- A reinforced support from the ADA head office would be welcome by the coordinators. This support should not only cover procedural requirements and standards, but also content-related expertise and a dialogue on strategic issues[72].

RECOMMENDATIONS:

- In order to evolve into a programme-based approach, long-term planning, the involvement local beneficiaries in the design and steering processes and a more systematic donor coordination should be applied.

- The coherence of AEC projects with economic development (restructuring) and labour market needs contributes to reducing and preventing unemployment and should be further strengthened and developed.

- The WUS support to universities should be further improved by introducing a closer link to the labour market. This could include a closer cooperation between University institutes (senior students) and companies in the region through presentations and visits of companies, job -fairs/ job markets, etc. This could contribute both an increase in the innovative capacity of the companies and to the improvement of graduates' career prospects. This approach also lends itself toward combating the brain drain.

- Due to the active role of the Austrian Federal Ministry for Education, Science and Culture (bm:bwk) in the country, a closer cooperation between the ADA and the bm:bwk is suggested. Future country programmes should take into account the activities of the bm:bwk to ensure consistency and synergy.

- The project implementing agencies should strive for the integrating gender mainstreaming and cross cutting issues into their project approach and practice.

- The division of tasks and responsibilities, communication structures and interfaces between the project implementers, the Austrian Centre for Social Innovation (ZSI) as monitoring unit, and the coordination offices should be further optimised and clarified.

---

[72] See also DAC Peer review Austria, op.cit, p. 63, with a similar recommendation.

The coordinators should be continuously informed about key monitoring results by the ZSI. This information should be used for liaising more closely with the institutional stakeholders in the partner countries (e.g. ministries of education).

9.2   Bosnia and Herzegovina

BACKGROUND

The situation in BiH is characterised by economic transition in post-war conditions and a high dependence on international support in the process of reconstruction and institution-building. Austria's support for BiH began during the war in 1992. The current thematic priorities of ADC in BiH are education and economy and employment. Educational cooperation projects are implemented in the <u>higher education</u> and in the <u>secondary education</u> sectors. The project portfolio is more comprehensive than in Serbia and Montenegro, it includes local implementation agencies, and strives at capacity development and the governmental level.

RELEVANCE

Programming

- Relevance of the sector policy guidelines:

The sector policy guidelines for Southeast Europe[73] provide a useful general guidance for programming. An update version for 2007 onwards is due. As in the past, these guidelines need to take into account the specific framework conditions of the SEE region.

- Country programme:

Programming is a joint task of the country coordinator and the responsible geographical desks in the BMaA and the ADA, as well as the sector desks.

The education sectors' project portfolio is in line with the priorities and objectives described in the programme.

The country programme for BiH is a highly useful and practical strategic guideline for any activity and gives the necessary scope for development and adaptation to changing conditions. The political and institutional contexts in BiH make prompt and flexible reactions to new windows of opportunity necessary.

- Sectoral vs. instrumental function:

In the opinion of the coordinators, this differentiation is not of practical relevance.

Compliance with international processes and trends

- Poverty reduction:

The PRSP for BiH is too broad to be an effective basis for interventions to reduce poverty. There are no government strategies, guidelines, or defined goals in place. There is a lack of defined priorities and an absence of reliable data sources on poverty. Since the MDGs do not apply to the situation of BiH, other donors do not refer to this. In the education sector, the field of primary education and combating youth and long-term unemployment would be most important for poverty-reduction-relevant interventions.

---

[73] BMaA (2002), op. cit.

- **European processes**:

The project portfolio contributes directly to the alignment of the HE system with the Bologna process and the VET system with the Copenhagen process.

- **From a project-based to a programme-based approach**:

Although the current portfolio is mainly composed of projects, the possibility of developing towards a programme-based approach (PBA) is systematically implemented to the extent allowed by local framework conditions. The embedded and coordinated approach of AEC in BiH looks promising for achieving an effective and tailor made programme-based approach. Currently, this applies mainly to the HE level, but the planned new projects also indicate a trend toward a PBA for the secondary education level.

Alignment with country needs:

- **Needs assessment and demand-orientation**:

That the project portfolio is meeting the needs of the education sector in BiH is a result of the liaison with political and administrative decision makers, and exchange and cooperation with other donors, carried out by the coordinator. Single projects are based on needs assessment at the local level.

- **Educational Levels**:

In line with the education sector guidelines for SEE and the country programme, the interventions are concentrated on the HE sector, and to a lesser extent, on the secondary education sector. The new projects and initiatives planned for the secondary sector will contribute to a more comprehensive and balanced Austrian education cooperation portfolio in BiH. Engagement in the primary education sector is not foreseen and seems not feasible, because of the political framework conditions and obstacles for reform in the primary school system.

- **Coherence with labour market needs**:

A closer linkage of the education sector projects with labour market needs in BiH is confronted with many barriers: the grey market of informal labour, the non-existence of labour market data, and the weakness of the national labour market institutions (labour market administration). Labour market relevance is strived for at the project level, most evidently in the case of the ECO NET and in the 'Tuzla Business Start-up Centre' projects. In both cases, there are linkages with the (local) business sector, but closer linkages would need to be based on an analysis of the local labour market.

- **Capacity development**:

Capacity development is directly addressed and effectively realised through the following projects: 'Strengthening the capacity of the MoCA in the field of higher education', and the 'National Contact Point for the EU research framework programmes (NCP/FP6)'. This is supported by the following example: the Ministry's Department for Education, Culture and Sports was strengthened with additional staff in a joint approach of the ADA, the World Bank, and UNICEF. Among other achievements, the project with the MoCA facilitated the building of a conference of university deans at national level.

Donor-coordination

The activities in the education sector of BiH are coordinated by the Austrian coordinator in cooperation with the OSCE, the European Commission Delegation (their education sector and health desk), the World Bank and Swiss Development Cooperation (to mention the most relevant donors in the field), on a continuous basis.

Donor coordination functions excellently. This facilitates an optimal impact of Austrian activities against the backdrop of a complex political and institutional framework.

EFFECTIVENESS

Ownership and sustainability

Because of the decentralised institutional set-up and the weak political structures at national level, it is difficult to pursue ownership at the government and central level. However, at the project level, ownership is strived for by taking on board local implementation agencies. The projects are financed by stable sources with international and local co-financing partners, whenever possible. This raises the question, how to achieve a substantial degree of ownership on the long run.

Visibility

The visibility of the role of the Austrian donor is generally very good. Not only do the printed material follow the visibility rules and refer to the Austrian Development Assistance, the local partners are usually well aware of ADC's role.

Gender issues

Similar to the findings in Serbia and Montenegro, there is a lack of awareness of gender equality issues at the level of project implementation. But it should be highlighted, that the WUS higher education support programmes are systematically applying gender main-streaming in monitoring, reporting and communication.

Cross cutting issues

There is an obvious reluctance in local partner organisations in integrating cross-cutting issues in their projects. These are commonly regarded as excessive demands. Furthermore, government policy does not entail any reference to these issues. Partners seem to have different priorities and there remains much to be done to raise awareness and understanding for gender issues and the problems of ethnic minorities and disadvantaged groups.

Highly disadvantaged target groups are the Roma population and persons with disabilities. The needs of these target groups are directly addressed in some specific projects implemented by (Austrian) NGOs.

Resources and communication structure

Under the current conditions, with an experienced staff at the coordination office and the monitoring services provided by ZSI for some of the projects, the resources of the coordination office seem to be adequate. If the project portfolio of the educational cooperation was enlarged (as it is planned), the coordination office would most likely require more resources.

The coordination office staff working in the country welcomes and requests the assistance and guidance of the ADA central office in Vienna. A positive example for such guidance is the gender seminar recently carried out in Montenegro.

RECOMMENDATIONS

- In addition to the gender assessment regularly carried out for project proposals and concepts, the implementing agencies should be supported in putting into practice a gender mainstreaming approach in all project phases. This could be done by providing gender mainstreaming training or practical tools and checklists.

- Although difficult, addressing cross cutting issues should be an integrative part of any standard procedure in project development, implementation and monitoring.

- A stronger and more active role of the ADA Vienna (department for know-how management and quality assurance) as a generator of products, collector and disseminator of best practices to the staff in the field and to the geographical desks is recommended.

- Support in form of guidance and coaching is much preferred to the control of the projects. The support should focus more on the programme level and less on the level of individual projects.

- Stronger involvement of the sector desks in developing country programmes is also recommended.

9.3   General conclusions for the educational cooperation in SEE

Key findings	Key recommendations	Who is concerned?
STRENGTHS AND OPPORTUNITIES		
The countries in the Western Balkans share similar framework conditions, opportunities and challenges.	Reinforced horizontal cooperation between the coordinators of SEE countries. Programming at the regional level of the Western Balkans could be an option to be further developed.	Coordination offices All levels involved in programming
The Austrian Federal Ministry for Education, Science and Culture (bm:bwk) is highly involved in the Western Balkan region and is highly recognised and appreciated by local partners.	Regular cooperation between the BMaA and the bm:bwk is suggested to enhance policy coherence.	BMaA
The education sector policy guidelines for SEE provide a useful general guidance for programming.	The specific framework conditions for educational cooperation in SEE should be duly taken into account in the new education sector policy.	BMaA, ADA
Country programmes are jointly developed between the country coordinator and the geographical desks at the BMaA and the ADA.	A reinforced involvement of the thematic desk for educational cooperation is recommended.	ADA thematic desk for educational cooperation
The coherence and linkage of AEC with the economy and the labour market is regarded as contribution to economic development, reduction of unemployment and finally contribution to poverty alleviation.	As planned, the coherence of the education system with the needs of the economy and the labour market should be further and systematically pursued.	All levels
The project portfolios are in line with the education sector guidelines for SEE and have been implemented with continuity and focus on higher education and secondary vocational education.	Programme based approaches, based on long-term planning, involving local beneficiaries in the design and steering processes, should be further developed and integrate more systematically the whole project cycle from alignment with country plans, harmonisation with other donors, shared responsibilities with local partners, capacity development, and result-orientation.	All levels

Key findings	Key recommendations	Who is concerned?
The project portfolios are in line with the relevant European processes (Bologna process for HE, Copenhagen process for VET).	Development of the economy and the labour market should be closely aligned with the EU Strategy for Growth and Jobs.	BMaA, ADA
Across SEE, the Austrian 'Centre for Social Innovation' (ZSI) is providing monitoring services to the projects of WUS Austria and KulturKontakt Austria.	The specific role of the ZSI as technical support unit and the interfaces between projects in the partner countries, the coordination offices, and the head offices of WUS and KulturKontakt in Austria should be further clarified.	ADA thematic desk for educational cooperation and cooperation offices
ISSUES TO BE FURTHER DEVELOPED AND CHALLENGES		
Gender mainstreaming The project documentation which was provided did not provide any evidence of gender equality approaches. Gender issues range low in the awareness of project implementation partners (with few exceptions). The question arises, how the gender assessments applied in project applications does effectively translate into the implementation phase of the projects.	Gender aspects should be included as standard requirement for monitoring and reporting at project level. Project partners should methodological support for implementing gender mainstreaming.	ADA thematic desk gender and development, coordination offices, project management level
Cross cutting issues Ethnic minorities and disability are cross cutting issues of generally high concern and not duly and systematically addressed in the Austrian projects. Due to the complex framework conditions in SEE, there is no feasible 'one-for-all' solution, and reluctance on part of local partners is a problem.	Despite all difficulties, cross cutting issues should be addressed in a more systematic way, and become part of the self evident standards for projects and programmes. Methodological support on part of the quality assurance desk in Vienna – combined with local expertise – could contribute to the strengthening of equal opportunities. NGO projects which are directly addressing specific target groups could contribute to raising awareness.	ADA desk quality assurance and know-how management, coordination offices, project management level

| Key findings	Key recommendations	Who is concerned?
Alignment with country needs Many projects in SEE are based on supply-led, standardised approaches. This has advantages and disadvantages.	Flexible adaptation to the specific needs of the partner countries is requested and tailor made project designs should be developed when adequate.	Coordination offices
Ownership and sustainability Sustainability of (secondary) education projects depends on the possibility of 'mainstreaming' and achieving impact on the educational systems.	Coordination with other donors and continuously liaising with policy decision makers and stakeholders above the project level should be continued and reinforced.	Coordination offices

9.4   Ethiopia

BACKGROUND

The government of Ethiopia is placing particular emphasis on education with the firm belief that the long term development rests upon the provision and expansion of quality education. The government declared a New Education and Training Policy (ETP) in 1994. In 1997 it launched the first five years Education Sector Development Programme (ESDP-I) within the framework of ETP as a part of a twenty year education sector indicative plan. The third ESDP has commenced as of September 2006.

Programme structure

Ethiopia has been a priority country for Austrian development cooperation since 1993. In 1996 a bilateral framework agreement was concluded and the AEDC was established in Addis Ababa. The first country programme (1998-2000) rested on two pillars, i.e. health and energy.

The present (third) country programme runs from 2004 through 2006. It is likely to be extended for one more year, 2007 – time to reflect and discuss in depth the strategies pursued and changes needed.

The country programme focuses on four sub-programmes or priority sectors as depicted in the graph[74]. The health sector has a regional focus on the Somali region, whereas the Gender and Democracy is concentrated on the North Gondor Zone (part of Amhara Regions). The distribution of the overall local budget allocation of € 12.6 million for the 3-years' period is also indicated in the graph. Internally the co-financing of NGO projects, the capacity development fund (also called "Scientific Pool") and the Education Programme are not considered to be part of the country programme, as they are financed through separate budget lines. The country programme is implemented both through individual projects and through programme aid.
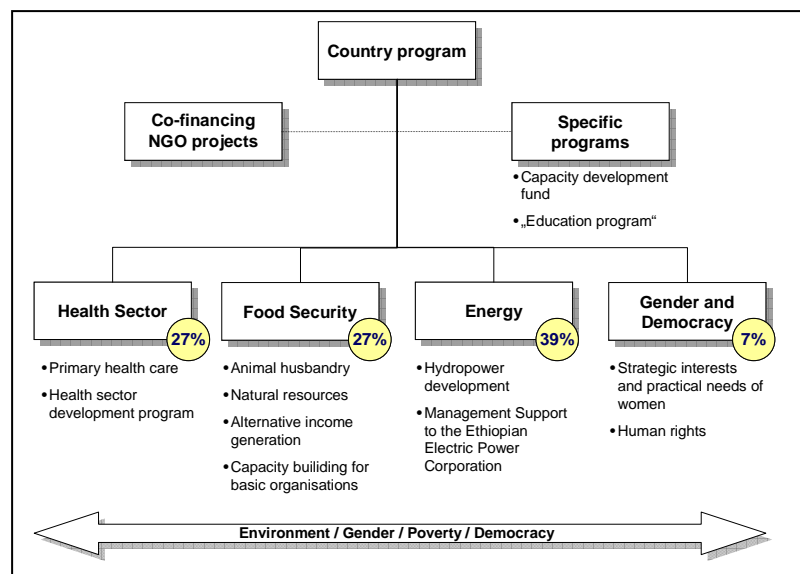
PORTFOLIO EDUCATIONAL PROGRAMMES

Education is not a priority sector in the Ethiopian country programme of ADA. Educational activities are basically limited to scholarship programmes in Austria (mainly the NSD scholarship programme, which has been supporting the evolvement of research cooperation in

---

[74] BMaA (2003): Austrian Development Cooperation, Ethiopia Country Programme 2004-2006, p.22.

fields like water management and forestry) and to a Capacity Development Fund, though the latter is discontinued from 2006. Thus, the education sector activities, including the Capacity Development Fund[75], are considered to be "complementary tools" with an objective to develop know-how, to strengthen institutions, and build scientific networks.

In addition to ADA's own projects, a number of Austrian Non-Governmental Organisations make scattered contributions in the educational field, co-financed through contributions form ADA.

OPERATIONAL ASPECTS

Selection phase

At present, the AEDC education programme officer has mostly a channelling function for the scholarship programmes, optimising the services of intermediation between applicants and grant-deciders i.e. smoothing potential scholars' way to Austria.

The main influence that the education programme officer has on the decision is

- to pass on or not applications;
- to help or not, respectively to help more or less with applications;
- to encourage or not applications from certain organisations, individuals, in certain fields;
- to select who the word about scholarships is spread to.

It seems that the current arrangement systemically hinders the accumulation of local knowledge beyond the partner organisations' role in pre-selection, in cross-sectoral communication and coordination within the ADA office, and in efforts towards donor harmonisation at the level of individual institutions.

Gender equality

Though awareness of the gender issue is high in the AEDC office, results look bad. Because the subjects chosen for focussing are male-dominated, the male-female relationship leans largely in favour of the former.

Follow-up phase

There is no systematic follow-up for returning beneficiaries, neither at the individual nor at the institutional level; neither from the sending or employment institution, nor from ADA. An attempt was made some years back to found an alumni organisation of Ethiopian returning scholars from Austria, but this did not go further than a single invitation to the Austrian Embassy.

CONCLUSION

Ethiopia is in the process of undertaking major efforts in tertiary education, with financing and teaching staff availability being the two major bottle-necks. As Austrian scholarships and

---

[75] BMaA (2003): op.cit., pp.32f.

research grants bring some relief with respect to the second aspect, they contribute to the educational policies chosen by the Ethiopian government in tertiary education. However, the Austrian educational programme does not make any direct, observable or measurable contribution to the improvement of the Ethiopian Higher Education system as a whole in terms of accessibility (enrolment rate), equity (gender balance and/or social inclusion), and – except for scattered changes in individual topics or institutes – possibly not even in terms of quality.

If scholarship programmes are continued, serious efforts for follow-up and re-integration of returning beneficiaries have to be initiated.
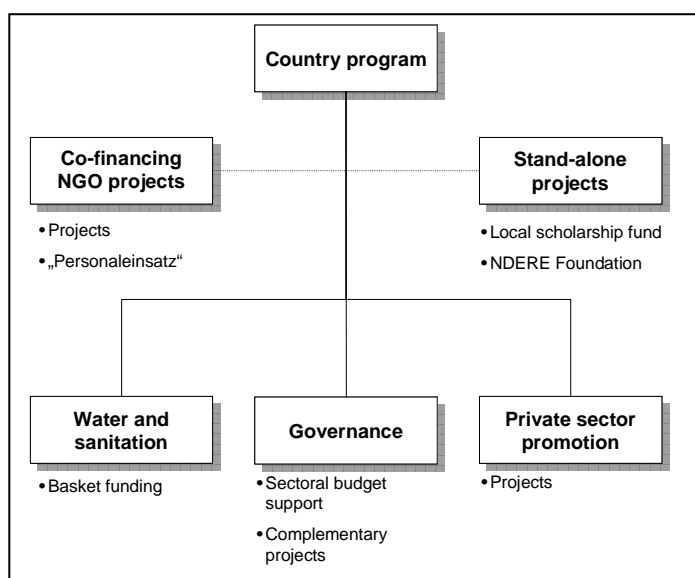
In short, the key question is less about whether and to which extent individual beneficiaries and their employers benefit from the scholarship programmes, but whether Austria disburses its aid money to Ethiopia through scholarship programmes in Austria in the most efficient possible way.

9.5   Uganda

In Uganda education was the first sector to be brought under a sector-wide approach, and in the meantime the Ugandan approach has developed into one of the most advanced sector-wide approaches under the Fast Track Initiative. Austrian is not involved in these initiatives.

PORTFOLIO EDUCATIONAL PROGRAMMES

The country programme of the Austrian cooperation is structured as per the attached graph. It focuses on three priority areas (water and sanitation, governance and private sector promotion). The water and sanitation sector consumes about 40% of the local resources. The lion's share is not spent on projects anymore, but through joint basket funding together with other donors in the sector. In the governance sector, which consumes about 30% of the budget, about 40% of the allocated resources are spent through sectoral budget support, whereas 60% are still spent on project. In future the project share will be reduced to about 30-40% of the sectoral budget allocation.

At the same time the remaining sector portfolio will be streamlined further in order to clearly focus activities complementary to the sector programme. Private sector promotion primarily focuses on improving the framework conditions for the private sector, but it is the last sector to be composed of a portfolio of different projects.

In addition to the three sectoral programmes, funds are also spent on co-financing projects of others, mainly of Austrian NGOs, including financing so-called "Personaleinsätze". This activity is financed through separate budget lines administered directly from ADA head offices, but it accounts for about 15% of the total country budget allocation.

Moreover the country programme in Uganda also features two stand-alone projects which are not directly linked to the priority areas. The two projects include a local scholarship fund and support to the NDERE Foundation, a development theatre.

Scholarship programmes implemented in Austria are not reflected in the country programme, as they are administered directly from head offices and financed through separate budget lines.

An in-depth analysis of the local scholarship fund, of the interfaces between scholarship programmes in Austria and the priority sectors, and of sectoral capacity development, lead to conclusions as follows:

CONCLUSIONS

- The differentiation between sectoral and instrumental function of education is not in line with international terminology, it is unknown in the local ADA office, and thus it is of limited practical value.

- The "instrumental function of education" as defined in the education sector policy is not equal to capacity development as defined as good practice by the OECD[76]

- If education is a priority sector, then it should be treated like any other priority sector with sectoral approaches, alignment with national priority sectors and harmonisation

- The concept of offering specific courses exclusively for participants from developing countries is questionable in subject areas which are also offered by local universities.

- Scholarships in Austria shall be the exception and pursue specific purposes, e.g….

  ... one instrument among others within an overall sectoral capacity development approach,

  ... one instrument among others for capacity development of selected university institutes,

  ... one instrument among others within the framework of exchange and exposure programmes, or of twinning projects,

  ... training of specifically required personnel in specifically targeted organisations and institutions,

  ... open competition for deserving candidates.

  ...

---

[76] DAC Network on Governance (2006): The Challenge of Capacity Development-Working towards Good Practice, Paris 2/2006.

- Local scholarship funds can be continued as stand-alone projects under specific purposes. It is highly justifiable for any development agency to concentrate on priority sectors and to spend a certain limited share of its overall budget for specific projects and/or for co-financing NGO projects not directly guided by MDG, PEAP and sectoral priorities. Both culture and educational exposure and exchange have a value in itself, they contribute to development and identity in a general sense, even if they are not always directly functional. In that respect the structure of the country programme Uganda can

serve as good practice for an ADA country programme as suggested in the attached graph: A country programme might allocate 80% of its overall budget to priority sectors with a high degree of focusing, of alignment with national priorities, of relevance for the MDG, of donor harmonisation. Within those priority sectors, sector-wide approaches, basket funding and the like shall be complemented through specific projects, e.g. for innovation and piloting of new approaches frequently not taken care of or neglected through sector-wide approaches. The concentration on the priority sectors shall be completed through a specific allocation for co-financing NGO projects and the support to stand-alone projects. Such stand-alone projects shall have a high visibility, and they should either promote the integration of the partner country in a globalising world and/or cultural activities and identities.
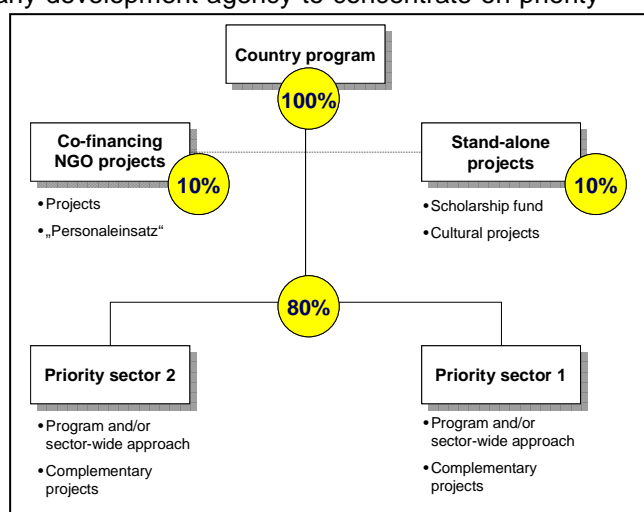
- On the other hand, in cases and countries where education is a priority sector, respective programmes have to follow the general principles of state-of-the-art development cooperation like orientation towards the MDG with respective indicators, alignment with the national priorities and education sector strategies, harmonisation with other donors, and impact on the development of the education system.

10. Conclusions and recommendations

Conclusions are drawn only at the level of the sector policy and its implementation, at the level of overall project portfolio, and the level of possible synergies and differences between the approaches in the South and in SEE. That means that no conclusions are drawn at the level of individual projects: individual projects might perform well, they might fulfil their objectives, and they even might have an impact in their respective context. Within the present assignment, individual projects are only assessed functionally in reference to the implementation of the sector policy education.

VALIDITY

The sector policy / the guidelines for SEE

- Professionally, conceptually and as regards its overall orientation with the definition of objectives and related strategies, both the sector policy and the guidelines are valid documents.

- The character and the purview of both the sector policy and the guidelines in programme cycle management remain undefined and vague.

- The differentiation between a sectoral and an instrumental function of education in the sector policy is valid for demarcation purposes only. The instrumental function cannot meaningfully be operationalised. Thus, the validity of the sector policy education is de-facto limited to its sectoral function.

- As the sector policy was published prior to the definition and implementation of international declarations and commitments like the MDG, the FTI, the Paris Declaration on Aid Harmonisation, it does not elaborate on how Austria relates its education sector cooperation with these international reference frameworks.

- The guidelines for educational cooperation in SEE elaborate on European processes as clearly defined reference framework and define the integration into European processes as a high level policy objective for Austrian educational cooperation.

Recommendation:

The **BMaA** elaborates a new **education sector policy paper**[77], with clearly defined references to international commitments like the MDGs and the FTI and the Paris Declaration, including provisions for sustainable budget allocations. The sector policy paper is a policy framework with global validity.

Operational guidelines for cooperation with the South and with SEE: On base of this policy framework, the **ADA** coordinates the elaboration of operational guidelines, one for cooperation with the South, and one for cooperation with South-East Europe. These operational guidelines are in line with Project Cycle Management standards.

RELEVANCE

---

[77] Currently, the new education sector policy paper is being prepared by the BMaA.

The implementation of the sector policy

- Except for Burkina Faso (vocational education and training under a specific local sector strategy 2005-2007) and Cap Verde (basic education), education is not a priority sector in any cooperation country of the South. Despite substantial spending officially earmarked as educational cooperation, the case studies did not find any evidence for the existence of an educational project portfolio in the sense of the sector policy education.

- The sector policy education is widely unknown to stakeholders on operationally responsible desks, and thus neither relevant for programming at country level, nor for individual projects, nor for co-financing of NGO projects.

The implementation of the guidelines for SEE

- The major projects and programmes directly contracted by ADA are generally in line with the defined objectives, and translate the guidelines into action.

Synergies South / East

- Despite cultural differences, professional and scientific concepts and definitions of education apply universally.

- The trend towards programme-based approaches, capacity development as working principle and approach towards strengthening educational systems, and the obligation for donor harmonisation are equally applicable both in the South and in SEE.

- The compliance with international reference frameworks as basic principle for Austrian cooperation is equally applicable in the South and in SEE, whereas their respective contents differ: for educational cooperation in the South, the 2nd and the 3rd MDG and the FTI represent the relevant reference frameworks, whereas in SEE the integration into European processes is the principal guide-rail.

- The instrumental function of education is no meaningful category for policy purposes except for demarcation of the validity.

Organisational issues

- The purview of the sector policy is undefined and vague, and no organisational unit has a defined responsibility for respective portfolio management, not even for monitoring its implementation.

- A note on the **role of NGOs**. Traditionally, NGOs play an important role in Austria's aid delivery system. The partners in educational cooperation are public organisations; education is a public sector with governmental responsibility. In this context, NGOs can fulfil two roles: a) providing technical assistance for projects designed by the ADA and their governmental counterparts in the partner countries, based on public competitive tendering procedures, or b) providing supplementary services for target groups with special needs, filling delivery gaps of the public education system, or piloting innovative approaches. Examples for the first function are the ZSI services in SEE or ÖAD's management of the NSD scholarship programme; an example for the second function are the projects of "Menschen für Menschen" in Ethiopia. But in its essence, aid delivery in the

education sector cannot rely on NGOs, it must be based on the strong pillar of programme-based approaches, including budget support.

EFFECTIVENESS

The educational project portfolio

The overall portfolio of educational projects is composed of distinctly different components as follows:

a) Historically grown scholarship programmes implemented in Austria without a visible overall conceptual framework and policy guideline, and without a sufficiently convincing justification rooted in international and national reference frameworks for spending more than two thirds of the overall budget allocation for educational projects.

b) A jigsaw puzzle of individual projects without a visible common overall orientation, focus and coherence, neither translating the sector policy education into action, nor being aligned with recent developments in the international context.

c) A few "stars" in selected countries making substantial contributions to systems reform in selected sub-sectors of the education system.

Despite substantial spending, the overall portfolio of educational projects does not support the claim of education being a strategic pillar of the Austrian development cooperation.

Recommendation:

The ADA defines the responsibilities for **managing the education sector portfolio**, including clarification of roles and interfaces at the levels of ADA central office – geographical and sectoral desks, ADA coordination offices in the partner countries, and monitoring services outsourced to external providers of technical assistance.

The strategic portfolio management takes on responsibility for the appropriate variety of **aid delivery methods**, including project-based approaches (SWAps, budget support, etc.) and the role of NGOs.

Quintessence

In quintessence, we are convinced that the core policy decision is, whether education shall be made a strategic pillar of the Austrian development cooperation or not. We have therefore strived at limiting the core recommendation to the issues of key concern. The following two recommendations are considered as preconditions for setting the course for the future of the education sector policy.

Recommendation 1

After expiry of the present contracts, Austria decides a moratorium on all scholarship programmes implemented in Austria.

Recommendation 2

Austria takes a policy decision as to whether education shall be made a strategic pillar of the Austrian development cooperation.

If yes….

… Austria takes a policy decision, as to the educational level the support will primarily focus on; i.e. basic and primary education, vocational education and training, and/or higher education.

… Provides the relevant and sustainable budget for achieving an impact in selected levels and regions. To achieve this, Austria will have to make a drastic reduction in its investment for scholarship programmes implemented in Austria

… Austria initiates for each selected educational sub-sector a process to develop the respective concepts and approaches aligned with international obligations, good practices and professional standards.

If no….

… Austria continues to support and implement educational activities as individual and stand-alone projects outside the priority sectors of the country programmes. For this it sets aside a budget allocation of 10% each at the central level and the level of the individual country programmes. Such projects are awarded through competitive calls for project proposals. Such a line of action doesn't require a sector policy, but only procedural guidelines and criteria for the definition of the range of possible projects.

It is not only important to do things right,
but also to do the right things.

ANNEXES

Annex 1 Terms of Reference for the evaluation

„Evaluierung des Bildungssektors der OEZA"

Terms of Reference

Evaluierung des Bildungssektors der OEZA

Juli 2005

1. HINTERGRUND

In Übereinstimmung mit internationalen Entwicklungszielen und Vorgaben (MDG „Dakar Declaration" / „Education for All"; etc.) gehört der Bildungssektor zu d Schwerpunktsektoren sowohl der Österreichischen Südzusammenarbeit als auch c Österreichischen Ostzusammenarbeit. Die Grundlage für die Zusammenarbeit i Bildungsbereich bildet die OEZA Sektorpolitik, welche ursprünglich für c Südzusammenarbeit entwickelt worden war. Sie stellt fest, dass die Österreichisc Bildungszusammenarbeit zur Realisierung des Grundrechts auf Bildung beitragen u damit die Einlösung der Forderung „Bildung für Alle" unterstützen will.

Sie verfolgt u.a. die folgenden Ziele:

Unterstützung eines breiteren Zugangs zu Bildung, insbesondere zu Grundbildung u Berufsausbildung

Unterstützung der Entwicklung und Sicherung der Qualität im Bildungssektor c Partnerländer

Stärkung der Reformprozesse des Bildungssektors und der Entwicklungsprogramme den Partnerländern

Überwindung der wissenschaftlichen und technologischen Abhängigkeit c Entwicklungsländer und die Verringerung des Nord-Süd-Gefälles

Unterstützung des Ausbaus und der Stärkung demokratischer Strukturen in d Gesellschaften der Entwicklungsländer.

Seite

Es ist geplant, die Sektorpolitik in nächster Zukunft zu überarbeiten, um u.a. auch den unterschiedlichen Rahmenbedingungen und Herausforderungen der Ostzusammenarbeit Rechnung zu tragen.

Die geplante Evaluierung des Bildungssektors der OEZA soll u.a. hierzu einen Beitrag liefern. Sie wurde von vielen der innerhalb der OEZA mit Bildung Befassten angeregt und entspricht als Sektorevaluierung den Prioritäten des BMAA 2-Jahresprogramms für Evaluierung. In den letzten Jahren wurden mehrere Teilbereiche des Bildungssektors evaluiert. Eine Gesamtschau des Sektors wird mit dieser Evaluierung zum ersten Mal angestrebt.

2. FOKUS DER EVALUIERUNG

Die Evaluierung des Bildungssektors wird sich sowohl auf seine selbständige sektorielle Funktion beziehen, als auch auf seine instrumentelle Funktion.

Bei der Betrachtung der **sektoriellen Funktion** stehen v.a. Fragen nach Dialog und Zusammenarbeit auf der Politikebene; der Kohärenz mit anderen Sektoren der OEZA; nach der Relevanz der österreichischen sektoriellen Bildungskooperation für die österreichischen Partnerländer; ihres Beitrag zur Erreichung der MDGs, zur Umsetzung von „Education for All" und der Ziele der österreichischen Sektorpolitik für Bildungszusammenarbeit; sowie nach dem Stellenwert der österreichischen Bildungskooperation im internationalen Zusammenhang, im Vordergrund.

Der zweite Teil der Evaluierung wird sich auf die **instrumentelle Funktion** der Bildungszusammenarbeit stützen, also auf jene Maßnahmen, welche innerhalb von Landes- und Regionalprogrammen in verschiedenen Sektoren auf die Stärkung lokaler Kapazitäten und den Transfer von Wissen und Know-how abzielen. In diesem Zusammenhang werden vor allem Fragen nach der Effektivität und Nachhaltigkeit der durchgeführten Interventionen besondere Bedeutung haben.

Sektorielle und instrumentelle Funktionen des Bildungssektors werden sowohl anhand der gültigen Sektorpolitik sowie anhand einer Auswahl von Projekten / Programmen beleuchtet werden. Um eine ausgewogene Einschätzung zu erreichen, werden sowohl EZA als auch OZA Projekte / Programme aus jeweils einem oder zwei Ländern

„Evaluierung des Bildungssektors der OEZA"

einbezogen.

3. ZWECK DER EVALUIERUNG

Die Evaluierung leistet einen Beitrag zur Weiterentwicklung einer kohärenten, sowohl für die Südzusammenarbeit als auch für die Ostzusammenarbeit relevanten Sektorpolitik für Bildungszusammenarbeit, welche österreichische und internationale Erfahrungen und State-of-the-art berücksichtigt.

Die Evaluierung stellt eine Grundlage für die Verbesserung der Programme / Maßnahmen der (sektoriellen und instrumentellen) Bildungszusammenarbeit der OEZA dar.

Die Evaluierung liefert einen Beitrag zu dem in der OEZA stattfindenden Lernprozess aus Evaluierungen (und damit auch zur Konsolidierung der ADA als Kompetenzzentrum der OEZA).

4. ANSATZ UND METHODE

Die Evaluierung wird von der ADA Stabstelle für Evaluierung als externe unabhängige Evaluierung (Typ I) vorbereitet und gesteuert.

Interessentensuche und Ausschreibung:

Das zweistufige Verhandlungsverfahren wird durch die Vergabebekanntmachung in den relevanten Medien und die Interessentensuche eingeleitet. In der zweiten Phase sind von den Bewerbern entsprechend der Einladung zur Anbotslegung und der Ausschreibungsunterlage im Rahmen ihres Anbots folgende Dokumente an die Stabstelle für Evaluierung zu übermitteln:

Inhaltliche Kommentare zu den Terms of Reference

Eine Darlegung des theoretischen und analytischen Ansatzes der Evaluierung

„Evaluierung des Bildungssektors der OEZA"

Die vorgeschlagene Zusammensetzung des Evaluierungsteams

Ein Kostenvoranschlag für den Auftrag

Das Anbot soll also das theoretische und methodische Herangehen an die Evaluierung und an ihre Schlüsselfragen darlegen und erläutern. Die entsprechende Kompetenz ist das entscheidende Kriterium für die Auswahl des geeigneten Bewerbers. Dabei geht es um die Klarheit des Konzepts, die Qualität der Indikatoren, die vorgeschlagenen Methoden der Erhebung und Analyse, das Konzept der Feldstudien und Verifizierung ihrer Ergebnisse, den partizipativen Einbezug der Hauptbeteiligten und die Sicherstellung einer systematischen Qualitätssicherung.

Zum ersten Abschnitt, also der Startphase der Evaluierung, gehört die Dokumentenstudie. Der erste Abschnitt umfasst folgende Schritte:

a) Reflexion über die TOR;
b) Analyse relevanter Politiken bzw. strategischer und operativer Leitlinien und ausgewählter Landesprogramme und Projekte in Hinblick auf ihre sektorielle und instrumentelle Funktion. (Achtung: ein Grossteil der Projektdokumentation existiert nur in deutscher Sprache);
c) Konkretisierung und Vertiefung des theoretischen Ansatzes, des analytischen Konzepts und der Methodologie, um die Untersuchungsfragen, Informationsquellen und den Adressatenkreis bzw. die Untersuchungsorte festzulegen;
d) Durchführung von Interviews mit Schlüsselpersonen für Programmentwicklung und –steuerung (BMAA bzw. ADA), sowie mit den Projektzuständigen in den österr. Durchführungsorganisationen und mit BildungsexpertInnen bzw. Fachleuten für Kapazitätsentwicklung.
e) Konsultationen mit den Koordinationsbüros dienen der Abstimmung der Feldstudien mit den OEZA Verantwortlichen vor Ort und mit Partnerorganisationen;
f) Entwicklung detaillierter Indikatoren, Methoden und Interviewleitfaden für die Feldstudien;

Diese erste Phase wird mit einem knappen Vorbericht an die Stabsstelle für Evaluierung der ADA abgeschlossen, welcher die notwendigen Begrenzungen der Felderhebungsphase definiert und eine Grundlage für die Entscheidungen über die weitere Vorgangsweise, speziell die Auswahl der Referenzprojekte bilden soll. Der Vorbericht geht auch an mit Bildung bzw. Kapazitätsentwicklung befasste KollegInnen innerhalb des BMAA und der ADA und an ausgewählte Partnerorganisationen zur

Seite 31

„Evaluierung des Bildungssektors der OEZA"

Information und für allfällige Vorschläge.

Im zweiten Abschnitt der Evaluierung werden die Feldstudien gestützt auf lokale Fachleute und Hilfskräfte durchgeführt, die sowohl die Zielbevölkerung, als auch die lokalen und zentralen Regierungsstellen und die an der Implementierung der ausgewählten Projekte Beteiligten einbeziehen. Das Urteil von Dritten (andere Geber, relevante Kräfte der Zivilgesellschaft und Bildungsbeauftragte und Fachleuten für Kapazitätsentwicklung) wird durch Interviews erhoben.

Eine partnerschaftlich orientierte und betont partizipative Vorgangsweise der Evaluierung ist geboten. Es geht um eine gemeinsame, aber durchaus selbst- und ideologiekritische Reflexion der Zusammenarbeit und ihrer konkreten Resultate und Wirkungen. Partner der OEZA werden im gesamten Zyklus der Durchführung der Evaluierung entsprechend konsultiert und beteiligt.

In den für die Evaluierung ausgewählten Ländern werden jeweils lokale / regionale Fachleute verpflichtet, die in der Lage sind, den kulturellen und sprachlichen Besonderheiten Rechnung zu tragen. Je Projektgebiet wird eine vertiefte Dokumentenstudie vor Ort mit entsprechenden Feldstudien kombiniert.

Das Evaluierungsteam wird die Ergebnisse jeder Feldstudie in einem Workshop und einem kurzen Feldbericht vor Ort präsentieren. Zu diesem Ereignis werden auch lokale Partnerorganisationen (NGOs und Regierungsorganisationen) eingeladen bzw. wird ihnen der Bericht zur Stellungnahme übermittelt. Das Feedback soll auch an das Evaluierungsteam und an die Stabstelle für Evaluierung ergehen.

Im dritten Abschnitt der Evaluierung wird das Evaluierungsteam einen Rohbericht erstellen und bis spätestens 1. Dezember 2005 an die Stabstelle für Evaluierung übermitteln. Nach Abnahme des Berichts wird er an die Hauptbeteiligten (in Österreich und vor Ort) zur Kommentierung ausgesandt. Nach etwa 2 – 3 Wochen wird der Rohbericht dann vom Evaluierungsteam (bzw. 2 Mitgliedern des Teams) zentral in Wien vor BMAA, ADA und Partnerorganisationen präsentiert und zur Diskussion gestellt.

Auf der Grundlage der Ergebnisse dieser Diskussion und der eingelangten Kommentare wird der Rohbericht vom Evaluierungsteam überarbeitet und in der Endversion an die Stabstelle übermittelt. In Konsultation mit dem BMAA wird dann über die weitere Verbreitung entschieden.

Seite 32

„Evaluierung des Bildungssektors der OEZA"

Geschätzter Zeitaufwand für den Auftrag

Für die Startphase, Dokumentenstudie und Verfassen des Vorberichts wird ein Maximum von 30 AT angenommen, welche auf verschiedene Mitglieder des Evaluierungsteams aufgeteilt werden können.

Für die Feldstudien in drei Ländern wird der Zeitaufwand pro Land auf ca. 38 AT geschätzt (was dem Team Projektbesuche außerhalb und in der Hauptstadt ermöglichen sollte, Reisen und Verfassen der Feldberichte eingeschlossen). Für diese Phase werden daher insgesamt etwa 114 AT veranschlagt. Für die Erstellung und Präsentation des Roh- und Endberichts werden 22 AT angenommen.

Insgesamt wird also von etwa 166 AT Zeitaufwand ausgegangen.

5. HAUPTFRAGEN DER EVALUIERUNG

5.1. RELEVANZ

- Welche Relevanz haben die von der OEZA gewählten Instrumente und die über sie unterstützten Projekte / Programme für die Partnerländer der OEZA? Inwiefern entsprechen sie den Prioritäten, dem Bedarf und den praktischen Anforderungen der Partnerländer?

- Inwiefern verwirklicht die österreichische Bildungszusammenarbeit die Ziele, Strategien und Prinzipien der Sektorpolitik der Österreichischen Bildungszusammenarbeit und relevanter Richtlinien?

- Was ist das besondere Profil der Österreichischen Bildungszusammenarbeit?

- Was sind die unterschiedlichen Bedingungen und Herausforderungen, die sich der Bildungszusammenarbeit in der OZA bzw. EZA stellen? Wie kann diesen durch die Überarbeitung der Sektorpolitik Rechnung getragen werden?

Seite 33

"Evaluierung des Bildungssektors der OEZA"

- Entsprechen die Instrumente der österreichischen Bildungszusammenarbeit den internationalen Standards bzw. den sich aus der Erreichung der MDGs und anderer internationaler Bildungsziele und -verpflichtungen („Education for All"; OECD DAC, etc.) abzuleitenden Notwendigkeiten?

- Wie ist die Österreichische Bildungszusammenarbeit auf Basis der gültigen Sektorpolitik im internationalen Vergleich zu bewerten? Inwiefern entspricht sie dem heutigen State-of-the-art? Inwiefern ist sie mit anderen Gebern bzw. internationalen Institutionen abgestimmt (H & A)?

5.2. EFFEKTIVITÄT

- Hat die Österreichische Bildungszusammenarbeit zum nachhaltigen Aufbau von Kapazitäten, zum Know-how Transfer in die Partnerländer und zur Verbesserung des dortigen wissenschaftlichen / technischen Potentials beigetragen? Inwiefern konnte sich die gewonnene / gestärkte Kapazität in konkreten Entwicklungsresultaten niederschlagen? Inwiefern wurde das Risiko des Brain Drain berücksichtigt, bzw. Gegenmaßnahmen ergriffen? In welchem Ausmaß wurde auf sich verändernde (politische / soziokulturelle / wirtschaftliche) Rahmenbedingungen vor Ort eingegangen? Inwiefern tragen neue Instrumente der Bildungszusammenarbeit diesen Rechnung?

- Bestehen Synergien zwischen der Österreichischen sektoriellen Bildungszusammenarbeit (z.B. CD Fonds Bhutan, Äthiopien; Stipendienprogramme etc.) und anderen Politiken / Programmen der OEZA bzw. wie könnten diese hergestellt bzw. verbessert werden? Inwiefern unterstützt die Bildungszusammenarbeit durch ihre instrumentelle Funktion andere Sektoren und Bereiche (z.B.: Wirtschaft & Beschäftigung; Umwelt; Energie etc.)? Wie könnte das Profil der Kapazitätsentwicklung geschärft werden?

5.3. NACHHALTIGKEIT

- In welchem Ausmaß stärkten die durchgeführten Projekte / Programme ownership und leadership vor Ort?

- Haben die Projekte / Programme über den technischen Bereich hinaus auch einen Beitrag zum Aufbau von Kapazitäten im Bereich von Bildungspolitikentwicklung, Planung, Management, Implementierung, Übernahme von Verantwortung für Ergebnisse sowie zum Aufbau politischer Kapazitäten in den Partnerländern geleistet?

- Inwiefern konnten die österreichischen Interventionen im Bildungsbereich zum Aufbau demokratischer Strukturen und (Reform-)Prozesse (good governance) in den Partnerländern beitragen? Welchen Stellenwert hat politische Bildung in der Österreichischen Bildungszusammenarbeit?

- Welchen Beitrag hat die Österreichische Bildungszusammenarbeit zur Gleichstellung der Geschlechter in den Partnerländern geleistet?

- Inwiefern sind Ergebnisse früherer Evaluierungen des Bildungsbereichs (Limnologie, AbsolventInnenstudie, ILI etc.) in die Umsetzung der Bildungszusammenarbeit eingeflossen?

5.4. STEUERUNG

- Wie ist die Effizienz der administrativen Abwicklung bzw. inhaltlichen Steuerung der Projekte / Programme der sektoriellen (Höheren) Bildungszusammenarbeit zu beurteilen? Welche Maßnahmen könnten getroffen werden, um den administrativen Aufwand (bei gleich bleibender oder höherer Effizienz) zu minimieren?

- Entsprechen die Zusammenarbeit von BMAA und ADA und die bestehende Arbeitsteilung im Bildungssektor den in der Bildungszusammenarbeit bestehenden Herausforderungen?

- Wie ist die Ausstattung der OEZA Bildungszusammenarbeit (BMAA, ADA inkl. Kobüs) mit finanziellen / personellen / technischen Ressourcen zu beurteilen?

Annex 2   Persons interviewed in Austria

Organisation/ Institution	Person interviewed (in alphabetical order)	Function
ADA	Elisabeth Förg	Bildungszusammenarbeit
	Barbara Linder	Bildungszusammenarbeit (Stipendienprogramme)
	Michael Linhart	Geschäftsführer
	Margit Scherb	Qualitätssicherung und Wissensmanagement
	Michael Schieder	Serbien & Montenegro, GUS
	Ursula Steller	Ostafrika
	Robert Zeiner	Programme und Projekte
BMaA	Anton Mair	Stv.Leiter der Sektion VII Abteilungsleiter VII.2: Evaluierung, Entwicklungspolitik und Strategie
	Lydia Saadat	Abt. VII.5 – Planungs- u. Programmangelegenheiten der OEZA
	Ingrid Sager	VII.5.c (Ostzusammenarbeit)
	Manfred Schnitzer	Abt. VII.5.a (Afrika)
	Hermann Spirik	Abteilungsleiter, Abt. VII.5 – Planungs- u. Programmangelegenheiten der OEZA
	Günther Stachl	Abteilungsleiter VII i.R.
ÖFSE	Atiye Zauner	Wissenschaftliche Leitung
KEF	Gerhard Glatzl Brigitte Habermann	Head of KEF Administrative and Programme Manager
KKS	Theresia Laubichler	Coordinator of the EWS working group
ZSI	Klaus Schuch	Geschäftsführer
KulturKontakt	Monika Mott Kurt Wagner	Leiterin Bildungskooperation Geschäftsführer
Bm:bwk	Barbara Weitgruber	Internationale Angelegenheiten
ÖAD	Ulrich Hörmann Katharina Engl Elke Stinnig	Generalsekretär Academic Cooperation and Mobility Unit Academic Cooperation and Mobility Unit
ÖOG/HP	Siegfried Haas Theresia Laubichler	Secretary General Department for Students
ITH	Leonhard Wörndl	Direktor

Annex 3   Key References

BMaA (2006): OEZA Landesprogramm Leitlinien. Leitlinien Programmierung OEZA. GZ.BMaA-AT.7.08.11/001-VII.5/2006

BMaA (2006): Geschlechtergleichstellung und Empowerment von Frauen. Leitlinien für die Entwicklungs- und Ostzusammenarbeit. English version: Gender Equality and empowerment of women. Policy document.

BmaA (2005): Dreijahresprogramm der Österreichischen Entwicklungszusammenarbeit 2005-2007. Fortschreibung 2005.

BMaA / Österr. Ostzusammenarbeit (2004): OEZA-Strategie: Regionale Kooperation Südosteuropa.

BMaA (2002): Bildungszusammenarbeit in Osteuropa. Leitfaden der Ostzusammenarbeit des BMaA 2002-2005.

BMaA (2000): Bildungszusammenarbeit. Sektorpolitik der österreichischen Entwicklungszusammenarbeit. Wien, BMaA/Sektion VII.

BMaA (1998): Gender und Entwicklung. Grundlagen für die Gleichstellung von Frauen und Männern in der Entwicklungszusammenarbeit.

Canadian International Development Agency (2003): CIDA Primer of Programme-Based Approaches

European Commission (2006): The Western Balkans on the road to the EU: consolidating stability and raising prosperity. COM (2006) 27 final.

European Commission (2003): 10 Indicators on EU donor harmonisation in education for development co-operation. DG RELEX/Development.

European Commission (2002): The Copenhagen Declaration. DG Education and Culture.

European Commission (1999): The Bologna Declaration of June 1999. DG Education and Culture.

European Parliament, Council, Commission (2006): The European Consensus on Development. 2006/C 46/01).

FTI Secretariat (2006): Education for All – Fast Track Initiative. Framework. Washington DC. World Bank.

FTI Secretariat (2004): Education for All – Fast Track Initiative. Progress Report 2005. Washington DC. World Bank.

Grown, Caren; Gupta, Geeta Rao; Kes, Aslihan (2005): Taking action: achieving gender equality and empowering women. UN Millennium Project. Task Force on Education and Gender Quality.

KED CDC Consultants (2001): Evaluierung der Projektaktivitäten des Vereins KulturKontakt. Schlussbericht. Zürich, Jänner 2001.

KKS (2006): Kontaktkomitee Studienförderung Dritte Welt (2006): Bildungszusammenarbeit – BZA im Kontext der Österreichischen Entwicklungszusammenarbeit. Positionspapier, November 2006.

OECD (2006): The challenge of capacity development: Working towards good practice, DAC Network on Governance, DCD/DAC/GOVNET(2005)5/REV1.

OECD (2004): DAC Peer Review Austria.

OECD/DAC (2001): The DAC Guidelines Poverty Reduction.

ÖFSE (2006): Informationen zu den StipendiatInnen aus Entwicklungsländern in Österreich. Studienjahr 2004/2005, Daten aus der KKS-GesamtstipendiatInnen-Datei. Mai 2006.

UNESCO (2006): EFA Global Monitoring Report 2007, Strong foundations. Early childhood care and education. Paris 2006

UNESCO (2005): EFA Global Monitoring Report 2006, Education for all – literacy for life. Paris 2005.

UNESCO (2003): Gender Equality in Education. Background paper prepared for the EFA Global Monitoring Report 2003/4 by Ramya Subrahmanian. 2004/ED/EFA/MRT/PI/71.

UNESCO (2000): The Dakar Framework for Action.

United Nations: Millennium Development Goals. www.un.org/mdg.

United Nations: Convention on the Elimination of all Forms of Discrimination against Women. Division for the Advancement of Women.

Zauner, Atiye; Saadat, Lydia (2003): Österreichische Bildungszusammenarbeit. Kurzfassung der Ergebnisse und Vorschläge zur Programmentwicklung 2002/2003.

Zauner, Atiye; Karcher, Wolfgang; et.al. (1996): AbsolventInnenstudie. Verbleib und Reintegration von StipendiatInnen der österreichischen Entwicklungszusammenarbeit.

Volume 2: